



LOCAL DEVELOPMENT FRAMEWORK

# Annual Monitoring Report

2005 - 2006



# **Kirklees Metropolitan Council**

## **Local Development Framework**

### **Annual Monitoring Report 2005/6**

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## Summary

This is the second annual monitoring report produced by Kirklees Council. It covers the period from April 2005 to March 2006. The report provides information on:

- progress towards the new Local Development Framework (LDF)
- UDP policy implementation
- performance against current housing and employment land provision policies
- shopping and service uses
- transportation

### Key points:

- Progress has been made in the preparation of local development documents but it is clear that the Local Development Scheme requires review. A revised scheme is to be submitted to the Secretary of State by 31 March 2007.
- A schedule of UDP policies proposed to be saved pending their replacement in LDF development plan documents is to be submitted to the Secretary of State by 31 March 2007.
- Data sources and definitions on housing completions have been reviewed. On the basis of the revised sources and definitions it is clear that performance against the housing requirement set in RPG12 has been significantly better, at about 86%, than the 70% reported in the 2004/5 annual monitoring report. The latest trajectory shows that the 2006-16 annual requirement is now 1455.
- Planning permissions for housing are sufficient to accommodate the housing trajectory for a 5 year period.
- Employment land take up in 2005/6 was only 0.51 hectares compared with an annual average of 12 hectares for the previous 4 years. Remaining UDP allocations are sufficient for 6.3 years at the take-up rate allowed for in the UDP.
- In 2005/6 just under 22 hectares of land currently or previously in employment use was made available for other uses, primarily housing, as a result of planning permissions granted. This is broadly consistent with the annual rate of transfer of land from employment use experienced over the last 5 years.

## Introduction

Under the Planning & Compulsory Purchase Act 2004, councils are required to produce an annual monitoring report for each financial year assessing the implementation of the council's local development scheme (LDS), and the extent to which policies are being successfully implemented.

The LDS is essentially a programme of preparing local development documents, which will together form the local development framework (LDF) and provide a spatial planning strategy.

Annual monitoring reports must be submitted to the government within 9 months of the end of the period, i.e. by the end of December each year, and reports should be published on the Council's web site.

The Town & Country Planning (Local Development) (England) Regulations 2004 detail the requirements for the content of the annual monitoring report. In simple terms, the Council is required to report:

- details of progress made for each document specified in the LDS, together with any steps to be taken if preparation has fallen behind the timetable, and details of any documents adopted or approved;
- details of any Local Development Orders made or revoked;
- policies which are not being implemented, together with reasons why, and any steps to be taken to secure implementation to replace or amend the policy;
- details of performance against housing provision policy.

This report also includes information on employment land, shopping and service uses and transport.

## Implementation of Local Development Scheme

The Council submitted its local development scheme (LDS) to the Secretary of State on 17 March 2005. Following the incorporation of agreed amendments the scheme came into effect on 1 September 2005.

The scheme can be found on the Council's web site at the following address:

<http://www.kirklees.gov.uk/business/planning/ldf/pdf/LDS.pdf>

The following table shows progress with the production of LDF documents during 2005/6.

Document	Action	LDS target	Actual
2004/5 annual monitoring report	submission	Dec 05	Dec 05
Statement of Community Involvement	consultation on draft document	Jun/Jul 05	Jun/Jul 05*
	consultation on submitted document	Nov/Dec 05	Jan/Feb 06
DPD1 (Core strategy)	consultation on issues and options	Oct/Nov 05	Oct/Nov 05
	consultation on preferred options	Feb/Mar 06	Jun/Jul 06**

\* Repeated in October/November 2005 because the correct newspaper advertisement was not placed prior to the June/July consultation period

\*\* Consultation delayed to improve the quality of information presented and provide for more effective community engagement

Although this information is not required in this report, progress since March 2006 has been as follows:

