

# Cardiff Local Planning Authority PLANNING PERFORMANCE REPORT 2018



## Cardiff LPA

### PLANNING ANNUAL PERFORMANCE REPORT (APR) – 2017-18

#### PREFACE

In this fourth year of the APR process we are very encouraged that the Planning Service continues to evolve and respond to pressures as demonstrated through further improved performance. The performance results, particularly given the extremely heavy and complex workload, are considered an excellent reflection on the dedication and professionalism of Officers along with the leadership and management systems in place.

The Planning Service continues to play a key role in delivering Council priorities as set out in, 'Capital Ambition', the Administration's policy programme for the next five years which states: "This Administration is committed to making sure that Cardiff grows in a resilient way, that its communities- new and old- are well-planned and well-connected, and that its infrastructures and public services are fit for the future".

Considerable progress has been made in recent years with the recent adoption of the LDP in January 2016 putting in place a strategic framework to help deliver and effectively manage the future growth of one of the UK's fastest-growing cities.

We are particularly pleased that development activity in the city continues apace and is delivering the aims and objectives of the LDP. This ranges from nationally significant Grade A office developments (including the new BBC Headquarters) in the heart of the City Centre to the progression of strategic sites around the city following the masterplanning and infrastructure planning approach articulated in the LDP. Overall Development Management caseload also remains at high levels with the Service processing the highest number of planning applications in Wales by a considerable margin.

Councillor Caro Wild, Cabinet Member for Strategic Planning &, Transport  
Councillor Keith Jones, Chair of Planning Committee

This document is available in Welsh / Mae'r ddogfen hon ar gael yn Gymraeg

## **CONTEXT**

### **1.1 Overview**

Cardiff is capital city of Wales and economic driver of the Cardiff Capital Region. It is projected to be the fastest growing core city in percentage terms in the UK with a current population of 362,756 (2017 official Mid-Year Estimates). Around 80,000 people commute into the city each day reflecting a population of 1.5 million in the Cardiff Capital Region as a whole.

The Planning Service therefore has a vital role to play in setting the policy framework to manage this growth, working with other Local Authorities on cross-boundary dimensions, providing an efficient Development Management service to quickly bring forward appropriate development and also playing a leading role in the placemaking agenda by securing the highest possible quality in new development.

### **1.2 Planning background**

Cardiff's LDP was adopted in January 2016 and plays a key role in managing future growth. The Plan sets out how the evidenced needs for new homes and jobs can be delivered in a sustainable manner which respects environmental qualities of the city. Equally importantly, it sets out a comprehensive framework to manage the growth by ensuring the phased delivery of supporting social, community and transportation infrastructure with masterplanning details for each Strategic Site embedded into the Plan.

In terms of the scale of growth within the Plan, provisions are made to deliver some 45,415 new homes in the Plan period (2006-2026) with over half being provided on brownfield sites. Eight Strategic Sites have been identified to help accommodate the growth ranging from the exciting Cardiff Central Enterprise Zone in the heart of the city to five Greenfield housing-led sites totalling some 13,000 new homes with masterplanning frameworks setting out details of other supporting infrastructure and uses.

The Plan contains a particularly comprehensive Monitoring Framework which will be used as the basis for annual reporting and contains 107 LDP monitoring indicators along with 28 sustainability appraisal indicators. At the time of writing this document, the second LDP Annual Monitoring Report (AMR) had been approved by Cabinet of September 2018 ahead of submission to Welsh Government by the end of October. Encouragingly, the overall findings of the AMR Report are generally positive.

Significant progress has been made in updating and preparing some 30 Supplementary Planning Guidance documents on a wide variety of topics which will be consistent with the policy framework set out in the adopted LDP.

### **1.3 Corporate policy context**

The work of the Planning Service directly helps deliver key Council priorities as set out in 'Capital Ambition', the Administration's policy programme for the next five years which will directly inform the next Corporate Plan for the Council.

The functions undertaken by the Planning Service are therefore right at the heart of delivering these corporate priorities which recognise the need for significant further growth, but delivering this growth in a sustainable way which enhance the liveability and quality of life credentials of the city- Encapsulating the 'classic' role of the planning system in effectively balancing competing interests and delivering growth in a managed way. The LDP clearly responds to this context and, along with supporting guidance, will provide the necessary framework to achieve these aims.

#### **1.4 Existing and previous major influences on land use**

Cardiff boomed during the Victorian era off the back of the extensive coal mining and related industries in the South Wales Valleys. This resulted in the construction of docks facilities in the south of the city which brought with it associated thriving industries and import/export businesses. The city centre, some 1 mile to the north, developed in tandem, reflecting new wealth and confidence. The Edwardian era saw further examples of civic pride with the development of the Cathays Park Civic Centre, creation of extensive parklands and high quality 'villas' in the new suburbs complimenting large areas within 2 miles of the city centre of terraced workers housing.

