

Local Plan for Bradford

# Annual Monitoring Report 2011 - 2012

March 2013



City of Bradford MDC

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## **FOREWORD**

This is the eighth Annual Monitoring Report for the Bradford District. It sets out the progress made in putting in place an up to date Local Plan for the District together with our current performance in a number of areas.

The District, as well as the rest of the country, is facing difficult challenges ahead which will have an impact on the quality of peoples' lives. It is particularly important that the Council together with communities, partners and business, ensures that all can access decent and affordable housing, and jobs. In a time of limited resources it is important that Planning provides a clear framework for delivery, to bring maximum investment contribution to benefit all in Bradford.

The current economic conditions have continued to slow development, in particular housing delivery, and are likely to do so for the foreseeable future. The Council is continuing to work 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 difficult times.

The Planning Authority continues to respond to the major changes to planning. It is focusing its effort in developing the key documents in the Local Plan (formerly known as the Local Development Framework), in particular the Core Strategy. The National Planning Policy Framework published in March 2012 reinforces the need for an up to date Local Plan for the District. The Council has considered the representations to the Core Strategy Further Engagement Draft as well as the NPPF in making changes prior to submission to Government for examination. Progress has been made in key regeneration areas with the progressing of the two Area Action Plans for Bradford City Centre and the Shipley Canal Road Corridor. Two important Supplementary Planning Documents have been adopted including one providing support and guidance to householders who wish to expand their properties.

The Council is supporting communities who are moving forward with the new Neighbourhood Planning tools under the Localism Act. Ilkley Parish Council is looking to produce a Neighbourhood Plan and the Council approved the Neighbourhood Area for this work, in October 2012. Others communities are likely to follow in 2013.

It is important that we continue to move the planning framework for the District forward to deliver on the challenges including supporting the key regeneration initiatives in Bradford City Centre, Airedale, and the Canal Road Corridor and delivering economic potential and much needed decent homes. Progress in putting in place clear plans now will put Bradford in a good position when the economy starts to pick up and ensure delivery on the challenges

**Councillor Slater**

**Change Programme, Planning and Housing Portfolio Holder**

## 1.0 INTRODUCTION

### 1.1 The Development Planning System

- 1.1.1 The Planning and Compulsory Purchase Act 2004 introduced the requirement to prepare a Local Development Framework for the District, which would replace the Replacement Unitary Development Plan (RUDP).
- 1.1.2 More recent planning reforms have been introduced through the Localism Act 2011. In particular this sought to simplify the development plan system, revoke the Regional Spatial Strategies and also introduced new neighbourhood planning mechanisms (Neighbourhood Plans, Neighbourhood Development Orders and Community Right to Build Orders). Neighbourhood Plans allow communities through a parish/town council or constituted Neighbourhood Forum, to shape development in their locality in line with the district wide plan and if formally adopted form part of the District's development plan.
- 1.1.3 The government has undertaken a review of national planning policy and issued a consolidated National Planning Policy Framework (NPPF) in March 2012. This retains the development plan led system under a new 'presumption in favour of sustainable development'. However, it no longer uses the term Local Development Framework for the development plan instead refers to the Local Plan. It emphasises the need for all local authorities to put in place an up to date and robust Local Plan. This underpins the new 'presumption' which makes clear that where the development plan is absent, silent or relevant policies are out of date, permission should be granted unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the NPPF taken as a whole, or specific policies in it indicate development should be restricted.
- 1.1.4 For the Bradford District the system currently consists of:
- **National Planning Policy Framework (NPPF)** – this sets out national planning policy apart from Waste and Gypsies and Travellers.
  - **Replacement Unitary Development Plan (RUDP)** – this was adopted in 2005 and saved by the Secretary of State in 2008. Until the adoption of the Local Plan this will continue to be the statutory development plan for the district but the weight that can be given to policies will depend on compliance with NPPF.
- 1.1.5 While the NPPF allows for a single plan to be produced, Bradford's Local Plan will continue to consist of a portfolio of Local Development Documents (LDD's), which will provide the framework for delivering the spatial planning strategy for the area. The preparation of the Local Plan will be a continual process, with LDD's adopted and new ones added at different stages. There are two main types of LDD:
- **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. DPD's together with any adopted Neighbourhood Plans will form the statutory development plan for the Bradford District and will be

the start point for the consideration of planning applications. DPD's will progressively replace the RUDP.

- **Supplementary Planning Documents (SPD)** - these LDD's are non-statutory documents that supplement policies and proposals contained in a DPD. 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.

1.1.6 The Local Plan portfolio will also include the following documents:

- **Statement of Community Involvement (SCI)** – this LDD illustrates how the Council intends to engage the local community and stakeholders in preparing/reviewing Local Plan documents and in the consideration of planning applications. The SCI is not a DPD.
- **Local Development Scheme (LDS)** - this is a work programme which sets out the details, timescales and arrangements for producing, monitoring and reviewing LDD's.
- **Annual Monitoring Report (AMR)** – this report will set out the progress being made in producing Local Plan Documents, Neighbourhood Plans and the effectiveness of policies contained within LDD's. The information gathered will form part of the evidence base that is used to review whether any changes are required to the LDS.

1.1.7 The policy and proposals content of all DPD's and SPD's 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.

## 1.2 The Purpose and Content of the Annual Monitoring Report

1.2.1 Review and monitoring are key aspects of 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 Compulsory Purchase Act 2004 ('the Act') places fundamental importance on monitoring. Section 35 of the Act As amended by the Localism Act 2011 (Part 6 Planning, Section 113 Local development: Monitoring reports) requires local planning authorities to produce and publish an AMR to assess:

- i) The implementation of the LDS; and
- ii) The extent to which policies of the LDD's are being achieved.

1.2.3 Section 113 of the Localism Act amends Section 35 of the Planning and Compulsory Purchase Act 2004. Section 35 required local planning authorities to make an annual report to the Secretary of State about the implementation of their local development schemes and local development policies. This section amends this requirement so that local planning authorities must publish this information direct to the public at least yearly in the interests of transparency. The local planning authority is no longer required to send a report to the Secretary of State. However, the Secretary of State has powers to make regulations prescribing the timing, content and form of reports.

1.2.4 The Town and Country Planning (Local Planning) (England) Regulations 2012 sets out, in Part 8, paragraph 34, the current requirements for an AMR.

1.2.5 In addition, monitoring is key to the successful development of the evidence base underpinning Local Plan production. Two of the tests of soundness against which planning Inspectors will consider DPD's at examination are whether:

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

1.2.6 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 RUDP was adopted in October 2005. The policies of the RUDP were automatically saved for a period of three years from adoption and will be replaced as the Council bring forward new policies in new LDD's as part of its Local Plan, in accordance with the approved LDS. The Secretary of State issued a Direction dated 30<sup>th</sup> September 2008 setting out the policies to be saved beyond 31<sup>st</sup> 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 this the Council have adopted the approach set out in the guidance based on the set of previously prescribed 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 those which describe the wider social, environmental and economic background against which the Local Plan operates. Although not required under the legislation for their AMR, 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 and also the wider baseline analysis produced in support of the Core Strategy. 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 polices and assessing their implementation. An analysis of these contextual indicators will measure changes in the wider social, economic and environmental background against which Local Plan policies operate.