Document	Action	LDS target	Actual
Statement of Community Involvement	adoption	Jul 06	Sep 06
DPD1 (Core strategy)	consultation on preferred options	<i>Feb/Mar 06</i>	Jun/Jul 06
	consultation on submitted document	Aug/Sep 06	New date to be determined
DPD2 (Development & open space)	consultation on issues and options	Aug/Sep 06	New date to be determined
	consultation on preferred options	Feb/Mar 07	New date to be determined
DPD3 (Design & access)	consultation on issues and options	Oct/Nov 06	New date to be determined
2005/6 annual monitoring report	submission	Dec 06	Dec 06

The delay in carrying out the consultation on DPD1 preferred options meant that it was not practical to submit proposals and consult on these in August/September 2006. In the light of the comments received on the preferred options document, about both content and process, the experience of the first authorities to submit core strategies for examination against the tests of soundness and the current examination of the draft RSS, there is no prospect of being able to catch up with the LDS timetable and produce "sound" documents. A review of the LDS is therefore proposed taking into account all the above factors. This will be submitted to the Secretary of State by the end of March 2007 and published on the Council's web site.

## **Unimplemented Policies**

Councils are required to indicate in their annual monitoring report any policy which is not being implemented, together with a reason for non-implementation, details of any steps taken to secure implementation, or whether the Council intends to prepare or revise a development plan document (DPD) to replace or amend the policy.

As no DPD has yet reached adoption the entire Kirklees UDP, which was adopted in 1999, continues to be the statutory development plan. The Council made an initial assessment of all UDP policies in terms of their effectiveness and relevance with regard to legislation, national planning guidance and development control practice when preparing the LDS. The assessment was reported in the LDS, with appendix 2 setting out UDP policies proposed to be saved until they can be replaced in specific DPDs and appendix 3 setting out those policies which it is not intended to replace in DPDs and the reasons for this.

Under the terms of the Planning and Compulsory Purchase Act 2004 UDP policies are saved until they are replaced in DPDs or until 28 September 2007. However, to save UDP policies after that date requires a direction by the Secretary of State. The Council is obliged to submit a schedule of all UDP policies to the Secretary of State by 1 April 2007 indicating with reasons which policies it wishes to save and those which it does not consider should be saved. If the Secretary of State agrees she will issue a direction to save the relevant policies.

The reasoning to support each saving proposal needs to take account of a number of tests set by the Department for Communities and Local Government. The saving schedule is in preparation and will be published when approved by the Council. The expected date of approval is 21 March 2007.

## Monitoring Arrangements

The implementation of a new development plan system which includes a robust monitoring framework will take time. Each local development document will need to develop its own monitoring framework.

The preparation of DPDs and supplementary planning documents (SPDs) will also need to incorporate sustainability appraisal. A corporate sustainability framework has been prepared which will guide the appraisal of these documents. It is intended that progress against the Council's sustainability objectives will be reported annually.

Over the coming years, the annual monitoring report will expand to include relevant information and references to other monitoring reports as appropriate.

## Housing Provision

The government attaches particular importance to annual monitoring reports reporting on the delivery of additional dwelling provision, set in the context of a housing trajectory.

The annual monitoring report must specify the number of dwellings built during the period of the report and dwellings built since the date when the policy was first adopted.

Policy H5 of the UDP detailed a requirement of 14,000 dwellings from 1993 to 2006. In 2001, Regional Planning Guidance for West Yorkshire (RPG12) set out a revised requirement for Kirklees of 1,310 per annum for the period 1998 - 2016. This amounts to a requirement to provide 23,580 houses over this 18 year period.

Guidance on the provision of land for housing contained in PPG3<sup>1</sup> indicates that local authorities should aim to ensure the availability of a five year supply of housing land judged against the general scale of development provided for in the plan (now RPG12 rather than the UDP). The five year requirement for Kirklees amounts to  $1,310 \times 5 = 6,550$  dwellings. Supply should consist of sites realistically capable of development within 5 years.

Draft Regional Spatial Strategy (RSS) which will replace RPG12 was published in December 2005. This proposes an annual requirement of 1150 dwellings for 2004-11 and 1380 for 2011-16. If approved by the Secretary of State this would lead to a short term reduction in the land availability requirement. As these are draft proposals the adequacy of land availability continues to be set by the requirements of RPG12.

