

Local Plan for Bradford

Annual Monitoring Report 2012 - 2013

March 2014



City of Bradford MDC

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FOREWORD

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

The District continues to face tough challenges as it seeks to support development and regeneration as we hopefully come out of the economic downturn. 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 to meet the needs of a growing District.

The Planning Authority has made significant progress towards putting in place an up to date Local Plan for the District, as required by the National Planning Policy Framework. The Council has now reached a key milestone with the approval of the Core Strategy for submission to government for independent examination, following publication for formal representations in February and March 2014. Progress has also been made in key regeneration areas with the progressing of the two Area Action Plans for Bradford City Centre and the Shipley and Canal Road Corridor through further consultation on the key issues and options and developing the supporting evidence base.

The Council is continuing to support communities who are moving forward with the new Neighbourhood Planning tools under the Localism Act. There are currently four communities which have formally been designated as neighbourhood Areas for the preparation of Neighbourhood plans, in support of the Local Plan. They are the parished areas of Ilkley, Haworth, Stanbury and Cross Roads, Burley in Wharfedale and Oxenhope.

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 and affordable homes. Progress in putting in place clear plans now will ensure certainty and that decisions are made based on a Local Plan and not left to national policy.

Councillor Slater

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 current 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, with the revocation of Regional Spatial Strategies and also the introduction of 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 consolidated national planning policy in the National Planning Policy Framework (NPPF) issued 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 (LDF) for the development plan instead it 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 over time 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 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 the Local Plan.
- **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 them. 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 (where appropriate) 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 Local Development Scheme; and
- ii) The extent to which policies of the Local Plan 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 Local Plans 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 DPDs as part of its Local Plan, 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 2004 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 in the RUDP.

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. This has been supplemented by the more recent 'Understanding Bradford District' Report issued by the Council in 2013.

1.4.3 Demographic

Population	
Total	522,452 ◆
Households	
Total Households	199,296 *
Average Household size	2.6**

Sources:

- ◆ Census 2011 – ONS first data release 2012
- * Census 2011
- ** Census 2011

1.4.4 Economy

Economic Activity	
Economically active, of all people aged 16 - 64	225,400 ♦
Unemployed, of economically active	24,900♦

Source:

- ♦ Annual Population Survey, April 2010 – March 2011

1.4.5 Housing

Housing Type	
All dwellings	208,670♦
Detached House	20,000*
Semi Detached house	60,110*
Terraced housing	78,510*
Bungalows	16,230*
Flat or Maisonette	31,880*
Other or Unknown	1,520*
Housing Tenure	
Rented from Council or Housing Association	31,956* *
Shared ownership	870**
Private	175,844***
House price	
Average	£ 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 provide guidance on the 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 in putting in place the Local Plan. It sets out the progress in terms of work undertaken to date as well as next steps. 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 Community Infrastructure Levy.
- 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 30th 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, the monitoring framework of the Core Strategy is established. Further evolution will take place with the preparation of other DPD's and their monitoring frameworks. 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 1st April to 31st 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 18th 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. However it is recognised that the LDS is now considerably out of date in terms of key milestones. The Local Development Scheme will be reviewed in 2014 prior to submission of the Core Strategy.

2.3 Progress on LDS Milestones

2.3.1 There are no key milestones within the period to December 2013. Progress is set out below for each of the Local Plan documents.

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, 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 18th December 2007, following submission to Secretary of State and subsequent amendment.
- 2.3.7 There has been further significant slippage against the LDS milestones. 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 2014 prior to the submission of the Core Strategy. 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.

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) provided 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 21st 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 relevant agencies including 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 completed the work to revise the Core Strategy in light of comments to the Further Engagement Draft, new national guidance, and new and updated evidence. The early part of 2013 was spent finalising several key technical studies which were key to the Core Strategy.
- 2.3.16 The Core Strategy Publication Draft was approved by Full Council on 10 December for submission to government for examination. Prior to submission the Core Strategy has been issued for formal representations for 6 weeks beginning on 17 February. A range of new and updated key supporting evidence reports were published as background documents and are available to view and download on the Council's web site. They include:
- Employment Land Study update
 - Retail and Leisure Study update
 - Housing Requirement Study and Addendum report
 - Strategic Housing Market Assessment (SHMA) Update
 - Strategic Housing Land Availability Assessment (SHLAA) update
 - Strategic Flood Risk Assessment
 - Plan Viability Assessment
 - Habitat Regulations Assessment

- 2.3.17 The following sections set out the further information on the technical work undertaken in 2013.