1.4.2 The Core Strategy Baseline Report was published in support of the consultation on the Core Strategy Further Engagement Draft in October 2011

### 1.4.3 Demographic

<b>Population</b>	
<b>Total</b>	522,452 $\diamond$
<b>Households</b>	
<b>Total Households</b>	199,296 *
<b>Average Household size</b>	2.6**

Sources:

- $\diamond$  Census 2011 – ONS first data release 2012
- \* Census 2011
- \*\* Census 2011

## 1.4.4 Economy

<b>Economic Activity</b>	
<b>Economically active, of all people aged 16 - 64</b>	225,400 ◆
<b>Unemployed, of economically active</b>	24,900◆

Source:

- ◆ Annual Population Survey, April 2010 – March 2011

## 1.4.5 Housing

<b>Housing Type</b>	
<b>All dwellings</b>	208,670◆
<b>Detached House</b>	20,000*
<b>Semi Detached house</b>	60,110*
<b>Terraced housing</b>	78,510*
<b>Bungalows</b>	16,230*
<b>Flat or Maisonette</b>	31,880*
<b>Other or Unknown</b>	1,520*
<b>Housing Tenure</b>	
<b>Rented from Council or Housing Association</b>	31,956* *
<b>Shared ownership</b>	870**
<b>Private</b>	175,844***
<b>House price</b>	
<b>Average</b>	£ 100,745 (September 2011) ****

Sources:

- ◆ CBMDC Council Tax April 2011
- \* Valuation Office August 2011
- \*\* Regulatory Statistical Return April 2011
- \*\*\* Calculated from CBMDC Council Tax, all dwellings, minus RSR, rented and shared ownership.
- \*\*\*\* Land Registry, House Price Index, September 2011.

## 1.5 The Format of the Annual Monitoring Report

1.5.1 The Local Planning Regulations 2012 provides guidance on content of the AMR. This advises that they should include the following :

- The report should set out housing delivery against the relevant Local Plan requirement.
- Policies in the Local Plan which are not being implemented and the reasons for this
- Monitor the progress in preparation of Local Plan documents as set out in the LDS.

- Details of Neighbourhood Orders and Neighbourhood Plans made
  - Details of Community Infrastructure Levy (CIL) as specified in regulation 62(4) of the CIL Regulations.
- 1.5.2 Beyond these the Council can determine what other information and indicators it chooses to report upon linked to the performance framework in the relevant adopted Local Plan.
- 1.5.3 Section 2 of the AMR considers progress on the Local Plan milestones. It sets our milestones for each LDD to December 2012, 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. Following the Localism Act and in light of the recent Regulations it also sets out progress in the preparation and adoption of Neighbourhood Plans and Neighbourhood Orders. It will also set out progress on the CIL.
- 1.5.4 Section 3 considers the performance of the saved policies of the RUDP, and analysis is undertaken where data permits. In previous AMR's, this section has focused on the core output indicators prescribed by national guidance, as revised in 2008. However, this guidance was withdrawn by the announcement from the Parliamentary Under Secretary of State at the Department for Communities and Local Government on 30<sup>th</sup> March 2011. Councils were advised that they may continue to report upon Core Indicators if they choose to but are no longer required to do so. The data in this AMR is still presented using the topic themes given in that national guidance, and using the core output indicators, until, initially, the monitoring framework of the Core Strategy is established. Further evolution will take place with the preparation of other DPD's and their monitoring framework. The topic themes are:
- Business Development and Town Centres
  - Housing
  - Environmental Quality
  - Minerals
  - Waste
- 1.5.5 Where data is not available at present or is not in the required format these are highlighted and measures to rectify this are identified. The data is normally presented for the period 1<sup>st</sup> April to 31<sup>st</sup> March.
- 1.5.6 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.
- 1.5.7 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 Plan Preparation**

2.1.1 As required under Section 35 of the Act, as amended by the Localism Act 2011 (Part 6 Planning, Section 113 Local development: Monitoring reports) the AMR must contain information on whether the timetable and milestones in the LDS are being achieved. This must include:

- (a) the title of the local plans or supplementary planning documents specified in the local planning authority's local development scheme;
- (b) in relation to each of those documents—
  - (i) the timetable specified in the local planning authority's local development scheme for the document's preparation;
  - (ii) the stage the document has reached in its preparation; and
  - (iii) if the document's preparation is behind the timetable mentioned in paragraph (i) the reasons for this; and
- (c) where any local plan or supplementary planning document specified in the local planning authority's local development scheme has been adopted or approved within the period in respect of which the report is made, a statement of that fact and of the date of adoption or approval.

### **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 DPD's 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 LPA's review their LDS and submit them by end of March 2007.

2.2.2 The Executive approved a revised LDS at its meeting on 18<sup>th</sup> December 2007 following discussions with Government Office Yorkshire and the Humber (GOYH).

2.2.3 This AMR considers how preparation of the LDD's 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 DPD's with key milestones within the period to December 2012. 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 22<sup>nd</sup> April 2008 considered a report detailing the assessment and the submission to the Secretary of State. The Council formally made a submission on 21<sup>st</sup> May 2008. The Secretary of State issued a Direction on 30<sup>th</sup> 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, from within the Policy Framework volume of the RUDP, 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.

2.3.4 Development allocations and designations (as shown on the Proposals Maps) linked to the saved policies remain saved as part of the statutory development plan apart from the allocated housing sites.

2.3.5 The Council received legal advice in November 2011 to the effect that with the lapsing of RUDP Policies H1 and H2 any unimplemented housing site is no longer allocated as part of the saved statutory development plan. This was never the intention of the approach to saving policies, as approved by Executive in April 2008 or that of the Secretary of State in their Direction issued in September 2008. To this end Executive on 21 November 2011 resolved to clarify the status of these sites, in particular the need to give significant weight to any such unimplemented sites based upon the work undertaken in their original allocation as part of the RUDP.

### **Local Development Scheme**

No milestones

#### **Comments**

- 2.3.6 The Revised LDS was formally adopted by the Council on 18<sup>th</sup> December 2007, following submission to Secretary of State and subsequent amendment.
- 2.3.7 There has been further significant slippage against the LDS (as set out below). The Localism Act revoked the requirement to submit the LDS to the Secretary of State. However, the Council will still be required to publish up to date information direct to the public on the scheme including their compliance with their timetable for the preparation or revision of development plan documents. In light of recent government changes the Council will seek to review the LDS in 2013. In advance of any 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.
- 2.3.8

### **Statement of Community Involvement**

No milestones within the monitoring period

#### **Comments**

- 2.3.7 The current SCI was adopted following examination on 29 July 2008

### **Regional Spatial Strategy**

- 2.3.8 The Regional Spatial Strategy (RSS) for Yorkshire and the Humber (May 2008) provides the strategic context for the preparation of Local Plans in the region. The work thus far undertaken on the Core Strategy has been predicated on the need to both implement and align with the policies and strategies outlined in the RSS.
- 2.3.9 The Localism Act removed the RSS from the development plan system. The existing RSS however could only be revoked by order of parliament following a full Strategic Environmental Assessment which considered the impact of revocation.
- 2.3.10 The Government published the updated SEA of the proposed revocation of the Yorkshire and Humber Plan in September 2012
- 2.3.11 An order was laid before Parliament on 29 January 2013 to formally abolish the Yorkshire and Humber Plan from 22 February 2013. However, the regional strategy's green belt policies for York will be retained until York City Council adopts a local plan defining green belt boundaries.