The Council prepares an annual report on housing supply each year (Housing Land Supply Review), with a base date of 1<sup>st</sup> April. This can be obtained by contacting the Planning Service on 01484-221618 or by emailing [dpi@kirklees.gov.uk](mailto:dpi@kirklees.gov.uk).

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<sup>1</sup> Planning Policy Guidance 3, Housing was replaced at the end of November 2006 by Planning Policy Statement 3. This changes the monitoring requirements which will be addressed in the 2006/7 annual monitoring report.



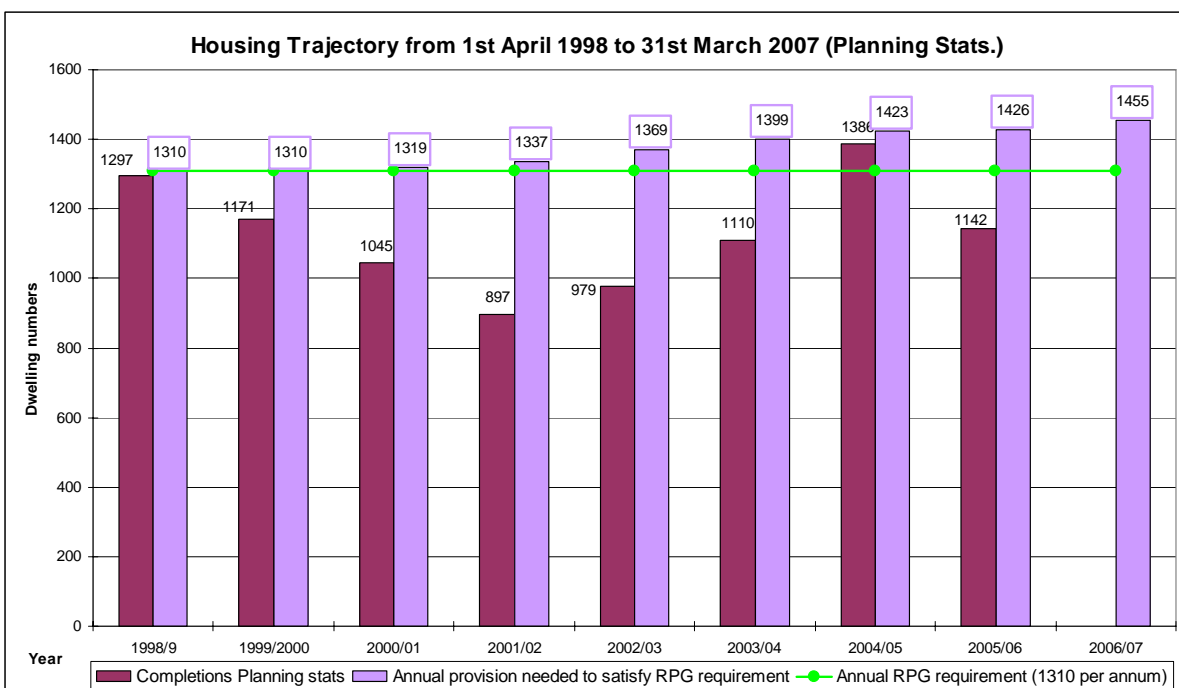
## Housing Completions

The 2004/5 annual monitoring report noted that there were inconsistencies in data on completions and a commitment was made to investigate the data sources and definitions used with the intention of improving the robustness of the data. The investigations carried out have involved building control records, council tax records, planning service records and other sources of information in the council. The conclusion was that the most robust data source was based on survey rather than on the returns to building control.

With regard to definitions, grouped accommodation, in the form of clusters of self-contained flats each with 4 to 6 bedrooms catering specifically for groups of single people, usually students, sharing facilities, had not been included in the count of housing completions. However, government advice is that each flat in a cluster should be counted as a dwelling. Some 286 such flats have been completed since 1998. These have now been included in the count as will future development of this nature.