The city has continued to spread outwards with new suburbs being developed, a combination of Council estates in the post-war era and new privately developed urban extensions. However, following the decline of the mining industry in the South Wales Valleys and the associated impacts on the docklands and related industries, significant regeneration has taken place in and around Cardiff Bay. The Cardiff Bay Development Corporation was established in 1987 and spearheaded a massive programme of regeneration including the construction of the Cardiff Bay Barrage. This created a new freshwater lake, now the centrepiece of a wide variety of redevelopment schemes which have taken place in the area. Today, Cardiff Bay is a successful tourist destination of world significance and houses the Welsh Government, Wales Millennium Centre and has brought forward high volumes of offices and apartments.

The significant regeneration of Cardiff Bay has been complimented by the further enhancement of the City Centre which has seen a number of major projects including the Wales Millennium Stadium and St David's 2 Shopping Centre, helping elevate Cardiff to be ranked 6<sup>th</sup> top retail centre in the UK and become an 'events capital' of world repute as evidenced through the 2015 Rugby World Cup and hosting the Champions League Final in 2017. The City Centre and Bay therefore remain the principal office locations and current proposals for a new Transport Interchange in a redeveloped Central Square including new BBC Headquarters and other Grade A office space represent the next chapter in the success story of the City Centre.

#### **1.5 Landscape and historic setting**

The urban area of Cardiff sits within a well-defined landscape setting with the Severn Estuary to the south, framed by prominent hills and ridges to the west and north. The countryside contains areas of particularly high landscape and biodiversity value with the Caerphilly Mountain ridge providing a strong and distinctive 'green backdrop' to the city. In contrast, the eastern edge of the city forms part of a much wider landscape unit of low-lying 'levels', an area of flat reclaimed land located behind the Sea Wall. Four significant corridors of open space based on the rivers Ely, Taff, Rhymney

and Nant Fawr provide 'fingers' of largely publically accessible land which run through the urban area and link to the countryside beyond.

The city contains 27 Conservation Areas and almost 1,000 Listed Buildings. Many areas of interest are based around old village centres now within the urban area and also the particularly rich Victorian and Edwardian legacy.

### **1.6 Settlement pattern**

The geographical extent of Cardiff is relatively limited with the urban area dominating. However, there are large tracts of countryside in some areas between the settlement and administrative boundaries, most notably to the north-west and north. The villages of St Fagans, Creigiau and Pentyrch are free-standing villages within such areas of countryside to the north west of the urban area.

### **1.7 Population change and influence on the LDP**

The Plan makes provision for 45, 415 new dwellings in response to national guidance which references the key role of the ONS/WG population and household projections forming the starting point for determining the appropriate level of growth within the Plan. In this respect, the LDP provides the strategic framework to help manage the delivery of a significant rise in population over the plan period. The LDP AMR process will enable the issues of supply, demand and delivery to be carefully monitored as the Plan is implemented.

## **PLANNING SERVICE**

### **2.1 Organisation Structures**

The Planning Service is located within the Planning, Transport & Environment Directorate, one of the following 5 Directorates reporting to the Chief Executive:

- Planning, Transport & Environment
- People and Communities (Including Housing & Communities/ Social Services)
- Economic Development
- Education & Lifelong Learning
- Resources (Including Digital/ Finance/ HR/ Governance & Legal)

Planning, Transport & Environment captures a wide range of outward-facing functions including Transportation, Highways, Infrastructure, Waste, Recycling, Energy, and Bereavement & Registration Services.

The Planning Service contains 3 Teams located in County Hall managed by the Head of Planning as summarised below:

- Planning Policy
- Development Management- Strategic & Placemaking
- Development Management- Non Strategic & Enforcement

### **2.2 Wider organisational activities impacting upon the Planning Service**

The Planning Service has not been removed from the wider financial pressures experienced by the Council and other Local Authorities. Significant staff losses have taken place in previous years with some 20 posts deleted between 2010-2015 to help contribute to the required savings. This has clearly impacted upon capacity within the Service and continues to exert considerable pressure on Officers in all Teams. This means that Officers are fully stretched with no slack in the system increasing the likelihood of 'pinch points' or delays.

However, over the last 3 years, a more consolidated staff resource position has been established. The situation does however remain fluid within the wider context of the financial pressures facing the Authority. Retaining the appropriate staff resource to effectively manage the heavy and complex workload will remain a significant issue facing the Service looking ahead.

### **2.3 Operating budget**

Recent years have been extremely challenging in terms of operating within budget expectations. However, through a combination of staff reduction (as summarised in the section above), other in-service budget reductions, performance improvements and enhanced fee income, the Service has operated within budget.

Overall income from planning fees and other sources such as pre application advice and Planning Performance Agreements (PPAs) reached £2.4 million in 2017/18, a record achievement. Furthermore, this figure largely covers all costs of providing the Planning Service which is understood to be a unique position in a Wales-wide context. However, the Service does not retain

the ability to capture and utilise any monies from exceeding budget targets, nor does it have control of setting the income target figure at the outset or as may be adjusted (increased) during the year. Therefore, attempting to meet annually increasing income targets is becoming extremely challenging despite extremely rigorous monthly monitoring.

Additional potential income streams are also being addressed with financial monitoring also capturing income secured through the provision of pre-application advice and Planning Performance Agreements (PPAs) although it is recognised some of this income may be shared with other Teams outside the Planning Service- reflective of the nature of the required resource commitment.