- 2.3.12 The Leeds City Region Leaders Board approved an Interim statement on 21<sup>st</sup> April 2011 which agreed to continue to follow key elements of the RSS in their ongoing developments plans.
- 2.3.13 With the revocation of RSS, under the Localism Act local planning authorities as well as other prescribed bodies have a new duty to cooperate on strategic matters which affect more than one local authority. Guidance on this is contained in the NPPF. Leeds City Region Leaders agreed the approach to be adopted to facilitate this at their meeting on 6 December 2012. Meetings are ongoing with key adjoining Local Planning Authorities as well as Highways Agency, Environment Agency and Natural England.
- 2.3.14 NPPF makes clear that in the absence of RSS the Council will be required to positively seek opportunities to meet the development needs of their area and should meet objectively assessed needs. To this end a number of studies and updates have been progressed to meet these new requirements. These are set out below under the Core Strategy.

### **Core Strategy**

No milestones within the monitoring period

### **Comments**

- 2.3.15 The Council published the Core Strategy Further Engagement Draft for consultation on 28 October 2011. The consultation ran for 12 weeks until 20 January 2012, though comments received by the end of February were also allowed and considered. The following supporting evidence reports were published as background documents as part of the consultation:
- Open Space Assessment
  - Employment Land Study
  - Retail Study
  - Infrastructure Plan
  - Strategic Housing Market Assessment (SHMA)
  - Strategic Housing Land Availability Assessment (SHLAA)
  - Affordable Housing Economic Viability Assessment (AHEVA)
- 2.3.16 Approximately 1,200 organisations and individuals made representations to the Further Engagement Draft. These were logged and made available electronically to view at the Planning Office in Bradford.
- 2.3.17 The Council has considered the representations received in making revisions towards a Publication Draft for submission. Following consultation the Government published the NPPF and further work has been undertaken to review compliance with policy and also the requirements for robust and up to date evidence underpinning the Core Strategy chosen approach.
- 2.3.18 The following sections set out the further technical work undertaken.

### **Housing Requirement Study**

- 2.3.19 The housing requirement for Bradford District used in the Core Strategy Further Engagement Draft was set out in the, now revoked, RSS. The NPPF makes clear that the Core Strategy must meet objectively assessed need and this will be tested at independent examination. The Council commissioned GVA to undertake this study. The brief was to review the latest demographic information on population and households, other factors such as the economy and use this to project and derive a local housing need target.
- 2.3.20 The Study commenced on the 5<sup>th</sup> September 2012 with a workshop with key stakeholders to discuss the methodology for the study.
- 2.3.21 A final report has been received. A feedback session was held on 25 February 2013 where the consultants set out the approach, main findings and key recommendations to the Council. The report will now be considered by officers in redrafting the Core Strategy. The report concludes that the districts housing requirement should be in the range of between 2,210 and 2,565 dwellings per year. This compares to the RSS requirement of 2,700 per year. The importance of this study continues to be underlined by inspectors who have challenged several plans due to lack of a robust approach underpinning their housing requirement which has led to examinations being put on hold pending further technical work and potential changes to their plans.

### **Strategic Housing Market Assessment Update**

- 2.3.22 The SHMA was published in support of the Further Engagement Draft. It set out detailed information on the type mix and affordability of housing needs across the district and was the basis in particular for the affordable housing policies within the Core Strategy. Work on an update to the SHMA is ongoing and will use updated data and information to reflect changes in the housing market over the past 2 years and produce new estimates of future affordable housing need. The findings of the Housing Requirement Study will be integrated into the SHMA update and will inform its content.

### **Strategic Housing Land Availability Assessment**

- 2.3.23 The First SHLAA for the district was published in support of the Core Strategy Further Engagement Draft. An update has been undertaken which looks at additional new sites including sites put to the council and also smaller sites as a result of reducing the size threshold from 0.4 ha to 0.2ha. This will assess the broad picture of potentially available land to deliver the location strategy and also update the 5 year supply of deliverable housing land.

### **Retail and Leisure Study 2012**

- 2.3.24 The Council has commenced work on the Retail & Leisure Study as part of the evidence base for the Core Strategy, Bradford City Centre AAP, and Shipley Canal Road Corridor AAP and inform development management decisions



relating to retail and leisure uses. The previous study was undertaken in 2007. An update is being undertaken because of the impact of the recession, granting of planning permissions and implementation of planning consents. Consultant WYG have been commissioned to undertake this work on behalf of the Council. The Retail & Leisure Study 2012 will be published in April 2013.

#### **Employment Land Update**

- 2.3.25 As part of the work in producing the Further Engagement Draft, the Council carried out an update of the Employment Land Study originally undertaken by ARUP's. The original study provided an appraisal of the current portfolio of employment land sites together with an estimate of the future need for employment land having assessed a range of factors which include future jobs growth and past employment land take up. A further update to the study is underway and will inform the Publication Draft of the Core Strategy.

#### **Growth Study**

- 2.3.26 The Council have commissioned Broadway Malyan to undertake a comprehensive Growth Study to develop earlier work undertaken by the Council. The work is split into two elements. Element 1 will review the areas around the existing built up areas to identify broad areas of opportunity which may be considered reasonable options if the Council needs to look to green belt to meet some of its objectively assessed needs as anticipated. This will seek to rule out areas with absolute constraints and assess them broadly in terms of a range of sustainability considerations as well as looking at how the areas perform in terms of green belt functions. This first element will inform the broad choices in the location strategy in terms of green belt change.
- 2.3.27 A second element will assess in more detail at the areas of land identified which will then inform the work on the Allocations DPD later next year

#### **Infrastructure Delivery Plan**

- 2.3.28 The Council commissioned consultants DTZ and ARUP to update and validate the work undertaken by the Council as issued in support of the Core Strategy Further Engagement Draft. This has entailed working with infrastructure delivery partners to assess future needs linked to the development strategy for critical infrastructure (e.g. transport and education). The resulting Infrastructure Delivery Plan will then itemise the shopping list of infrastructure, anticipated costs and how it could be delivered. This also will demonstrate the infrastructure gap required to underpin the introduction of CIL. The Council is currently working with consultant DTZ on the CIL economic viability assessment and preliminary draft charging schedule. It is envisaged that the preliminary draft charging schedule will be published for consultation in Autumn 2013

#### **Habitats Regulation Assessment**

- 2.3.29 As the plan-making body, the Council is responsible, under the Conservation of Habitats and Species Regulations 2010, for assessing the potential for adverse impacts of proposals on European Sites; primarily the South Pennine Moors and

North Pennine Moors Special Areas of Conservation and Special Protection Areas. Environ where commissioned to undertake a scoping report into the impacts of the Core Strategy Further Engagement Draft on the protected habitats and bird species. They concluded that a full Habitats Regulation Assessment was required.