As a consequence of the adjustments described above completions between 1998 and 2005 are now calculated as 7885 (1126 per annum) compared with 6381 (912 per annum) as reported in the 2004/5 annual monitoring report using previous sources and definitions.

Government requires each local planning authority to analyse its “housing trajectory” by comparing completions with the housing requirement and assessing what rate of annual completion will be required in future to satisfy the requirement. The 2004/5 annual monitoring report showed that as of 31 March 2005 completions would need to average 1564 per annum until 2016 if the full requirement was to be met. The graph below shows that basing the trajectory on the revised completions information over the period to March 2006, completions between 2006 and 2016 will now need to average 1455 per annum to achieve the RPG12 requirement.



## Housing Land Supply

An urban capacity study was published in October 2003. The study sought to identify housing capacity (both brownfield and greenfield) within the built-up areas of Kirklees for the period from 2001 to 2016. The study can be obtained by contacting the Planning Service on 01484-221618 or by emailing [dpi@kirklees.gov.uk](mailto:dpi@kirklees.gov.uk).

The following table compares progress since 2001 in meeting the housing requirement with the overall availability of capacity for new housing as represented by planning permissions, UDP allocations without planning permission and other sources of supply identified in the urban capacity study.

Housing Supply Table						
Year	RPG 12 requirement remaining at start of year	Completions	Dwellings with planning permission but not yet built at start of year	UDP allocations without planning permission at start of year	Other sources of supply identified in urban capacity study at start of year	Total dwelling capacity available to 2016 at start of year
2001/2	20067	897	2858	5073	13381	21312
2002/3	19170	979	2499	5214	13232	20945
2003/4	18191	1110	3334	5080	11995	20409
2004/5	17081	1386	4625	5175	11069	20869
<b>2005/6</b>	<b>15895</b>	<b>1142</b>	<b>5483</b>	<b>4604</b>	<b>10090</b>	<b>20177</b>
2006/7	14553		7331	4576	8783	20690

The total housing capacity available in April 2006 amounted to 20690. Whilst completions between 2001/2 and 2005/6 totalled 5514, new permissions granted over the same period more than compensated, leading to a growth in the capacity of sites with planning permission. (The significant increase in the number of dwellings with permission between the start of 2005/6 and the start of 2006/7 is a result of the inclusion of permissions for conversion in the monitoring system; previously dwellings created by conversion were simply added to the completion figures.)

The capacity of sites with planning permission at the start of the year 2006/7 represents a five year supply of housing whether compared with the RSS requirement of 1310 or the housing trajectory of 1455 dwellings.

As new planning permissions since 2001 have been very largely restricted to brownfield sites, in accordance with the guidance in PPG3, this indicates that brownfield capacity is coming forward and gaining planning permission at a rate well in excess of the completion rate. Because of the Council's approach of resisting the grant of permissions on greenfield sites, most development has occurred on previously developed land and in 2005/6 90% of new housing provision occurred on brownfield sites.

### **Affordable Housing**

The National Affordable Housing Programme 2004 established schemes for provision of about 250 units to be provided by Registered Social Landlords (RSLs). In the first year of the programme 93 units were completed and a further 30 units were delivered in 2005/6.

Negotiations to secure affordable housing within market schemes has continued on a consistent basis in accordance with adopted planning policy and approved supplementary planning guidance. Negotiations on planning applications in the year 2005/6 secured 115 units on 14 sites. None of these developments delivered units in the same year but through this period 39 units were completed on sites where provision had been secured by planning permissions granted in earlier years.

### **Housing Mix**

In 2005/6 around 10% of newly built housing stock consisted of flats, compared with only 5% in 1998/9. The general mix of all housing by size, measured by bedroom numbers, was skewed towards larger units with just over 70% constructed as 3 and 4+ bed units. There continues to be reluctance by the market to invest in 1 bed units with only 2% of total new stock consisting of such units. The mix has changed little from 1998/9 when similarly just over 70% was 3 and 4+ bed, albeit there was proportionately more 1-bed (8%) and less 2-bed (21% compared with 25%).