In this context, the requirements to place advertisements relating to certain types of applications in the local press are generating significant costs. For example, the previous 2 years have seen advertising costs of just over £87,000 and £97,000. It is hoped that this requirement can be reassessed by Welsh Government in the light of other digital opportunities in order to save scarce monies which could be used more effectively to support the Service.

Monthly budget monitoring meetings now take place between the Head of Planning, Central Finance and Directorate Accountant with the aim of monitoring monthly overrun figures against anticipated budget targets. The big variable remains planning fee income. Further improvements have been made during 2017/18 in gathering greater intelligence on potential applications in the pipeline so that budgetary discussions are informed by the best possible information.

To this end, summary spreadsheets are prepared each month setting out income to date and projections to the year end, also including income from pre application advice and PPAs. The different types of application are carefully monitored which show a relatively consistent monthly income for householders/minor/others but more marked peaks and troughs for major applications with fees of over £20,000. Ultimately, the biggest determinants upon the final income position relate to the number of majors submitted over £20,000- In 2017/18, the top 17 applications in terms of fee income (£26-£248K) accounted for 50% of overall fee income relating to over 2,600 applications received. Therefore, whilst predicting future householder/minor/other income is fairly robust, it is much more challenging to predict the key role of income relating to majors notwithstanding the extensive monitoring measures now in place.

In conclusion, there is inherent risk in meeting budget income targets. Despite the rigorous budget monitoring measures in place, income targets are reflective of wider financial pressures rather than being driven by evidenced estimates. Furthermore, the submission of applications along with their fees, are largely dependent on a wide range of external/market factors of which the Council or the Planning Service have little or no control. This budgetary situation creates an increasingly uncertain backdrop to the Service looking ahead. It also creates a context where it is extremely challenging to address issues as they arise such as securing additional temporary staff resource to cover temporary vacancies and respond to particular workload pressures.

## **2.4 Staff issues**

There are currently 53.5 FTE posts within the Planning Service. The vast majority of these posts are permanent, occupied and within the formal establishment but a small number are seconded posts

or funded on a temporary basis. Furthermore, in order to most effectively meet workload demands, there has been a recent necessity to improve flexible working between teams which was an outcome of the Planning Service Business Planning process. The list below summarises the posts in place as of April 2018:

- 3 Senior Managers- Of which, 1 Head of Planning and 2 Operational Managers
- 3.5 Planning Policy Planners- An additional equivalent of 3 FTE Officers within the Team currently providing flexible support as Non-Strategic Development Management Case Officers
- 20.5 Development Management Case Officers- Of which 5 permanent in Strategic Team, 3 subject to temporary funding in Strategic Team, 8 permanent in Non-Strategic Team, equivalent of 4.5 FTE flexible support from Officers in Policy and Enforcement Teams
- 1.5 Enforcement Officers- An additional equivalent of 1.5 FTE Officers within the Team currently providing flexible internal support as Non-Strategic Development Management Case Officers
- 7 Placemaking Team Planners (Design, Masterplanning, Projects, CIL/viability/S106, Heritage and Conservation)
- 1 Ecologist
- 1 Tree Officer
- 2 Planning Assistants (DM Registration/Validation, Certificates of lawful development, general planning queries, appeal support, )
- .75 GIS Officer
- .8 E-Government/Performance Reporting Officer
- 2 Student Planners
- 1.9 Registration Officers
- 1 Section 106 Administration and Monitoring Officer
- 7.5 Technical/Administrative support- Issuing decision notices, generating consultation letters and new application files, daily website management (including redacting/posting all observations on applications), Searches queries, customer first point of contact and co-ordinating complaint responses
- TOTAL of 53.5 FTE

Officers remain highly motivated and dedicated to providing the best service possible to customers. This is evidenced in extremely encouraging results from the customer survey showing performance significantly above the Wales average:

**Respondents who agreed that:**

	<b>Cardiff LPA %</b>	<b>Wales %</b>
The LPA applies its planning rules fairly and consistently	69	55
The LPA gave good advice to help them make a successful application	81	60
The LPA gives help throughout, including with conditions	69	52
The LPA responded promptly when they had questions	72	62
They were listened to about their application	81	60
They were kept informed about their application	63	52
They were satisfied overall with how the LPA handled their application	84	63

Sickness rates are at extremely low levels and far lower than the Directorate and Council-wide average. Individual performance is formally monitored using the Council-wide, 'Personal

Performance and Development Review' process through which Performance expectations and developmental aspirations are set, formally reviewed after 6 months, and updated annually.

Increasingly, it is becoming evident that the continued performance improvements as evidenced in the APR are, in part, reflective of staff 'going the extra mile', working extremely flexibly and 'helping each other out'. Whilst a range of improvement measures have been put in place, all of these have required the 'buy in' of staff to implement and deliver. For example, the arrangement of Policy Officers now also managing Development Management caseloads has become embedded within the Service with Officers taking on an increasingly complex DM caseload including applications going to appeal. Without this flexible approach, the heavy DM caseload could not have been effectively managed and would have resulted in significantly worse performance results.

However, there are risks that Officers are becoming over-stretched and that the Service has no slack leaving it vulnerable to peaks in workload demand or dips in Officer availability. The financial uncertainties create further challenges in terms of having the appropriate staff resource available to meet workload demands with potential impacts on future levels of performance.