- 2.3.30 Urban Edge Environmental Consulting where appointed to undertake a full HRA. This is being undertaken in consultation with Natural England, and involves further technical work. This Assessment will inform the Core Strategy Publication Draft in order to comply with the Regulations.

#### **Health Impact Assessment**

- 2.3.31 The Council is working with Health colleagues to assess the impacts of the plan on determinants of health. An initial draft assessment has been completed against the Core Strategy Further Engagement Draft.

- 2.3.32 While findings from much of the above work is now in place, further work is still required to ensure a robust plan can be put before members as the basis for submission to government. The key outstanding area requiring further work relates to the Habitats Regulations Assessment. Unfortunately due to the need for further survey work over the summer months. This has meant that the earliest Core Strategy Publication draft can be put before members at Executive is autumn 2013. The Publication Draft would then be anticipated to be published in late 2013 for formal representations for 6 weeks. Representations at this stage would need to relate to the 'soundness' of the plan. The examination would then consider the key tests of soundness and any related representations at the examination in early 2014. This would then result in an anticipated adoption in late 2014.

#### **Allocations DPD**

No milestones within the monitoring period

#### **Comments**

- 2.3.33 Substantial work has been carried out in identifying sites through urban capacity survey work and call for sites exercises and as part of the production of the first and second SHLAA's.
- 2.3.34 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 AAP's. It is envisaged that Issues and Options stage will not now be reached before the Autumn of 2013 at the earliest.

#### **Bradford City Centre Area Action Plan**

No milestones within the monitoring period

**Comments**

- 2.3.35 The Issues and Options for the AAP were published for consultation in August 2007 until mid November 2007. These drew upon the extensive work undertaken previously on the Masterplan and four Neighbourhood Development Frameworks and associated public consultation. Further work was then put on hold.
- 2.3.36 Work on the Bradford City Centre AAP actively began again in 2012. with the preparation of an updated Further Issues and Options Report. This considered both the previous public consultation responses but also changes to national policy as well as local circumstances.
- 2.3.37 The Further Issues and Options Paper was approved for consultation by Executive in January 2013 and will be issued together with the supporting documents, for consultation for 11 weeks starting on 15 March 2013.

**Shipley and Canal Road Corridor Area Action Plan**

No milestones within the monitoring period

**Comments**

- 2.3.38 In August 2010, the Council commissioned consultants, BDP, to prepare the Shipley and Canal Road Corridor Masterplan to provide the sound basis for the AAP.
- 2.3.39 The purpose of the commission was not to prepare an AAP, but to produce a strategic masterplan in support of the AAP process. The Development Plan Team will be producing the AAP and will incorporate the baseline evidence and masterplan options into the statutory AAP process.
- 2.3.40 The Draft BDP Masterplan Options Report and technical evidence base studies was published in early 2012. Public consultation comments on the Draft BDP Masterplan Options Report has informed the Emerging Strategic Development Framework (BDP) which has informed the work on the AAP. The Emerging Strategic Development Framework is available to view on the Councils website.
- 2.3.41 A Shipley & Canal Road Corridor AAP – Issues and Options Paper has been prepared in 2012 and approved for consultation at Executive on 15 January 2013. It will be issued together with the supporting documents, for consultation for 11 weeks starting on 15 March 2013.

**Waste DPD**

No milestones within the monitoring period

**Comments**

- 2.3.42 The Council appointed GVA Grimley in association with Environ to prepare the Waste DPD and contribute to the Core Strategy waste matters.

- 2.3.43 The Preferred Approach, was issued for public consultation in early 2011
- 2.3.44 In response to the representations to the preferred approach a revised Chapter 5 which includes a revised shortlist of preferred sites and associated text was consulted upon from 10 October 2011 to 19 December 2011.
- 2.3.45 The comments from both rounds of consultation have been considered alongside an up to date evidence base as the Council moves towards the Publication Draft version. A HRA scoping report has been undertaken which has concluded that a full HRA is not required.
- 2.3.46 It is anticipated that a Publication Draft will be considered by Members in late 2013 and potential adoption in late 2014 following an examination.

### **Open Space and Built Recreation Facilities SPD**

No milestones within the monitoring period

#### **Comments**

- 2.3.47 The need for this SPD will be considered as part of the LDS update, taking into account NPPF and the emerging Local Plan policies

### **Affordable Housing SPD**

No milestones in monitoring period

#### **Comments**

- 2.3.48 The need for this SPD will be considered as part of the LDS update, taking into account NPPF and the emerging Local Plan policies.

### **Tree Protection SPD**

No milestones in monitoring period

#### **Comments**

- 2.3.49 The need for this SPD will be considered as part of the LDS update, taking into account NPPF and the emerging Local Plan policies.

### **Housing Supply SPD**

No milestones in monitoring period

#### **Comments**

- 2.3.50 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. The Council no longer proposes to produce this SPD.

#### **Householder SPD**

No milestones as this was not included in the LDS

#### **Comments**

- 2.3.51 A new Householder SPD which replaced both the House Extensions Policy and Dormer Windows Policy was adopted on 12 April 2012.

#### **Shop Keepers Guide to Securing Their Premises SPD**

No milestones as this was not included in the LDS

#### **Comments**

- 2.3.52 The Shop Keepers Guide to Securing Their Premises SPD provides design guidance to shop keepers on how they can effectively secure their premises and protect the visual appearance of the District's high streets and centres, in accordance with the relevant local planning policy. It supersedes Section 6 of the Shop Front Design Guide SPD, and now forms the local planning guidance on shop front security measures. It was issued for public consultation between 24<sup>th</sup> September 2012 and 11<sup>th</sup> November 2012. It was then adopted by Regulatory and Appeals Committee on 19 December 2012.

## **2.4 Current Local Plan adopted documents**

- 2.4.1 The following is the list of all the Local Plan 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)
- Householder SPD (Adopted 12 April 2012)
- Shop Keepers Guide to Securing Their Premises SPD (Adopted 19 December 2012)

## **2.5 Neighbourhood Planning**

2.5.1 The Localism Act introduced new neighbourhood tools which can be used by local communities to shape development and change in their areas. They include Neighbourhood Plans, Neighbourhood Development Orders and Community Right To Build Orders. This section sets out progress on neighbourhood planning.

### Neighbourhood Plans

2.5.2 The Council received a formal application from Ilkley PC for a neighbourhood area on 18 June 2012. The Assistant Director reviewed the application to ensure it included the key requirements under the Regulations. The accepted application was then published on the Council's web site and formal representations invited for 6 weeks from 16 July to 27 August 2012. The Council received a total of 14 representations. The applications together with the representations were considered by the Council's Executive on 9 October 2012 where it was approved.

### Neighbourhood Development Orders and Community Right To Build Orders

2.5.3 There are none at present.

### 3.0 LOCAL PLAN ANALYSIS OF POLICY PERFORMANCE AND EFFECTS

3.1.1 This section sets out, below, the available data for output indicators by topic, that reflect the content of previous AMR's, in the light of the response to changes to Government advice noted in paragraph 1.5.4.