Site development is making more efficient use of land than in previous years despite the similarity in stock mix. The trend since 1998/9 in the density of completed housing developments has been a continued rise from around 23 dwellings per hectare (dph) to almost 35 dph whilst more recently granted permissions have an average density close to 40 dph.

## Employment land

Policy B1 of the UDP seeks to meet the employment needs of the district by providing land to accommodate the requirements of existing Kirklees businesses and the establishment of new businesses. Policy B2 allocates 278.9 hectares for B1, B2 and B8 uses on sites of 0.4 hectares and above for the period 1993-2006.

Over the plan period from 1993 to 2006, this would allow for an annual take up rate of 21.5 hectares. Take up in recent years is shown in table E1.

Table E1	
	Hectares
2001/2	6.6
2002/3	10.4
2003/4	11.36
2004/5	19.86
2005/6	0.51

Table E2 shows amount of floorspace by use class constructed on employment sites over the same period.

Table E2								
Use class	B1			B2	B8	Retail	Other	Total
	B1a	B1b	B1c					
2001/2	6,429			11,193	10,448	580	158	28,238
2002/3	2,449			12,483	19,328	716	0	34,260
2203/4	7,693			19,085	12,744	929	0	39,522
2004/5	6,589			26,936	56,792	1,158	2,318	93,793
2005/6	894	0	0	1,439	2,490	0	0	4,823

It is clear that the provision of new floorspace has shown wide annual fluctuations in recent years with a marked drop in provision in 2005/6. Information on construction activity from April 2006 indicates that new provision in 2006/7 will be substantially closer to the 2001/2 – 2005/6 annual average of 10 hectares.

At 31 March 2006 the amount of land remaining to be developed, excluding land with planning permission (see table E4), totalled 109.97 hectares. The breakdown by use class is shown in table E3.

<b>Table E3</b>								
<b>Use class</b>	<b>B1</b>	<b>B2</b>	<b>B8</b>	<b>B1/B2</b>	<b>B2/B8</b>	<b>B1/B8</b>	<b>B1/B2/B8</b>	<b>Total</b>
<b>Hectares</b>	<b>3.94</b>	<b>4.20</b>	<b>0.52</b>	<b>16.47</b>	<b>0</b>	<b>0.88</b>	<b>83.87</b>	<b>109.97</b>

At 31 March 2006 there were planning permissions for a total of 247,565 sq m of floorspace on employment sites. The breakdown by use class is shown in table E4.

<b>Table E4</b>								
<b>Use class</b>	<b>B1a</b>	<b>B1b</b>	<b>B1c</b>	<b>B2</b>	<b>B8</b>	<b>Retail</b>	<b>Other</b>	<b>Total</b>
<b>Square metres</b>	<b>83,699</b>	<b>855</b>	<b>9,347</b>	<b>83,705</b>	<b>61,558</b>	<b>1,808</b>	<b>6,593</b>	<b>247,565</b>

In 2005/6 as a result of planning permissions granted a total of 21.72 hectares of land currently or previously in employment use was made available for other uses, primarily housing. This is broadly consistent with the annual rate of transfer of land from employment use experienced over the last 5 years.

## Shopping and service uses

The Kirklees town centre audit programme monitors retail and commercial activity, and assesses, in both economic and environmental terms, the health and performance of shopping centres. These surveys measure the amounts of floorspace and numbers of units in use and vacant. The tables below give information on convenience and comparison shopping and on service uses (i.e. financial/professional and restaurant/pub/takeaway facilities) by centres together with information on large units outside centres. For the location of centres see map on page 16.