Housing Requirement Study

- 2.3.18 The housing requirement figure 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 with Edge Analytics, 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.
- 2.3.19 The Study commenced on the 5th September 2012 with a workshop with key stakeholders to discuss the methodology for the study.
- 2.3.20 An initial report was issued in February 2013 based on the then current 2008 based household projections. A stakeholder feedback session was held on 25 February 2013 where the consultants set out the approach, main findings and key recommendations to the Council.
- 2.3.21 This initial study has subsequently been updated by an addendum report which re runs the modelling to incorporate the interim 2011 based household projections issued by the Communities and Local Government (CLG) in April 2013. The addendum report concludes that the District's housing requirement should be in the middle of a range of between 1,807 and 2,565 dwellings per year. The Core Strategy Publication Draft has therefore adopted an annual target of 2,200 dwellings per annum for the period 2011-2030. This compares to the previous RSS requirement of 2,700 per year. The importance of this study continues to be underlined by inspectors undertaking Local Plan examinations 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 (SHMA) Update

- 2.3.22 The SHMA sets out detailed information on the type mix and affordability of housing needs across the District and forms the basis in particular for the affordable housing policies within the Core Strategy. Work on an update to the SHMA was undertaken by ARC4 who produced the SHMA in support of the Further Engagement Draft. The update was completed in October 2013 and uses updated data and information to reflect changes in the housing market and produces new estimates of future affordable housing need. The findings of the Housing Requirement Study have been integrated into the SHMA update and have informed its content.

Strategic Housing Land Availability Assessment (SHLAA) Update

- 2.3.23 The First SHLAA for the District was published in support of the Core Strategy Further Engagement Draft. An update has been completed 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. It assesses the broad picture of potentially available land to deliver the location strategy and also update the 5 year supply of deliverable housing land. As with the first SHLAA it has been published online. It is comprised of several elements, including:

- A main report which sets out methodology and process, key findings as well as summaries for each settlement; and
- Individual settlement statements (with information on all sites in that area) and maps showing location of the sites.

2.3.24 Work on a second update to the SHLAA is underway with a view to the findings supporting work on the early consultation on the Allocations DPD and also supporting the Core Strategy at examination.

Retail and Leisure Study update

2.3.25 The Retail & Leisure Study update (May,2013) has been undertaken by consultants WYG. It is key evidence for both, the Core Strategy, as well as the Bradford City Centre AAP, and Shipley Canal Road Corridor AAP. The update looked at the impact of the recession, granting of planning permissions and implementation of planning consents and health and vitality of the main centres. Consultant WYG have been commissioned to undertake this work on behalf of the Council.

Employment Land Update

2.3.26 The Council have carried out a further 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's calculations has informed the Publication Draft of the Core Strategy.

Growth Study

2.3.27 The Council commissioned Broadway Malayan to undertake a comprehensive Growth Study to develop earlier work undertaken by the Council. The work is split into two elements. Element 1 reviewed 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 under the exceptional circumstances. It carries out a very broad review of the function and importance of the green belt around each settlement and looks at the environmental, social and economic characteristics of each settlement in turn. Areas identified as having potential for growth or 'strategic parcels' are then assessed and scored against a range of criteria in element two of the work. The study's conclusions have informed the formulation of the Core Strategy Publication Draft's spatial strategy and housing targets and will also be used to inform emerging work on the Allocations.

Infrastructure Delivery Plan and Community Infrastructure Levy

2.3.28 The Council have been updating the Infrastructure Delivery Plan produced by consultants DTZ and ARUP in support of the Core Strategy Further Engagement Draft. This has entailed working with infrastructure delivery partners to update the infrastructure information (e.g. transport and education). The resulting Infrastructure Delivery Plan itemises the shopping list of infrastructure, anticipated costs and how it could be delivered. It also demonstrates the infrastructure gap required to underpin the introduction of CIL. The Council is considering the economic viability assessment and preliminary draft charging schedule produced by DTZ. At present no formal decision has been made on whether or in what form CIL may be brought in.

Strategic Flood Risk Assessment (SFRA)

2.3.29 The Council with consultants JBA have undertaken a Strategic Flood Risk Assessment in support of the Core Strategy. This work has been prepared in consultation with the Environment Agency. The Draft SFRA was published in support of the Publication Draft.

Local Plan Viability Assessment

2.3.30 The NPPF strengthened the need for Local Plans to explicitly consider their deliverability in particular to demonstrate that the requirements place on development would not make development unviable. The Council commissioned DTZ to undertake a viability Assessment of the Core Strategy Further Engagement Draft which has informed the Publication Draft policy requirements.