## **YOUR LOCAL STORY**

### **3.1 Workload: Planning Policy**

The adoption of the LDP in January 2016 marked a significant landmark in planning policy with the previous Local Plan approved nearly 20 years earlier. Efforts now therefore focus on delivering the Plan (including the preparation of supporting SPG) along with fulfilling the monitoring requirements which will help inform the future Plan review process. The main areas of work can be summarised as follows:

- Co-ordinating the delivery of a programme of new SPG to support the LDP- A rolling programme of different tranches of approximately 30 SPG in total have now largely been prepared, consulted upon and approved
- Engaging in cross-boundary dialogue regarding strategic planning on a city-region scale
- Preparing the LDP Annual Monitoring Report (AMR)- The second AMR providing data on 107 LDP indicators and 28 sustainability appraisal indicators will be submitted to Welsh Government in October 2018
- Helping implement policies within the Plan through dialogue with other Service Areas and external partners
- Preparing the annual Joint Housing Land Availability Study and other land use monitoring
- Providing policy advice on planning applications
- Providing the Council's Mineral Planning function
- Working on cross-Service Area projects regarding 'land searches', land disposals and regeneration initiatives

In addition to this core policy work, Officers within the Policy Team also take on DM casework. This approach flowing from the Service Business Plan process has now become embedded with Officers now dealing with an increasingly heavy and complex DM workload. This has been vital in the Service managing the high number of applications and demonstrating improved performance. It has also improved the skills/experience range of Officers who previously had no direct DM experience

and further enhanced policy skills through a more thorough understanding of the operation of the DM system in practice.

### **3.2 Workload: Development Management & Enforcement**

Cardiff determines the highest number of planning applications in Wales. During 2017/18, we determined 2,636 planning applications. This workload is managed by Case Officers spread across 2 Teams with Majors managed within the Strategic Development Management & Placemaking Team and others within the Non-Strategic Development Management Team. The number of applications determined by individual Case Officers varies considerably reflecting the vast differences between the complexities of considering major applications such as urban extensions at one end of the scale to householder proposals at the other end of the scale. As referenced in Section 3.1, above, some householder caseload is now managed by Officers in the Policy Team to help more effectively cope with workload demands.

The Case Officers therefore determine up to approximately 300 applications per annum with those progressing majors determining considerably less. Wider support from within the Service to assist Case Officers in their roles is also essential to the processing of applications such as in the provision of expert advice on matters such as design and policy. Importantly, the Administration Officers also play a key role as the sheer volume of applications being processed demands effective systems to keep applications smoothly flowing through the system and regularly updating the tracking of applications on the website.

With the adoption of the LDP setting out a strategy to deliver a high level of growth, improved market confidence, and wide range of greenfield and brownfield projects potentially in the pipeline, there is a heavy and complex DM caseload. Major outline and hybrid applications also generate significant subsequent applications which limit Officer availability on other submitted applications. Householder/minor/other applications continue to be submitted on broadly the same scale as recent years.

A significant and increasing workload not captured in statistics is generated by post-decision dialogue with aggrieved parties who have issues with either the decision and/or process in reaching the decision. These can quickly turn into time consuming and complex cases triggering Local Member involvement, formal complaint procedures and demand the attention of Officers at all levels.

Enforcement investigations generated a workload of over 300 cases during the year. The Enforcement Team has been significantly reduced in recent years with 3 Officers currently sharing their time between enforcement investigations and as development management case officers. Much of the work is reactionary to complaints and observations received, but there is also proactive work/investigations undertaken when other work pressures allow.

### **3.3 Workload: Placemaking**

The Placemaking Team delivers a wide range of statutory and non-statutory planning functions and includes expertise in such areas as urban design, masterplanning, conservation of the built and natural environment (ecology & trees) and project management.

The Team are heavily engaged in supporting the delivery of the Cardiff Local Development Plan through the preparation and implementation of planning policy as well as the preparation of background work in terms of masterplanning and infrastructure planning to ensure that the planned level of growth delivers liveable, integrated neighbourhoods to benefit both existing and new communities.

In addition, the Team are supporting the Development Management function by providing expert design, conservation and ecological advice for current planning applications including major brownfield development and significant urban extensions. This work involves close collaboration with Development Management and a wide range of internal and external stakeholders. The Team are also leading on the approach to Section 106 Agreements. No Community Infrastructure Levy (CIL) system is currently in place with further guidance awaited from Welsh Government to inform further considerations. Section 106 work aims to seek appropriate mitigation measures with regard to development proposals including the provision of necessary supporting infrastructure. The consideration of viability factors forms an important aspect of this work with the support of the District Valuer often being required in assessing any submitted viability reports. A recent initiative is being progressed to more effectively capture Local Member Ward-based potential infrastructure priorities. This process is hoped to more strategically capture potential projects eligible for S106 funding and meeting the 3 tests of eligibility.

Current work is ongoing to update and review a number of Supplementary Planning Guidance within the Team following the adoption of the Cardiff Local Development Plan.