Huddersfield, Dewsbury, Batley, Heckmondwike, Cleckheaton & Holmfirth town centres		2004/5		2005/6	
		Sq m	Units	Sq m	Units
Retail	convenience	40,590	123	39,120	124
	comparison	121,430	944	123,010	942
Service uses		n/a	492	n/a	491
Vacant		14,300	202	12,420	198
Total		176,320	1,761	174,550	1,755

District centres		2004/5		2005/6	
		Sq m	Units	Sq m	Units
Retail	convenience	7,450	66	7,660	70
	comparison	12,280	254	13,140	267
Service uses		n/a	199	n/a	200
Vacant		2,490	52	1,770	51
Total		22,220	571	22,570	588

Local & neighbourhood centres		2004/5		2005/6	
		Sq m	Units	Sq m	Units
Retail	convenience	n/a	261	n/a	*
	comparison	n/a	574	n/a	*
Service uses		n/a	465	n/a	*
Vacant		n/a	179	n/a	*
Total		n/a	1,479	n/a	*

\* data only collected in alternate years

Large food stores and retail warehouses (>750 sq m) gross outside centres		2004/5		2005/6	
		Sq m	Units	Sq m	Units
Retail	convenience	6,600	2	6,600	2
	comparison	91,310	44	91,310	44
Service uses		n/a	8	n/a	8
Vacant		9,380	2	9,380	2
Total		107,290	56	107,290	56

The total retail floorspace provision in town and district centres increased by 0.6% (1,180 sq m) between 2004/05 and 2005/06. During the same period, 12.6% of vacant floorspace became occupied, amounting to some 1790 sq m. There was no change in the provision of large stores outside centres.

## Transport

The West Yorkshire Local Transport Plan (LTP) for 2006/07 to 2010/11 was approved in March 2006. The LTP contains strategies for dealing with congestion, accessibility, safety, air quality and climate change. The strategies in the LTP will, together with the Regional Transport Strategy, form the basis of the transport elements in the LDF documents. The draft transport policies in the preferred options consultation draft of the LDF Core Strategy were based on the LTP strategies.

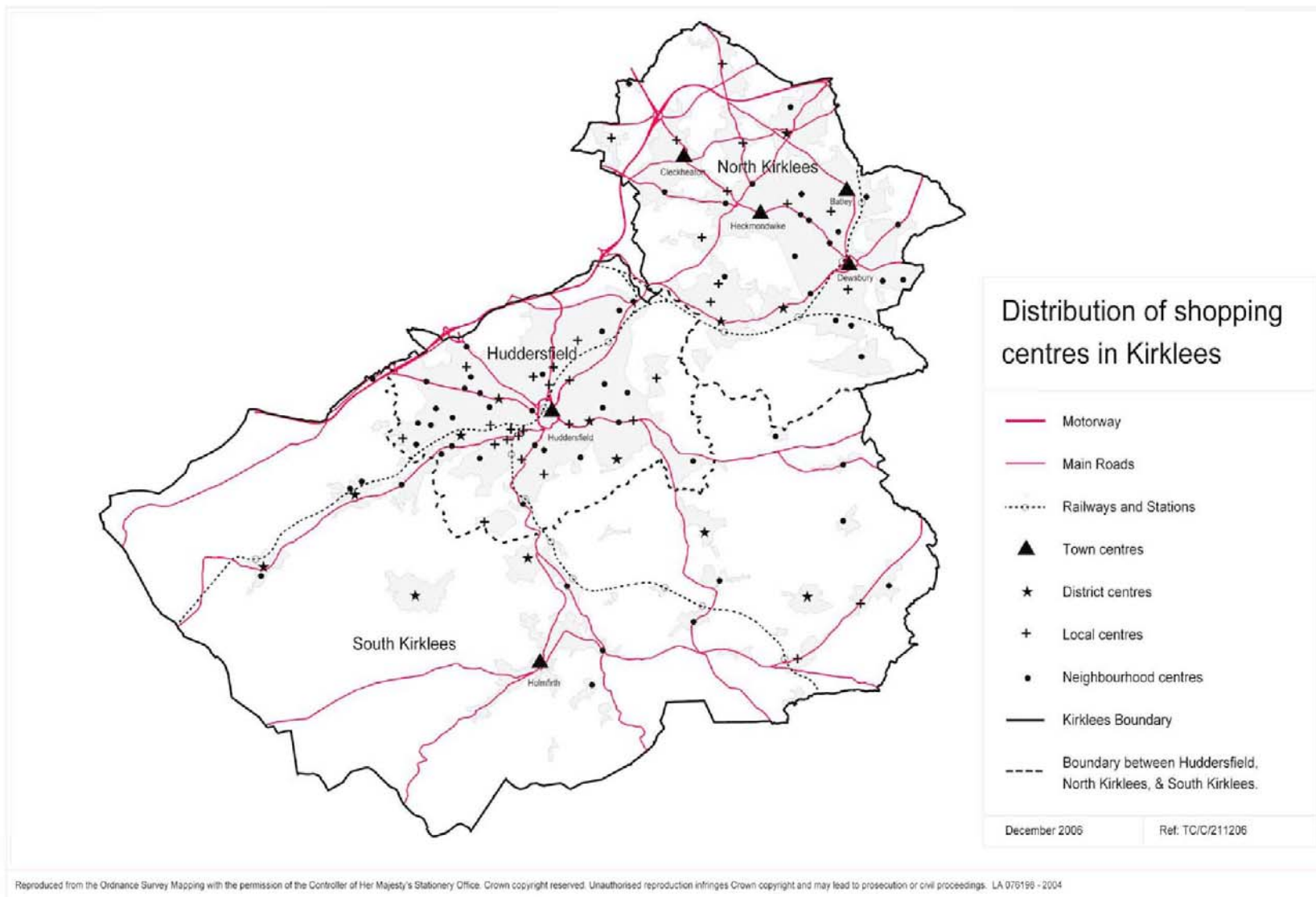
The LTP accessibility strategy aims to maintain and improve access to jobs, education and other key services for everyone. It includes a requirement to embed accessibility in other strategies such as the LDF.