3.1.2 The suite of local indicators will be developed further as part of the preparation of the Local Plan.

### 3.2 Topic Commentaries

#### **Business Development and Town Centres:**

##### **Core Indicators:**

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

<b>Completed sites</b>	<b>B1</b>	<b>B2</b>	<b>B8</b>	<b>Total</b>
<b>Gross internal floorspace, (sqm)</b>	3116	3200	1246	7562
<b>Net internal floorspace, (sqm)</b>	3000	3080	1199	7279

Notes: Data collected and analysed by the Development Plan Teams.

Only data for new build sites of 0.4ha and over monitored.

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

Some developed sites may also be recorded under BD4.

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

<b>Completed sites on PDL</b>	<b>B1</b>	<b>B2</b>	<b>B8</b>	<b>Total</b>
<b>Gross internal floorspace, (sqm)</b>	3116	3200	1246	7562
<b>Gross internal floorspace on PDL (sqm)</b>	3116	3200	1246	7562
<b>Percentage of gross internal floorspace on PDL (sqm)</b>	100	100	100	100

Notes: Data collected and analysed by the Development Plan Teams.

Only data for new build sites of 0.4ha and over monitored.

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

Some developed sites are may also be recorded under BD4.

**BD3: Employment land available - by type.**

	Total
Area of employment land available (<0.4ha)	Not monitored
Area of employment land available (>=0.4ha)	120.82
<b>Total employment land available (ha)</b>	<b>120.82</b>

Notes: Data collected and analysed by the Development Plan Teams.  
 Only data for new build sites of 0.4ha 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	0	

Completed sites	A1	A2	B1	D2
Net internal floorspace in town centres, (sqm)	1341	0	0	
Net internal floorspace in the District (sqm)	2179	0	0	

Notes: Data collected and analysed by the Development Plan Teams.  
 Only data for new build sites of 0.4ha 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



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Only net floorspace monitored for retail  
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)	1186	3200	1006	5392
Net internal floorspace, (sqm)	1141	3080	968	5189

Notes: Data collected and analysed by the Development Plan Teams.  
Only data for new build sites of 0.4ha 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)	0

Notes: Data collected and analysed by the Development Plan Teams.  
Only data for new build sites of 0.4ha 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)	0

Notes: Data collected and analysed by the Development Plan Teams.  
Only data for new build sites of 0.4ha 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
<b>A1 Retail</b>	In Town Centres	City & Town Centres		
		Keighley Town Centre loss	196	0
		Ilkley Town Centre gain	270	0
		District Centres		
		Total gain	1507	0
		Total loss	240	0
	In Town Centres	Total gain	1777	0
	In Town Centres	Total loss	436	0
		Out of Town Centres	Local Centres	
Total gain			0	0
Total loss			380	0
Out of all above Centres				
Total gain			1338	0
Total loss		120	0	
Out of Town Centres		Total gain	1338	0
Out of Town Centres	Total loss	500	0	
District Total	District Total	Gain	3115	0
	District Total	Loss	936	0
				<b>Total completed sites (sqm net)</b>
<b>B1 &amp; A2 Offices</b>	In Town Centres			0
	Out of Town Centres			0
<b>D2 Leisure</b>			No data	No data

Notes: Data collected and analysed by the Development Plan Teams.

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 0.4ha and over monitored for employment.

## Local Plan for Bradford

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.

	<b>% of compliant sites</b>
Total number of compliant schemes as a % of total number of schemes	66.6%
Total number of schemes analysed	3

Employment schemes analysed are all those completed and recorded in BD1 (not including B8 schemes) that were subject to consultation with Highways Development Control.  
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.**

### **Housing Targets and Outturns For Current and Previous Reporting Years - Indicators H1 / H2(a) / H2(b)**

These indicators are reported in the table below. As the Planning system is still in a period of transition and work on the Core Strategy is underway, but not complete, data relating to both the recently revoked RSS housing targets and the emerging draft Core Strategy targets have been included.

The Core Strategy Further Engagement Draft (CSFED) targets were the result of a preliminary review of the RSS comparing the population and household projection assumptions made as part of the RSS with more recently issued ONS and CLG projections. A 10% adjustment of the RSS target downwards was made for the period 2008-16 to reflect past and expected future weak economic and housing market conditions. The CSFED was subject to consultation which covered the period October 2011 to the end of February 2012. The housing targets will be revised in due course based on an analysis of these representations and of the results and conclusions of a Housing Requirement Study (See para 2.3.19 above) which has been commissioned and is being produced by consultants GVA.

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Year	H1 Net annual requirement (RSS)	H1 Core Strategy Further Engagement Draft – Net Housing Requirement (Policy HO1)	H2 (a) (b) Net additional dwellings
2004-2005	1560	1560	1361
2005-2006	1560	1560	1369
2006-2007	1560	1560	1578
2007-2008	1560	1560	2156
2008-2009	2700	2430	1440
2009-2010	2700	2430	999
2010-2011	2700	2430	696
2011-2012	2700	2430	733
2012-2013	2700	2430	
2013-2014	2700	2430	
2014-2015	2700	2430	
2015-2016	2700	2430	
2016-2017	2700	2700	
2017-2018	2700	2700	
2018-2019	2700	2700	
2019-2020	2700	2700	
2020-2021	2700	2700	
2021-2022	2700	2700	
2022-2023	2700	2700	
2023-2024	2700	2700	
2024-2025	2700	2700	
2025-2026	2700	2700	
2026-2027		2700	
2027-2028		2700	