Other initiatives are also being delivered by the Placemaking Team including the Cardiff Heritage Enhancement Programme, Conservation Area Appraisals, Buildings at Risk surveys, and the preparation of masterplans and development briefs for specific sites and areas of the city, often in liaison with other Service Areas. Furthermore, the team includes an Ecologist and Tree Officer who help deliver relevant statutory functions and work with a wider cross- Service Area Green Infrastructure Group.

### **3.4 Local pressures**

Across the Planning Service as a whole, the key challenge is how to effectively manage complex workload demands and expectations within a context of a finite resource capacity. Linked to this is the sheer volume of applications processed together with the high number of complex major development proposals. Given the financial pressures, the ability to increase the establishment is severely limited so the new approach to performance improvement as set out in the Planning Service Business Plan will focus on maximising the existing resource along with exploring the ability to flexibly draw down additional resource when required.

The Business Plan contains a wide range of improvement measures which are set out in the following section and summarise the approach being taken to address these pressures. However, it is recognised that the Planning Service operates within a constantly evolving changing environment where new priorities may swiftly emerge.

The range of improvement measures being developed as outlined in Section 3.5 demonstrate the strong desire to improve performance within this environment but the scale of the challenges cannot be underestimated as is the ability to bring about instant results. Therefore, a strong theme is putting in place more effective performance management measures so that over time, the right level of accurate and up-to-date information is readily available to inform future decisions with regard to resourcing and workload priorities.

### **3.5 Service Improvement**

The Business Planning process for the Planning Service is a key tool in helping to annually balance workload priorities alongside workload demands. It provides a framework which is used as the basis to annually assess performance and consider the most appropriate further improvement measures and other actions which are considered necessary to ensure the Planning Service can successfully deliver its functions in future years.

The Business Plan contains a vision, sets out core functions, outlines resources & customers, highlights main achievements & performance overview including SWOT analysis and then contains Planning and Improvement Priorities for the year ahead. Annual reviews will set out future progress and performance with results against indicators covered in subsequent sections of this report also helping inform the annual business planning process.

It is encouraging that early improvement measures triggered by the Business Plan process have already started to see improvements in performance. However, a degree of caution also needs to be sounded as the finite capacity of resource to move forward all identified improvement actions (vis-à-vis the heavy workload demands) will inevitably mean that progressing all identified actions within a short period will simply not be possible. The annual review process will assist measuring progress and identifying further actions which are considered to be of the highest priority.

Looking ahead, the financial challenges create significant uncertainties which could impact upon future performance. Pressures are evident in both retaining the current core staffing levels and it is challenging to secure additional temporary resource to flexibly respond to workload demands.

### **3.6 Performance Framework**

The analysis of performance against the indicators set out in the Performance Framework has helped to inform the range of measures set out in the above Section. Furthermore, a brief commentary for each indicator is provided within the Performance Framework Section including contextual information as part of the response.

Overall, results are considered encouraging with highlights including:

- Consistently performing well ahead of the Wales average for all seven factors used in the Customer Satisfaction Survey shown in Table 1;
- 84% of all applications determined within required timescales and above the Wales target;
- Improved determination times on all types of application when compared to previous year;
- Recently adopted LDP in place with comprehensive programme of supporting SPG being actively progressed and First AMR ready for submission in October 2017;

- Low percentage (3%) of Member decisions going against Officer advice and no costs awarded against the Council on appeals;
- Increasing use of website to access online planning service and efficient operation of webcasting of Planning Committee;
- Reaching a financial position whereby fee income broadly matches the costs of providing all functions of the Planning Service
- Demonstrably efficient Planning Service when comparing Case Officer resource with numbers of applications determined; and
- Enforcement performance well above the Wales average;

As referenced in numerous sections above, it will be challenging to continue the year-on-year performance improvements. Officers have demonstrated extremely high dedication, professionalism, motivation and flexibility to achieve the current position. However, the current workload demands and financial uncertainties may create a situation where this impacts upon levels of performance.

## WHAT SERVICE USERS THINK

In 2017-18 we conducted a customer satisfaction survey aimed at assessing the views of people that had received a planning application decision during the year.

The survey was sent to 605 people, 5% of whom submitted a whole or partial response. The majority of responses (50%) were from local agents. 6% were from members of the public. 0% of respondents had their most recent planning application refused.

We asked respondents whether they agreed or disagreed with a series of statements about the planning service. They were given the following answer options:

- Strongly agree;
- Tend to agree;
- Neither agree nor disagree;
- Tend to disagree; and
- Strongly disagree.