Habitats Regulation Assessment (HRA)

2.3.31 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 (SAC) and Special Protection Areas (SPA). Environ were 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.

2.3.32 The Council appointed Urban Edge Environmental Consulting to undertake a full HRA. This has been undertaken in consultation with Natural England. An initial HRA was provided by the consultants in May 2013 which concluded that the development proposed in the Core Strategy as configured at the Further Engagement Draft stage, could have adverse effects on the protected habitats and associated birds due to the extent of development located close to the moors and through increases in population. Effects were likely via the following impact pathways:

- Loss of supporting habitats
- Increased emissions to air from road traffic
- Wind turbines (collision risk, displacement)
- Recreational impacts (disturbance, trampling/erosion, fire, dog fouling)
- Urban edge effects (cat predation, fly tipping/ invasive species, scavengers)

2.3.33 A full HRA was undertaken by Urban Edge consultants. As part of this, further survey work was undertaken to inform the Publication Draft and the HRA. This survey work was undertaken over the summer months and included three key elements:

- Identification of supporting habitats;
- Field surveys of birds; and
- Visitor surveys.

2.3.34 Provisional findings from the above were used to inform the policies of the Core Strategy Publication Draft including scale and distribution of development. The Publication Draft is supported by a full HRA, February 2014.

Health Impact Assessment

2.3.35 The Council has worked 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 (CSFED).

2.3.36 The initial HIA has two parts. The first part looked at each Strategic Objective, Strategic Core Policy, and more generally at the Thematic Policies. These were assessed for the health and wellbeing impact that they were likely to cause, using the Public Health Outcomes Framework.

2.3.37 The second part was a gap analysis and gave a series of recommendations that would ensure the Core Strategy contributes towards creating an environment that positively impacts on physical and mental health. It examined whether factors that could have a positive impact on health and wellbeing are covered within the CSFED.

2.3.38 The HIA concluded with 10 proposed inclusions to be used in the Core Strategy Publication Draft.

2.3.39 The HIA was used to inform the Core Strategy. A Planning Response Document was produced to show how the Core Strategy took account of the 10 proposed inclusions. The Response Document was accepted by letter from the Department of Public Health in Feb 2014.

2.3.40 Together, the HIA; the Planning Response Document; and the acceptance letter from the Department of Public Health, comprise a HIA of the Core Strategy Publication Draft.

Next Steps

2.3.41 Following the closing date for representations on 31 March the Council will record and consider all the comments. The Core Strategy together with the representations will then be submitted to Government for examination, anticipated to be end of July at the earliest. The examination would then be held to consider the key tests of soundness and any related representations at the examination in later autumn 2014. This would then result in an anticipated adoption in spring 2015.

Allocations DPD

No milestones within the monitoring period

Comments

- 2.3.42 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.
- 2.3.43 The progress on the DPD has slipped as a result of the slower than anticipated progress on the Core Strategy. In line with previous guidance and good practice, the Allocations DPD has followed on behind the Core Strategy, which sets the top level strategy to which the DPD must conform. The DPD also needs to align with the AAP's.

Next Steps

- 2.3.44 It is envisaged that Issues and Options stage consultation will take place in the second half of 2014 on the back of a further SHLAA update currently underway.

Bradford City Centre Area Action Plan (AAP)

No milestones within the monitoring period

Comments

- 2.3.45 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 due to slower than anticipated progress on the Core Strategy.
- 2.3.46 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.
- 2.3.47 The Further Issues and Options Report was approved for consultation by Executive in January 2013 and was published together with the supporting documents, for consultation for 11 weeks, between 15 March and 31 May 2013. The public consultation period included several drop in sessions and a technical workshop.
- 2.3.48 Following public consultation on the Bradford City Centre Area Action Plan (AAP) (Further Issues and Options), the reports and a Summary of the Representation document can be found on the Council's Development Plans website.
- 2.3.49 The Council in February 2014, has commissioned new technical studies in support of the both the Bradford City Centre AAP as well as the Shipley & Canal Road Corridor AAP. These are set out below.

Ecological Assessment

2.3.50 The West Yorkshire Ecology Unit has been appointed to provide a sound and justified evidence base to:-

- Develop a robust and comprehensive understanding of the ecology and biodiversity for the two AAP areas;
- Minimise impacts on the local natural environment and biodiversity in preparing the development plans to allow net gains in biodiversity where possible; and
- plan for biodiversity at a landscape-scale and identify and map components of the local ecological networks.

2.3.51 The results of the ecological assessment will also be used to inform the strategic approach to Green Infrastructure, which is being developed for the two AAPs.