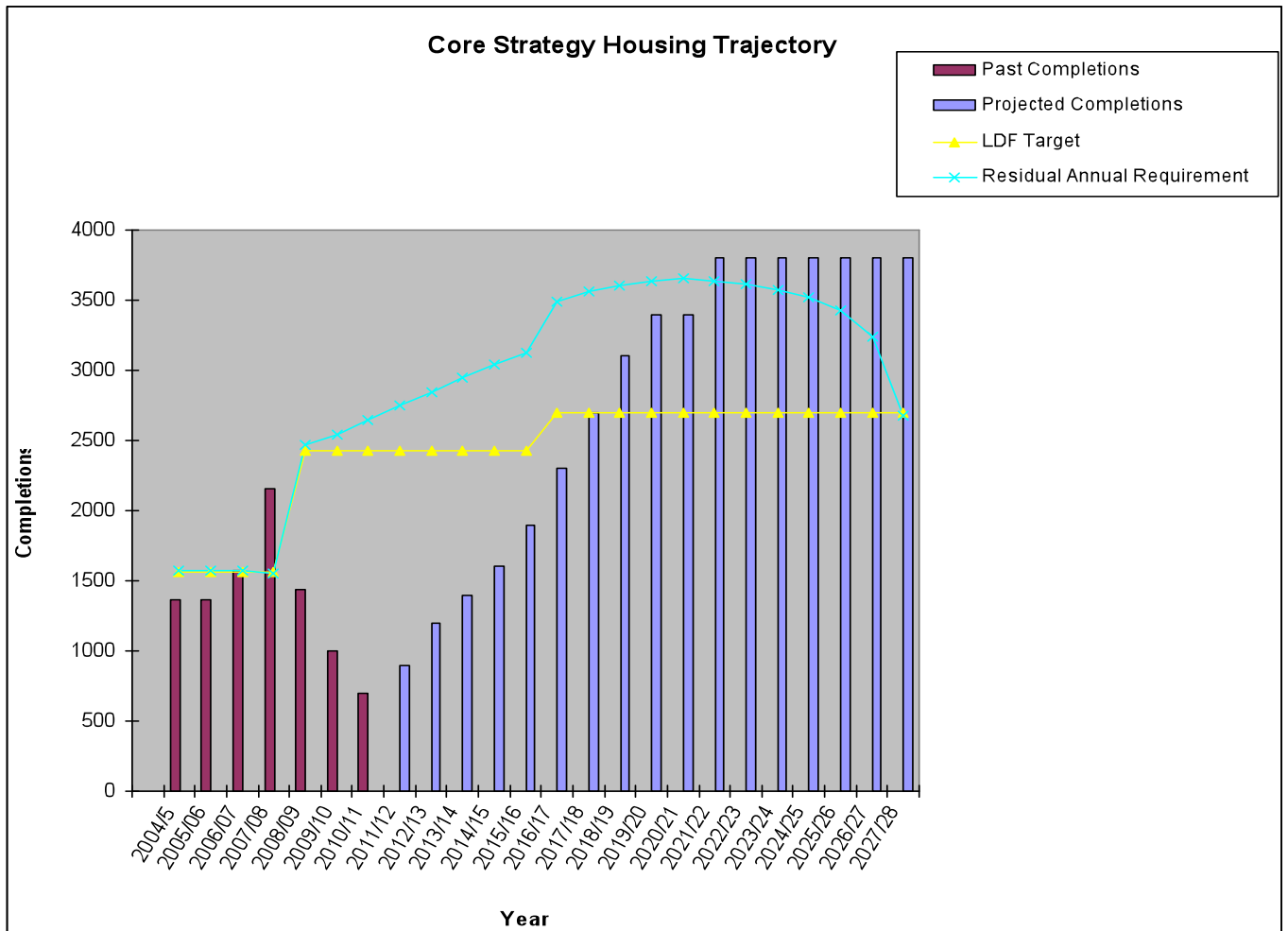
Notes:

1. Completions data, 2004-2005 to 2008-2009, derived from Building Control completions and data supplied to them and analysed by the Development Plan Teams.
2. Completions data, from 2009-2010, derived from Council Tax data, in association with Building Control completions and data supplied to them, and analysed by LDF Group.
3. RSS only covers the period to 2026 so no H1 target reported for the subsequent 2 years.

**Projected Future Dwellings / Managed Delivery – the Housing Trajectory - Indicators H2(a) / H2(b) / H2(c) and H2(d)**

One of the key roles of the Core Strategy is to set out a housing trajectory which shows the expected rate of housing delivery over the plan period, which reflects the overall housing targets and how the Local Plan will manage the delivery of that housing quantum.

The graph below is extracted from the CSFED and represents the Council’s current thinking on how delivery is expected to occur. The trajectory, along with the rest of the Core Strategy, has been the subject of consultation and will be revised in due course as part of the work towards producing the Core Strategy Publication Draft. The preliminary nature of this trajectory, the fact that the overall housing target on which the trajectory is based may change, and the uncertainty over the nature and pace of the housing market recovery in the coming years means that the trajectory may be subject to significant change in its future iterations.



## **Housing Land Supply / Capacity**

The Council has two sets of data which are produced in different ways and which currently relate to different base dates. Together these provide a picture of current supply and thus the issues facing the Council in driving forward housing delivery in the coming years.

The first data set is taken from the results of the SHLAA update which revises and rolls forward the work of the first SHLAA. The SHLAA update works to a base date of April 2011. The SHLAA 's land supply assessment includes both sites which at the base date had extant planning permission or were allocated for housing in the RUDP, as well as additional sites, that do not have planning permission or have not had an allocation, judged by the SHLAA Working Group to be deliverable in the relevant 5 year period.

The results of the SHLAA update indicates that as of a base date of April 2011 there was no NPPF compliant land supply within the district. Based on the methodology advocated by the CLG and Planning Inspectorate the Council considers that the 5 year land supply target for the period 2011-16 amounts to 18,241 dwellings. The SHLAA results suggest that the deliverable supply amounts to 8554 dwellings. This represents 46.9% of the 5 year requirement or alternatively 2.3 years supply.

The second data set provides more recent information utilising solely land with extant planning permissions at the base date, 1st April 2012.

This net housing supply comprises:

Remaining yield on land with outstanding planning permissions;

- 6314 on previously developed land;
- 1376 through conversion/change of use;
- 2064 on greenfield land, including residential gardens, agricultural land and agricultural buildings.

The net housing supply total is 9754 dwellings.

### **Commentary:**

The SHLAA 5 year land supply figure reveals that there is a significant shortfall of deliverable land based on the housing targets set by the RSS. However this figure represents only part of the picture. The figure is somewhat lower than might otherwise be the case due to the very low annual completion rates insisted upon by the volume house builder representatives on the SHLAA Working Group predicated on an assumption of weak demand and weak housing market conditions over the next few years. The total capacity of the schedule of sites within the 5 year land supply trajectory is actually 13,484 dwellings.

The Council received legal advice in November 2011 to the effect that with the lapsing of RUDP Policies H1 and H2 any unimplemented housing site is no longer allocated as part of the saved statutory development plan. This was never the

intention of the approach to saving policies, as approved by Executive in April 2008 or that of the Secretary of State in their Direction issued in September 2008. To this end Executive on 21 November 2011 resolved to clarify the status of these sites, in particular the need to give significant weight to any such unimplemented sites based upon the work undertaken in their original allocation as part of the RUDP. The net housing supply, recorded above, is solely quantified from sites with an extant planning permission.

**H3: New and converted dwellings - on previously developed land (PDL).**

	Gross new build completions	Gross change of use to residential	Gross conversion to residential	Total
<b>Number on PDL</b>	592	212	313	1117
<b>Number on Greenfield</b>	68	11	0	79
<b>Total</b>	660	223	313	1196
<b>Percentage gross on PDL</b>	89.70	95.07	100	93.39

Notes: Completions data derived from Council Tax data, in association with Building Control completions and data supplied to them, and analysed by the Development Plan Teams.

**Commentary:**

The percentage of completions on pdl continues to be well in excess of the 65% target set in the, now revoked, RSS.

**H4: Net additional pitches (Gypsy and Traveller)**

Gypsy and Traveller pitches	Permanent	Transit	Total
<b>Number completed</b>	0	0	0
<b>Number lost</b>	0	0	0

Notes: Data supplied by Gypsy Liaison Team.



**H5: Gross affordable housing completions.**

	<b>Social rented homes provided</b>	<b>Intermediate homes provided</b>	<b>Total Affordable homes provided</b>
<b>Gross completions</b>	164	34	198

Notes: Data supplied by the Affordable Housing Team, Housing Service.