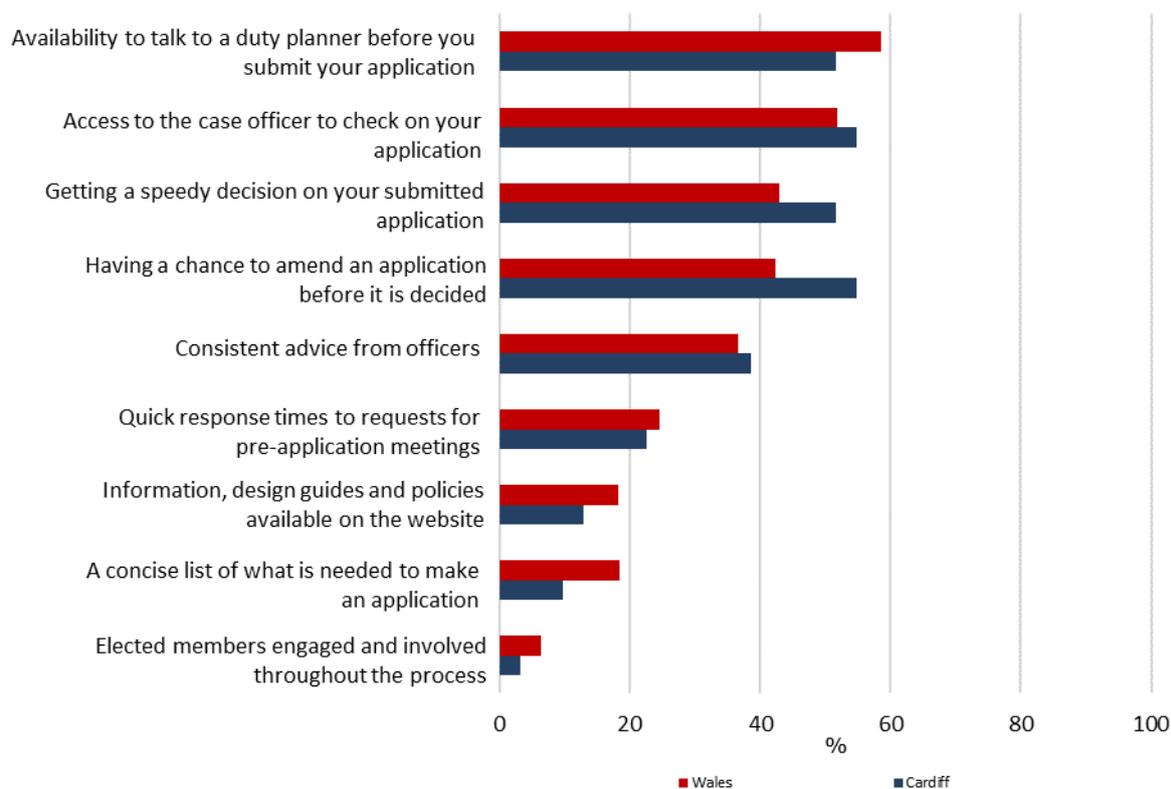
Table 1 shows the percentage of respondents that selected either 'tend to agree' or 'strongly agree' for each statement for both our planning authority and Wales.

**Table 1: Percentage of respondents who agreed with each statement, 2017-18**

<b>Respondents who agreed that:</b>	<b>Cardiff LPA %</b>	<b>Wales %</b>
The LPA applies its planning rules fairly and consistently	69	55
The LPA gave good advice to help them make a successful application	81	60
The LPA gives help throughout, including with conditions	69	52
The LPA responded promptly when they had questions	72	62
They were listened to about their application	81	60
They were kept informed about their application	63	52
They were satisfied overall with how the LPA handled their application	84	63

We also asked respondents to select three planning service characteristics from a list that they thought would most help them achieve successful developments. Figure 1 shows the percentage of respondents that chose each characteristic as one of their three selections.

**Figure 1: Characteristics of a good planning service, 2017-18**



Comments received include:

- “Good clear decisions what was needed to suit the requirements.”
- “More than satisfied with the service.”
- "In my most recent application I was able to have a discussion with the Case Officer prior to determination regarding some queries with the application which was helpful in getting a positive outcome. In saying this I did have an extension of time applied to my application which I only became aware of upon receipt of a letter. Prior warning of this through open discussion with the Case Officer would have been appreciated.”

## OUR PERFORMANCE 2017-18

This section details our performance in 2017-18. It considers both the Planning Performance Framework indicators and other available data to help paint a comprehensive picture of performance. Where appropriate we make comparisons between our performance and the all Wales picture.

Performance is analysed across the five key aspects of planning service delivery as set out in the Planning Performance Framework:

- Plan making;
- Efficiency;
- Quality;
- Engagement; and
- Enforcement.

### Plan making

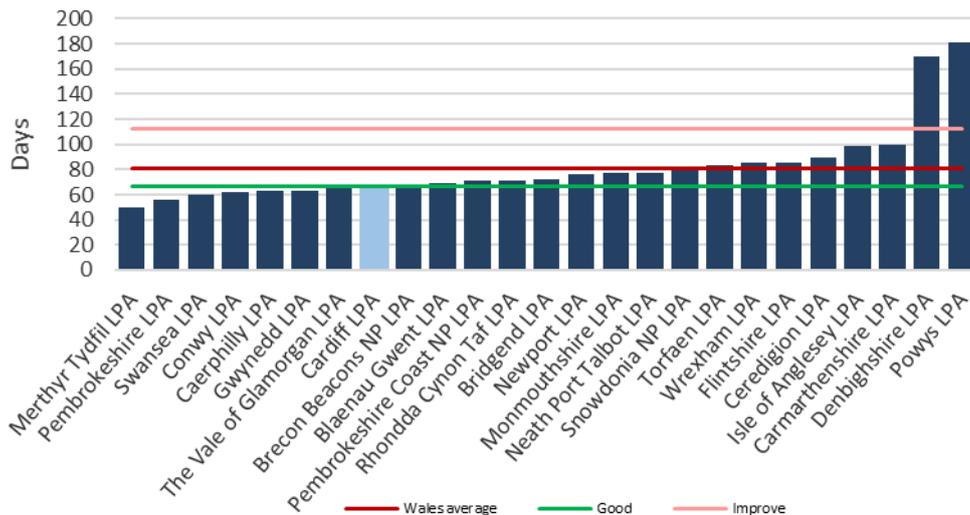
As at 31 March 2018, we were one of 22 LPAs that had a current development plan in place.