Green Infrastructure Study

2.3.52 Landscape architecture consultancy Gillespies has been appointed to utilise the findings of the ecological assessment in order to:

- bring together existing data on green infrastructure assets and assess existing and future provision needed to support planned growth.
- identify opportunities and future projects for providing and enhancing green infrastructure; this should consider linkages to areas outside the AAP boundaries where appropriate.
- develop an ambitious yet realistic AAP wide strategy which builds upon current and future initiatives and identifies key issues and opportunities to enhance green infrastructure appropriate to each AAP area
- propose an implementation strategy, funding mechanisms and a framework for the longer-term management and maintenance of new and existing green infrastructure
- provide robust evidence to support the policy approach to green infrastructure and related matters for inclusion in the AAPs.

2.3.53 The results of the Green Infrastructure Study will also be used to inform the strategic approach to Green Infrastructure, which will be developed for both the AAPs.

Transport Study

2.3.54 Transport planning consultancy, Steer Davies Gleave has been appointed to deliver a Transport Study for the two AAPs areas which will aim to:

- Identify the baseline position by assessing the quality and capacity of the existing transport infrastructure as it relates to Bradford City Centre and Shipley and Canal Road Corridor
- Identify, through a Delivery Plan schedule, a series of deliverable highway/public transport and active travel schemes and other technologies which minimise the need to travel, improve accessibility and safety for all modes of travel
- Identify those highway, public transport and active travel schemes and interventions that can be delivered through developments and those that should be delivered through other mechanisms

- Identify other non physical infrastructure interventions including services and support relating to travel and movement necessary to facilitate planned housing and economic development
- Make recommendations on amendments to planning policies and development proposals in the Area Action Plans in light of the findings from the Transport Study.

2.3.55 It is envisaged that the above studies will be finalised by September 2014. In addition to the above, environmental planning and management consultancy Amec is supporting the Council with the preparation of Sustainability Appraisals which will test the AAP. The Council will also be appointing consultants to undertake economic viability assessments of the AAP in accordance with the requirements of the National Planning Policy Framework.

Next Steps

2.3.56 It is anticipated that the Bradford City Centre AAP Preferred Approach Report will be published for consultation in Autumn 2014. This would then result in an anticipated consultation on the Submission Draft in early 2015, submission to the Secretary of State in late 2015 and anticipated adoption in early 2016.

Shipley and Canal Road Corridor Area Action Plan

No milestones within the monitoring period

Comments

2.3.57 The Draft BDP Masterplan Options Report and technical evidence base studies were published in early 2012. Public consultation comments on the Draft BDP Masterplan Options Report informed the Emerging Strategic Development Framework (BDP) which has fed into the work on the AAP. The Emerging Strategic Development Framework is available to view on the Council's website.

2.3.58 A Shipley & Canal Road Corridor AAP – Issues and Options Paper was prepared in 2012 and approved for consultation at Executive in January 2013. The public consultation took place between 15 March and 31 May 2013. The consultation period included several drop in sessions and a technical workshop.

2.3.59 Following public consultation on the Shipley & Canal Road Corridor Area Action Plan (AAP), the reports and a Summary of the Representation document can be found on the Council's Development Plans website.

2.3.60 The Council in February 2014, has commissioned a number of technical studies in support of both the AAPs, as set out above. It is envisaged that the studies will be finalised by September 2014. In addition to the above, environmental planning and management consultancy Amec is supporting the Council with the preparation of Sustainability Appraisals which will test the AAP. The Council will also be appointing consultants to undertake economic viability assessments of the AAP in accordance with the requirements of the National Planning Policy Framework.

Next Steps

- 2.3.61 It is anticipated that the Shipley Canal Road Corridor AAP Preferred Approach Report will be published for consultation in Autumn 2014 in tandem with the other AAP. This would then result in an anticipated consultation on the Submission Draft in early 2015, submission to the secretary of state in late 2015 and anticipated adoption in early 2016.