**H6: Housing Quality: Building for Life Assessments.**

There is no data available for this Core Indicator.

**Monitoring System:**

A monitoring system is being developed for this data.

**Local Indicators:**

**Windfall Development**

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

	<b>On pdl</b>	<b>Through conversions</b>	<b>Through change of use</b>	<b>On Greenfield land, agricultural land and buildings</b>	<b>Total</b>
<b>Number of dwellings</b>	482	313	212	40	1047
<b>%age of total windfall</b>	46.04	29.9	20.24	3.82	
<b>%age of total completions</b>					87.54

Notes: Data analysis by the Development Plan Teams from completions derived from Council Tax data, in association with 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	26	55.32	149	17.7
30-50 dph	11	23.40	433	51.3
>50 dph	10	21.28	262	31
<b>Total</b>	<b>47</b>	<b>100</b>	<b>844</b>	<b>100</b>

Notes: Relates to new build schemes, over 0.1ha and/or yield of  $\geq 4$  units, that were completed during the period 1.4.2011 - 31.3.2012.

These developments also analysed under the Accessibility Local Indicator.

Data collected and analysed by the Development Plan Teams.

### Commentary:

Over 44% of housing schemes completed in 2011-2012, and over 82% 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
<b>All 6</b>	39	84.8	819	97.5
<b>5</b>	4	8.7	12	1.4
<b>4</b>	3	6.5	9	1.1
<b>3</b>	0	0	0	0
<b>2</b>	0	0	0	0
<b>1</b>	0	0	0	0
<b>0</b>	0	0	0	0
<b>Total</b>	<b>46</b>	<b>100</b>	<b>840</b>	<b>100</b>

Notes: Relates to new build schemes, over 0.1ha and/or yield of  $\geq 4$  units, that were completed during period 1.4.2011 - 31.3.2012.

Data collected by the Development Plan Teams and analysed by Transport Planning and the Development Plan Teams.

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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.**

	<b>Flood Risk grounds</b>	<b>Water Quality grounds</b>
<b>Number of permissions granted contrary to sustained advice</b>	None	No objections by EA.

Notes: Data on all applications to which the Environment Agency objected to, on the two named grounds during 2011-2012, taken from EA web site.

The determination of the identified applications analysed by the Development Plan Teams.

**E2: Change in areas of biodiversity importance.**

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

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

Notes: Data collected and analysed by the Development Plan Teams.

SAC: Special Area of Conservation

SPA: Special protection Area

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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 2009/10.
	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	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	
<b>Total Area</b>	<b>399.6</b>	<b>288.01</b>

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. Six public parks also met the 'management' standard and were awarded the Green Flag in 2011/12.

**Monitoring System:**

The Parks and Landscape Service are 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)
<b>2011</b>	10	1	27,670	0

Notes: Data provided by Major Development 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 slippage in the supply of data, and this is included for the calendar year 2011.

Some outputs for 2010 have had to be estimated due to the poor response by operators.

The 2011 figure is an average of the figures obtained between 2005 and 2010 as only one operator, who produces effectively no aggregate, responded to the latest survey.

**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.**

<b>Site</b>	<b>Type</b>	<b>Annual Capacity</b>
Midgeham Cliff End Quarry Ryecroft Road Harden	Recycling/Landfill	75, 000 tonnes
Units 1 And 2 124 Dockfield Road Shipley	Recycling/Waste Transfer	30, 000 tonnes
Dick Lane Metals 264 Dick Lane Bradford	Metal recycling	1, 840 tonnes

Notes: Data provided by Major Development 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.**

	<b>Amount (Tonnes)</b>	<b>Percentage</b>
<b>Waste Arising</b>		
<b>Collected as Recycling</b>	29,600	12.9
<b>Collected as Compost</b>	25,753	11.3
<b>Collected as Residual</b>	173,314	75.8
<b>Total Municipal Waste Arising</b>	228,667	
<b>Residual Waste Treatment</b>		
<b>Residual sent to Treatment</b>	121,529	
<b>Treatment, recycled &amp; composted</b>	34,999	
<b>Treatment, waste to energy</b>	37,136	
<b>Treatment, waste to Landfill</b>	49,394	
<b>Waste Management</b>		
<b>Recycled as Collected</b>	29,600	
<b>Composted as Collected</b>	25,753	
<b>Recycled &amp; Composted from Treatment</b>	34,999	
<b>Treatment, waste to energy</b>	37,136	
<b>Total Diversion</b>	127,488	55.75
<b>Treatment to Landfill</b>	49,394	
<b>Direct to Landfill</b>	51,956	
<b>Total Landfill</b>	101,179	44.25

Notes: Data supplied by the Waste & Collection Service

## 4.0 DEVELOPMENT MANAGEMENT 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 2011 to 31 March 2012. It considers:

Major Applications  
 Minor Applications  
 Other Applications (Householders & 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 2010/11 the Authority determined 107 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, 74 applications were determined within 13 weeks, this equals 69.2% 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
<b>Largescale Major Developments</b>					
<b>1 Dwellings 200 or more dwellings or site area is 4 hectares or more</b>	8	3	5	6	2
<b>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</b>	2	2	0	2	0
<b>3 General industry/ storage/warehousing Floorspace to be built is 10,000 square metres or more, or site area is 2 hectares or more</b>	0	0	0	0	0
<b>4 Retail distribution and serving Floorspace to be built is 10,000 square metres or more, or site area is 2 hectares or more</b>	0	0	0	0	0
<b>5 Gypsy and traveller pitches</b>	0	0	0	0	0

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<b>Dwellings 200 or more pitches or site area is 4 hectares or more</b>					
<b>6 All other large scale major development types</b> <i>Floorspace to be built is 10,000 square metres or more, or site area is 2 hectares or more</i>	8	7	1	7	1
<b>Smallscale Major developments</b>					
<b>7 Dwellings</b> <i>10 – 199 dwellings or site area is 0.5 and less than 4 hectares</i>	45	30	15	37	8
<b>8 Offices/research and development/light industry</b> <i>Floorspace to be built is 1,000 – 9,999 square metres or site area is 1 hectare and less than 2 hectares.</i>	6	6	0	6	0
<b>9 General industry/storage/warehousing</b> <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	5	2	7	0
<b>10 Retail distribution and serving</b> <i>Floorspace to be built is 1,000 – 9,999 square metres or site area is 1 hectare and less than 2 hectares.</i>	5	5	0	5	0
<b>11 Gypsy and traveller pitches</b> <i>10 – 199 pitches or site area is 0.5 and less than 4 hectares</i>	0	0	0	0	0
<b>12 All other small scale major development types</b> <i>Floorspace to be built is 1,000 – 9,999 square metres or site area is 1 hectare and less than 2 hectares.</i>	26	16	10	26	0
<b>Total</b>	<b>107</b>	<b>74</b>	<b>33</b>	<b>96</b>	<b>11</b>

### 4.3 All Minor Applications

In 2011/12 the Authority determined 1120 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, 941 applications were determined within 8 weeks, this equals 84% which is above the national target of 65%.