During the APR period we had 3.6 years of housing land supply identified, making us one of 18 Welsh LPAs without the required 5 years supply.

### Efficiency

In 2017-18 we determined 2,636 planning applications, each taking, on average, 66 days (9 weeks) to determine. This compares to an average of 81 days (12 weeks) across Wales. Figure 2 shows the average time taken by each LPA to determine an application during the year.

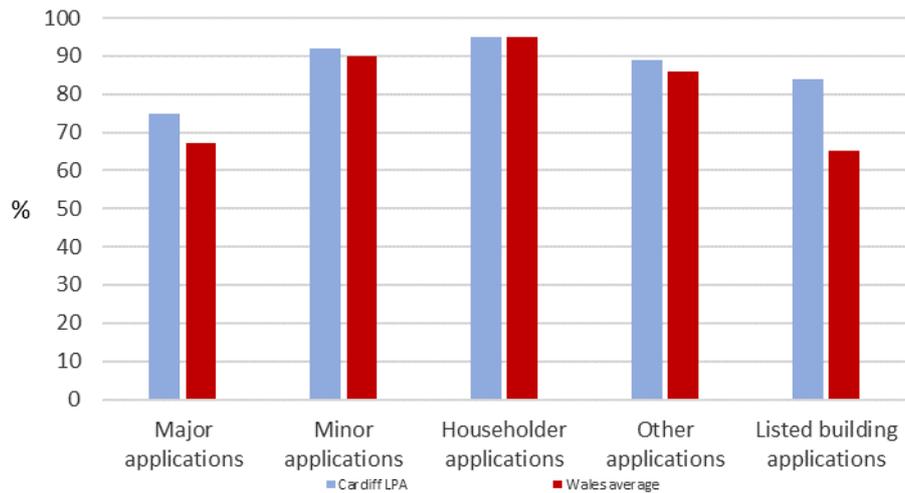
**Figure 2: Average time taken (days) to determine applications, 2017-18**



91% of all planning applications were determined within the required timescales. This compared to 89% across Wales and we were one of 22 LPAs that had reached the 80% target.

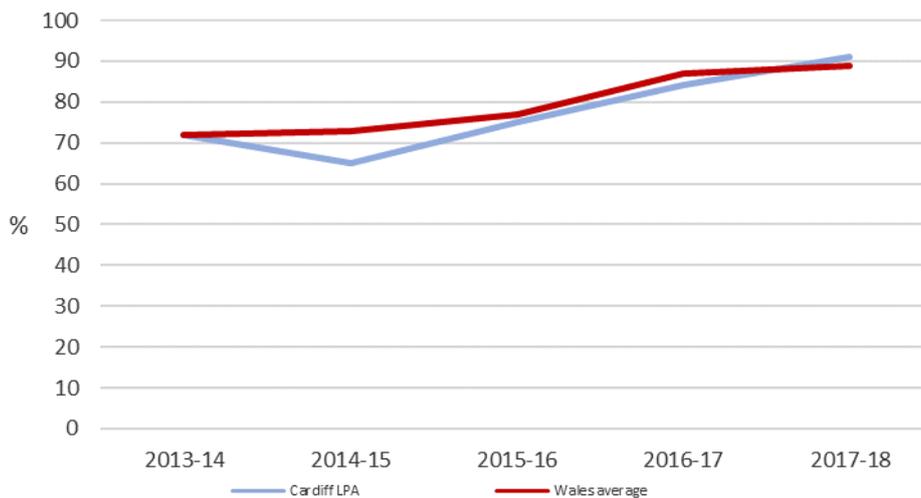
Figure 3 shows the percentage of planning applications determined within the required timescales across the main types of application for our LPA and Wales. It shows that we determined 95% of householder applications within the required timescales. We also determined 84% of Listed Building Consent applications within the required timescales.

**Figure 3: Percentage of planning applications determined within the required timescales, by type, 2017-18**



Between 2016-17 and 2017-18, as Figure 4 shows, the percentage of planning applications we determined within the required timescales increased from 84%. Wales also saw an increase this year.