Waste DPD

No milestones within the monitoring period

Comments

- 2.3.62 The Council appointed GVA Grimley in association with Environ to prepare the Waste DPD and contribute to the Core Strategy waste matters.
- 2.3.63 The Preferred Approach, was issued for public consultation in early 2011
- 2.3.64 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.
- 2.3.65 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.
- 2.3.66 In 2013, the Council has commenced work with consultant Urban Vision Partnership Ltd to provide an updated Waste Needs Assessment and Capacity Gap Analysis. This study will provide a sound and up-to-date evidence base (in full conformity with the National Planning Policy Framework) for the Waste Management Development Plan Document (DPD), which will include a robust analysis of the number of sites and facilities required.
- 2.3.67 The key objectives of the Waste Needs Assessment, Capacity Gap Analysis and Site/Facility Requirements include:
- Establish waste arisings forecasts for the waste streams of Commercial and Industrial (C&I), Municipal Solid Waste (MSW), Construction, Demolition and Excavation (CDEW), Agricultural and Hazardous within the Bradford District; for the next 15 years (the plan period 2013 - 2028);
 - Establish the existing operational capacity of waste management facilities treating MSW and C&I waste within the Bradford District; (including a breakdown of tonnages of waste that are just bulked/transferred);
 - Establish the capacity gap for MSW and C&I waste;
 - Establish the number of sites/ facilities required to manage the capacity gap for MSW and C&I Waste for the plan period;

- Become a key part of the Baseline Evidence Base Report supporting the contents of the Waste Management DPD.

The Waste Needs Assessment and Capacity Gap Analysis work is due to be completed by mid March 2013 and will be published on the Councils website for comment.

Next Steps

- 2.3.68 It is anticipated that a Publication Draft will be considered by Council for submission in Autumn 2014 and potential adoption in late 2015 following an examination in public in mid 2015.

Supplementary Planning Documents (SPDs)

- 2.3.55 Several Supplementary Planning Documents as set out in the Local Development Scheme have not been progressed and the need for them will be reconsidered in the LDS review as well as any new SPDs in support of the emerging Local Plan. Those not progressed are:

- Open Space and Built Recreation Facilities SPD
- Affordable Housing SPD
- Tree Protection SPD
- Housing Supply SPD

- 2.3.56 The Council is in the process of preparing a new SPD on Housing Standards which will be subject to consultation later in 2014.

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.

2.5.3 Subsequently an error was found in the plan in support of the Ilkley Neighbourhood Area application as approved. In order to rectify the error a revised area application was published for representations and considered by the Council's Executive at the same time as 3 new area applications.

2.5.4 Three new Neighbourhood Area applications were received from the following Parish Councils:

- Burley In Wharfedale
- Haworth, Cross Roads, and Stanbury
- Oxenhope.

2.5.5 The new applications together with the revised application from Ilkley were published for comment for 8 weeks between 22 July and 16 September 2013. The Applications together with any representations were considered by the Councils Executive on 5 November 2013 who approved all 4 of the Area Applications. The four applications have now been put on the Councils web site together with other useful information on dedicated neighbourhood planning pages.

Neighbourhood Development Orders and Community Right To Build Orders

2.5.6 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.

Completed sites	B1	B2	B8	Total
Gross internal floorspace, (sqm)	0	1680	0	1680
Net internal floorspace, (sqm)	0	1617	0	1617

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.

Completed sites on PDL	B1	B2	B8	Total
Gross internal floorspace, (sqm)	0	1680	0	1680
Gross internal floorspace on PDL (sqm)	0	1680	0	1680
Percentage of gross internal floorspace on PDL (sqm)	n/a	100	n/a	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)	114.76
Total employment land available (ha)	114.76

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)	-673	0	0	
Net internal floorspace in the District (sqm)	2478	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

Only net floorspace monitored for retail

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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)	0	0	0	0
Net internal floorspace, (sqm)	0	0	0	0

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
A1 Retail	In Town Centres	City & Town Centres		
		Bradford City Centre Loss	113	0
		Ilkley Town Centre Loss	226	0
		Shipley Town Centre Loss	137	0
		Keighley Town Centre Loss	197	0
		District Centres		
		Total gain	0	0
		Total loss	0	0
	In Town Centres	Total gain		0
	In Town Centres	Total loss	673	0
	Out of Town Centres	Local Centres		
		Total gain	643	0
		Total loss	220	0
		Out of all above Centres		
		Total gain	1830	3535
		Total loss	1607	3762
	Out of Town Centres	Total gain	2478	0
	Out of Town Centres	Total loss	1827	0
District Total	Gain		2478	0
	Loss		2500	227
				Total completed sites (sqm net)
B1 & A2 Offices	In Town Centres			0
	Out of Town Centres			0
D2 Leisure			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.

B1 not subdivided into B1a, B1b, B1c

D2 uses not monitored.

1 site with development >1, 00sqm : Asda, Cemetery Road, Lidget Green, DB7 2QZ, 09/04744/FUL, Demolition of existing buildings(including 3762sqm of retail premises used as Bazar) and construction of food store with a petrol filling stations and associated access parking. Total floorspace approved 3535 sqm.

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	100
Total number of schemes analysed	2

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 progressing, but not complete, data relating to both the recently revoked RSS housing targets and the emerging Core Strategy targets have been included.