**Minor Applications by Development Type (NI157b)**

<b>Development Type</b>	<b>Total no of Apps</b>	<b>Det in time</b>	<b>Det out of time</b>	<b>Granted</b>	<b>Refused</b>
13 <b>Dwellings</b> <i>Less than 10 dwellings or a site less than 0.5 hectares</i>	418	340	78	313	105
14 <b>Offices/research and development/light industry</b> <i>Floorspace to be built is less than 1000 square metres, or site area is less than 1 hectare</i>	38	31	7	30	8
15 <b>General industry/storage/warehousing</b> <i>Floorspace to be built is less than 1000 square metres, or site area less than 1 hectare</i>	36	33	3	32	4
16 <b>Retail distribution and servicing</b> <i>Floorspace to be built is less than 1000 square metres, or site area less than 1 hectare</i>	144	118	26	98	46
17 <b>Gypsy and Traveller pitches</b>	0	0	0	0	0
18 <b>All other major development types</b> <i>Floorspace to be built is less than 1000 square metres, or site area less than 1 hectare</i>	484	419	65	383	101
<b>Total</b>	<b>1120</b>	<b>941</b>	<b>179</b>	<b>856</b>	<b>264</b>

**4.4 Other Applications**

In 2011/12 the Authority determined 2433 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, 2269 applications were determined within 8 weeks, this equals 93.3% which is above the national target of 80%.

**Other Applications by Development Type (NI157c)**

<b>Development Type</b>	<b>Total no of Apps</b>	<b>Det in time</b>	<b>Det out of time</b>	<b>Granted</b>	<b>Refused</b>
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<b>20 Changes of Use</b>	200	183	17	140	60
<b>21 Householder Applications</b>	1681	1575	106	1324	357
<b>22 Advertisements</b>	158	146	12	121	37
<b>23 Listed building consent to amend or alter</b>	175	158	17	152	23
<b>24 Listed building consent to demolish</b>	1	1	0	1	0
<b>25 Conservation area consent</b>	10	7	3	9	1
<b>26 Certificates of lawful development</b>	208	199	9	148	60
<b>27 Notifications</b>	0	0	0	0	0
<b>Total</b>	<b>2433</b>	<b>2269</b>	<b>164</b>	<b>1895</b>	<b>538</b>

#### 4.5 Appeal Information (BV204)

In 2011/12 the Authority received a total of 137 appeal decisions of which 38 appeals were allowed and the remainder were dismissed. This equals 27.74% which is above the local target of 26% for 2011/12.

##### Quarterly breakdown

Quarter	Total number of appeal decisions	Total number allowed	Percentage (allowed)
<b>April to June 2009</b>	31	6	19.35%
<b>July to September 2009</b>	35	10	28.57%
<b>October to December 2009</b>	39	14	35.9%
<b>January to March 2010</b>	32	8	25%
<b>Total</b>	<b>137</b>	<b>38</b>	<b>27.74%</b>

## **5.0 SUMMARY OF KEY FINDINGS AND RECOMMENDED ACTIONS**

### **5.1 Local Development Scheme**

5.1.1 Further progress has been made on the Core Strategy in response to the NPPF, consultation responses, and further technical evidence. Progress has also been made in developing the two Area Action Plans for key regeneration areas. The NPPF reinforces the need for Bradford District to put in place, as a matter of urgency, an up to date Development Plan to guide development and investment. The absence of an up to date development plan means the ability to control development locally will be limited as decisions increasingly will turn on the NPPF and the presumption in favour of sustainable development.

5.1.4 Progress on several key pieces of evidence has been made in support of the Local Plan Core Strategy. An update to the SHLAA has been undertaken. An update to the SHMA is also nearing completion as is a Housing Requirement Study which will inform the formulation of the house building targets in the Core Strategy.

5.1.5 The current LDS approved in 2007 is now considerably out of date in terms of the programme milestones. It is proposed that the LDS is updated in 2013 which will take account of the Localism Act, NPPF and associated regulations. In the interim the Council will continue provide real time updates using the LDF web site and the quarterly issues of the e-newspaper 'Plan-it'.

### **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:

- Housing completions are still being affected by the impact of the economic downturn, though net completions have increased slightly on those reported in the last AMR.
- Based on the results of the SHLAA update which includes data to an April 2011 base date, there is a significant shortfall in deliverable land supply in the district, Deliverable supply amounts to only 8,554 dwellings compared to the requirement of 18,241. Thus there is only 46.9% of the required NPPF compliant 5 year land supply figure.
- Based on planning status at the April 2011 base date (i.e. only outstanding planning permissions) the current net supply of housing land will provide for 9754 dwellings. This is a significant decrease on last year's reported outturn caused primarily by the deletion of land with solely an allocation in the RUDP from the supply calculation.
- Over 90% of development has taken place on Previously Developed Land, well in excess of the 65% target in the, now revoked, RSS target.

- 5.2.2 The above figures highlight the current challenges in delivering the scale of new housing which is needed in the district. The Council is faced, post RSS revocation, with the new task of reviewing, consulting on and finalising its Core Strategy house building target. And while financial and housing market conditions are currently suppressing both supply and demand for new housing, the longer term pressures to meet the needs of a rapidly expanding population remain. It should be stressed that the current and future rate of population and household increase in the district are well above the levels which were planned for in the production of the current RUDP.
- 5.2.3 With regard to land supply, the requirement within the NPPF for Council's to be able to demonstrate that they have identified a 5 year supply of deliverable sites remains. Deliverable sites are those which are suitable, available and capable of delivering housing completions now or over the next 5 years.
- 5.2.4 The Council's first update to the SHLAA which includes data with a 2011 base date is nearing completion and indicates there is a substantial shortfall in deliverable land supply in the District. This is despite the SHLAA update including a substantial number of new sites on top of the 700+ assessed in the first study. The Council has added a number of brown field sites to the list along with other green field options put forward by land owners since the last Call For Sites exercise. The SHLAA update has also included more small sites as a result of the reduction in the site size threshold from 0.4ha to 0.2ha. Although some of these additional sites have been found to be capable of delivering new homes in the short term the reality of needing to bridge the required gap of nearly 10,000 dwellings means that a 5 year land supply may only be achievable once the Local Plan has been completed.
- 5.2.5 Subject to changes in national planning policy, both the SHLAA, and the 5 year land supply assessment will be rolled forward on a regular 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 Core Strategy housing trajectory, and the desired level on development on previously developed land, is being met.

### **5.3 Development Management Performance**

- 5.3.1 In 2011/12 the Council received 3884 planning applications.
- 5.3.2 The Council exceeded the national targets for determining major, minor and other applications and continues to improve its performance against NI 157 b and c.

## Appendix 1

### GLOSSARY

#### Local Plan 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 Plan. They form the statutory development plan for the district and are subject of an independent examination. They include the following: Core Strategy, Site Allocations, Area Action Plans, and a Proposals Map.

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

**Local Plan** – 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.

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

#### Development Management 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% of planning appeals should be allowed.

### **Application Descriptions**

**Large scale 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.

**Small scale 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**

National Planning Policy Framework (CLG March 2010)

The Town and Country Planning (Local Planning) (England) Regulations 2012