The LTP congestion strategy states that “LDF policies will seek to control or mitigate the effects of increased traffic from new developments, including:

- control over the location and scale of developments near congestion hot spots;
- requirements for developers to provide or improve cycle and walking facilities;
- parking standards that discourage car use - combined with public transport improvements if necessary;
- requirements for developers to fund network improvements (road and public transport); and
- requirements for developers to fund sustainable transport ‘soft’ measures in relation to new development to mitigate potentially adverse impacts on the transport network.”

A monitoring regime for the targets and indicators in the LTP has been established. It is intended that this will form part of the basis of transport monitoring for the LDF. Other monitoring processes more targeted at measuring the effects on/of developments and base data collection need to be investigated over the coming months.







## LOCAL DEVELOPMENT FRAMEWORK

### Locations of Local Development Framework Documents for Public Viewing

- 1 Cleckheaton Cash & Information Office**  
Cleckheaton Town Hall  
Bradford Road, Cleckheaton, BD19 3RH  
Tel: 01274 335030
- 2 Birstall Kirklees Information Point**  
Market Street, Birstall, WF17 9EN  
Tel: 01924 326227
- 3 Batley Cash & Information Office**  
Batley Town Hall  
Market Place, Batley, WF17 5DA  
Tel: 01924 326050
- 4 Heckmondwike Cash & Information Office**  
Oldfield Lane, Heckmondwike, WF16 0JH  
Tel: 01924 325620
- 5 Dewsbury Cash and Information Office**  
Dewsbury Town Hall  
Town Hall Way, Dewsbury, WF12 8DG  
Tel: 01924 324516
- 6 Mirfield Library**  
Huddersfield Road, Mirfield, WF14 8BA  
Tel: 01924 326470
- 7 Huddersfield Civic Centre III  
Planning Service, PO Box B93, Civic Centre III,  
Huddersfield**  
Tel: 01484 221627
- 8 Skelmanthorpe Library & Information Centre, Council  
Offices**  
24 Commercial Road, Skelmanthorpe, HD8 9DA  
Tel: 01484 222953
- 9 Holmfirth Library**  
Huddersfield Road, Holmfirth, HD9 3JP  
Tel: 01484 222430
- 10 Meltham Library & Information Centre**  
Huddersfield Road, Meltham, HD9 4AG  
Tel: 01484 222606
- 11 Marsden Information Point**  
20 - 26 Peel Street, Marsden, HD7 6BW  
Tel: 01484 845595