The Core Strategy Further Engagement Draft (CSFED), produced at a time when the Yorkshire & Humber RSS was still part of the statutory development plan, included targets which 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 in October 2011 to February 2012.

The Core Strategy Publication Draft housing targets have been based on the recommendations of the GVA / Edge Analytics Housing Requirement Study. This study covers the period from 2011 onwards. In line with government guidance the Core Strategy housing requirement also includes a backlog element for the period 2004 -11 which analyses net completions against the statutory development target (RSS) in place for that period.

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Year	H1 Net annual requirement (RSS)	H1 Core Strategy Publication Draft 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	2700	1440
2009-2010	2700	2700	999
2010-2011	2700	2700	696
2011-2012	2700	2200	733
2012-2013	2700	2200	721
2013-2014	2700	2200	
2014-2015	2700	2200	
2015-2016	2700	2200	
2016-2017	2700	2200	
2017-2018	2700	2200	
2018-2019	2700	2200	
2019-2020	2700	2200	
2020-2021	2700	2200	
2021-2022	2700	2200	
2022-2023	2700	2200	
2023-2024	2700	2200	
2024-2025	2700	2200	
2025-2026	2700	2200	
2026-2027	N/A	2200	
2027-2028	N/A	2200	
2028-2029	N/A	2200	
2029-2030	N/A	2200	

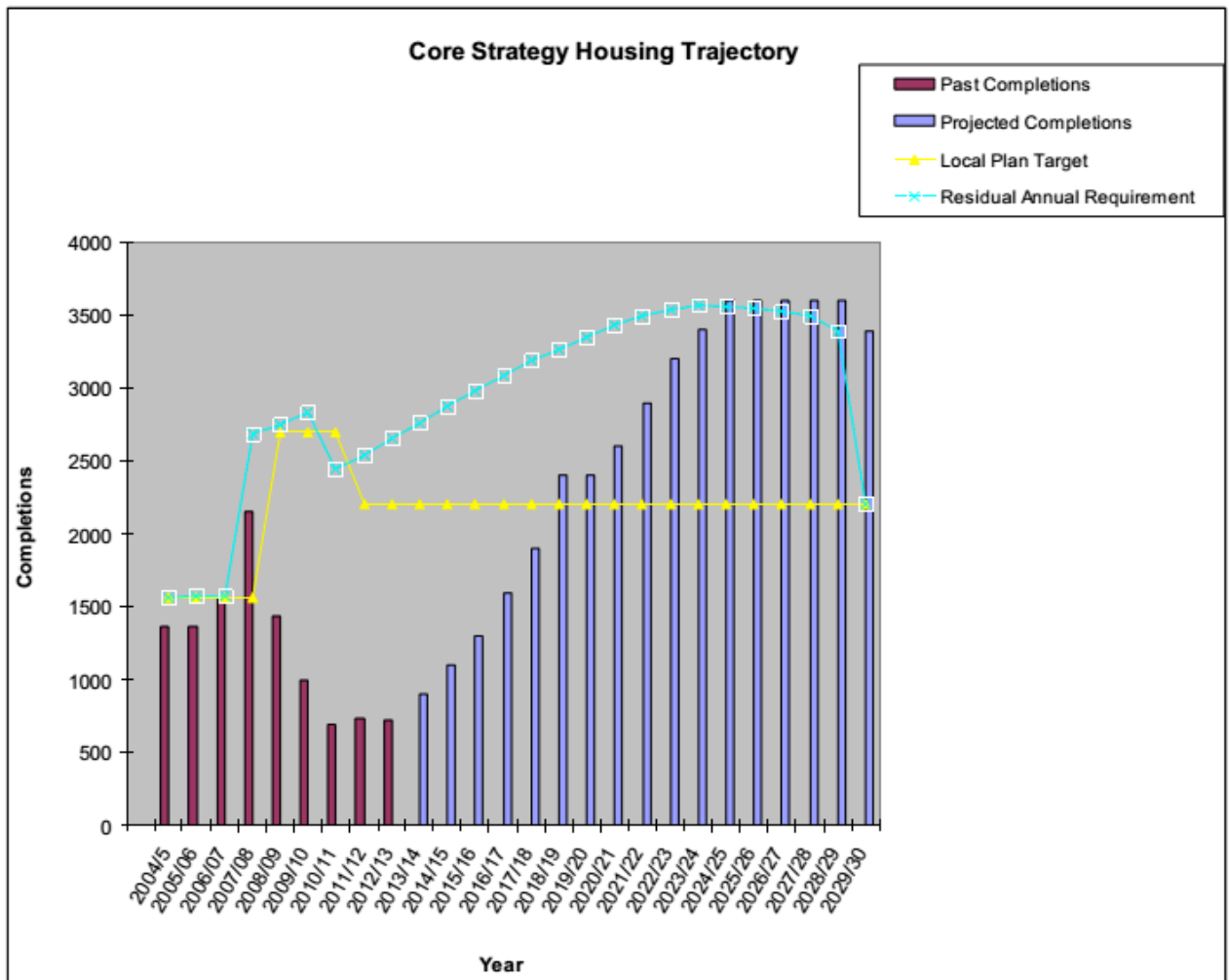
Notes:

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 Core Strategy Publication Draft 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 published in May 2013 which revises and rolls forward the work of the first SHLAA. 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 there is no NPPF compliant land supply within the District. Based on the methodology advocated by the government guidance and Planning Inspectorate the Council considers that the 5 year land supply target (based on the annual net housing requirement within the RSS) amounts to 18,241 dwellings and the deliverable supply amounts to 8554 dwellings. This represents 46.9% of the 5 year requirement or alternatively 2.3 years supply.

Although the SHLAA Update was published in May 2013 it took approximately 18 months to complete. Some of its data has a base date of April 2011. The second data set, based around the Housing Land Register, provides more recent information utilising solely land with extant planning permissions at the base date, 1st April 2013.

This net housing supply comprises:

Remaining yield on land with outstanding planning permissions;

- 6501 on previously developed land;
- 1053 through conversion/change of use;
- 2073 on greenfield land, including residential gardens, agricultural land and agricultural buildings.

The net housing supply total is 9627 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
Number on PDL	646	225	209	1080
Number on Greenfield	176	12	0	188
Total	822	237	209	1268
Percentage gross on PDL	78.58	94.94	100	85.17

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
Number completed	0	0	0
Number lost	0	0	0

Notes: Data supplied by Gypsy Liaison Team.

H5: Gross affordable housing completions.

	Social rented homes provided	Intermediate homes provided	Total Affordable homes provided
Gross completions	180	16	196

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).

	On pdl	Through conversions	Through change of use	On Greenfield land, agricultural land and buildings	Total
Number of dwellings	522	209	225	64	1020
%age of total windfall	51.18	20.49	22.06	6.27	
%age of total completions					80.44

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	9	45	17	5.78
30-50 dph	7	35	215	73.13
>50 dph	4	20	62	21.09
Total	20	100	294	100

Notes: Relates to new build schemes, over 0.1ha and/or yield of ≥ 4 units, that were completed during the period 1.4.2012 - 31.3.2013.

These developments also analysed under the Accessibility Local Indicator.

Data collected and analysed by the Development Plan Teams.

Commentary:

55% of housing schemes completed in 2012-2013, and over 94% 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	13	65	254	86.4
5	3	15	12	4.1
4	1	5	1	0.3
3	0	0	0	0
2	0	0	0	0
1	0	0	0	0
0	3	15	27	9.2
Total	20	100	294	100

Notes: Relates to new build schemes, over 0.1ha and/or yield of ≥ 4 units, that were completed during period 1.4.2012 - 31.3.2013.

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.

	Flood Risk grounds	Water Quality grounds
Number of permissions granted contrary to sustained advice	2	No objections by EA.

Notes: Data on all applications to which the Environment Agency objected to, on the two named grounds during 2012-2013, taken from EA web site.

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

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

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	
Total Area	399.6	288.01

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:

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)
2012	9	1	25,000	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 were contacted (9in total). Due to lack of responses, the figure for 2012 has been estimated based upon knowledge of the sites' past output levels and remaining areas to be worked.

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
Unit 15 Iron Works Park Bowling Back Lane Bradford	Waste Transfer	75, 000 tonnes
North Brook Works Alkincote Street Keighley	ELV	5,000 tonnes
Warehouse to the South of Estate House Ripley Road Bradford	Waste Transfer	2, 500 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.

	Amount (Tonnes)	Percentage
Waste Arising		
Collected as Recycling	28,973	12.86
Collected as Compost	32,099	14.24
Collected as Residual	164,281	72.9
Total Municipal Waste Arising	225,353	
Residual Waste Treatment		
Residual sent to Treatment	161,549	
Treatment, recycled & composted	55,769	
Treatment, waste to energy	59,422	
Treatment, waste to Landfill	46,358	
Waste Management		
Recycled as Collected	28,973	
Composted as Collected	32,099	
Recycled & Composted from Treatment	55,769	
Treatment, waste to energy	59,422	
Total Diversion	176,263	78.22
Treatment to Landfill	46,358	
Direct to Landfill	2,732	
Total Landfill	49,090	21.78

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 2012 to 31 March 2013. 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 2012/13 the Authority determined 97 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, 61 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
Largescale Major Developments					
1 Dwellings 200 or more dwellings or site area is 4 hectares or more	7	3	4	5	2
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	1	0	1	0
3 General industry/ storage/warehousing Floorspace to be built is 10,000 square metres or more, or site area is 2 hectares or more	4	2	2	3	1
4 Retail distribution and serving Floorspace to be built is 10,000 square metres or more, or site area is 2 hectares or more	1	0	1	1	0
5 Gypsy and traveller pitches	0	0	0	0	0

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Dwellings 200 or more pitches or site area is 4 hectares or more					
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>	8	7	1	8	0
Smallscale Major developments					
7 Dwellings <i>10 – 199 dwellings or site area is 0.5 and less than 4 hectares</i>	54	31	23	48	6
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>	2	2	0	2	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>	1	1	0	1	0
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>	2	2	0	2	0
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>	17	12	5	17	0
Total	97	61	36	88	9

4.3 All Minor Applications

In 2012/13 the Authority determined 1017 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, 853 applications were determined within 8 weeks, this equals 83.9% which is above the national target of 65%.

Minor Applications by Development Type (NI157b)

Development Type	Total no of Apps	Det in time	Det out of time	Granted	Refused
13 Dwellings Less than 10 dwellings or a site less than 0.5 hectares	368	292	76	285	83
14 Offices/research and development/light industry Floorspace to be built is less than 1000 square metres, or site area is less than 1 hectare	29	29	0	25	4
15 General industry/storage/warehousing Floorspace to be built is less than 1000 square metres, or site area less than 1 hectare	23	22	1	21	2
16 Retail distribution and servicing Floorspace to be built is less than 1000 square metres, or site area less than 1 hectare	144	131	13	105	39
17 Gypsy and Traveller pitches	0	0	0	0	0
18 All other major development types Floorspace to be built is less than 1000 square metres, or site area less than 1 hectare	453	379	74	370	83
Total	1017	853	164	806	211

4.4 Other Applications

In 2012/13 the Authority determined 2280 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, 2086 applications were determined within 8 weeks, this equals 91.5% 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	205	171	34	165	40
21 Householder Applications	1564	1441	123	1230	334
22 Advertisements	142	140	2	109	33
23 Listed building consent to amend or alter	179	157	22	150	29
24 Listed building consent to demolish	3	2	1	2	1
25 Conservation area consent	12	8	4	10	2
26 Certificates of lawful development	175	167	8	137	38
27 Notifications	0	0	0	0	0
Total	2280	2086	194	1803	477

4.5 Appeal Information (BV204)

In 2012/13 the Authority received a total of 98 appeal decisions of which 26 appeals were allowed and the remainder were dismissed. This equals 26.5% which is above the local target of 26% for 2012/13.

Quarterly breakdown

Quarter	Total number of appeal decisions	Total number allowed	Percentage (allowed)
April to June 2012	17	4	23.5%
July to September 2012	23	6	26.1%
October to December 2012	24	8	33.3%
January to March 2013	34	8	23.5%
Total	98	26	26.5%

5.0 SUMMARY OF KEY FINDINGS AND RECOMMENDED ACTIONS

5.1 Local Development Scheme

5.1.1 Significant progress has been made on the Core Strategy in response to the NPPF, consultation responses, and further technical evidence with the approval of Council for submission to government for examination. This was supported by completion of several key technical studies including the Housing Requirement Study and SHLAA update. Several of these studies will inform the early work in the Allocations DPD which will start to be informally tested later in 2014. 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 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 2014 prior to submission of the Core Strategy. This update will take account of the Localism Act, NPPF and associated regulations. In the interim the Council will continue provide real time updates using the Local Plan 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, with net completions on a par with those reported for the previous year with no significant growth in completions.
- Based on the results of the SHLAA update 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 2013 base date (i.e. only outstanding planning permissions) the current net supply of housing land will provide for 9627 dwellings.
- Approximately 85% 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 continuing challenges in delivering the scale of new housing which is needed in the District. And while financial and housing market conditions are continue to appear to be suppressing both supply and demand for new housing, the longer term pressures to meet the needs of a

rapidly expanding population remain as confirmed by the Housing Requirement Study. 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 and will require a significant increased supply of land in the Local Plan in order to deliver in line with NPPF.

- 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 was completed in May 2013 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 2012/13 the Council received 3518 planning applications.
- 5.3.2 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 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 (March 2012)

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

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