**Figure 4: Percentage of planning applications determined within the required timescales**



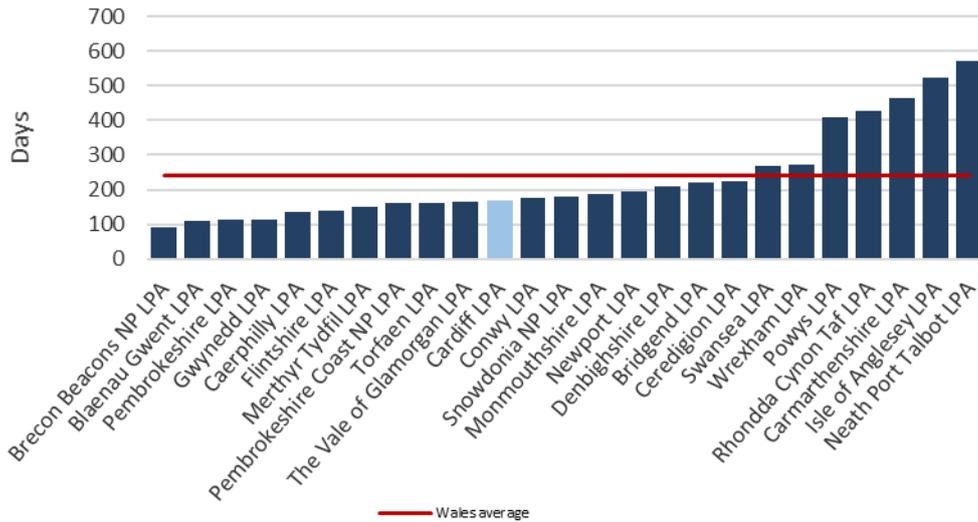
Over the same period:

- The number of applications we received decreased;
- The number of applications we determined decreased; and
- The number of applications we approved decreased.

## Major applications

We determined 71 major planning applications in 2017-18, 3% (2 applications) of which were subject to an EIA. Each application (including those subject to an EIA) took, on average, 170 days (24 weeks) to determine. As Figure 5 shows, this was shorter than the Wales average of 240 days (34 weeks).

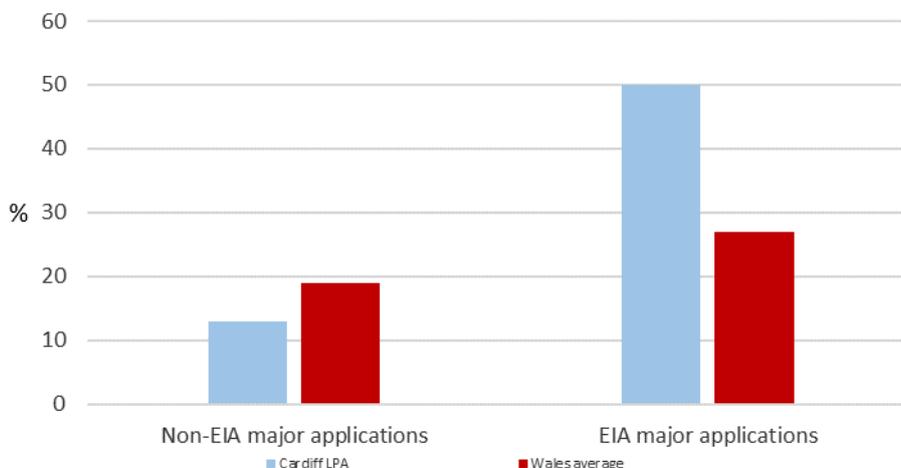
**Figure 5: Average time (days) taken to determine a major application, 2017-18**



75% of these major applications were determined within the required timescales, compared to 69% across Wales.

Figure 6 shows the percentage of major applications determined within the required timescales by the type of major application. 13% of our ‘standard’ major applications i.e. those not requiring an EIA, were determined within the required timescales during the year.

**Figure 6: Percentage of Major applications determined within the required timescales during the year, by type, 2017-18**

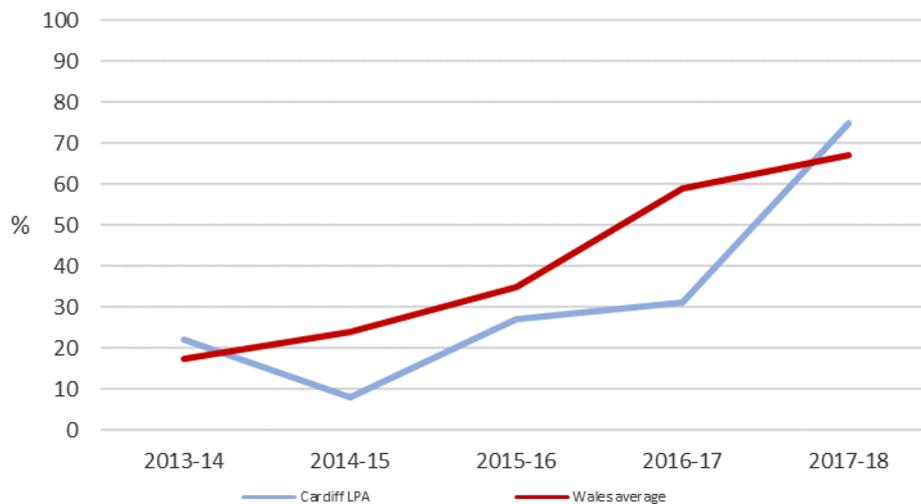


In addition we determined 43 major applications that were subject to a PPA in the required timescales during the year.

Since 2016-17 the percentage of major applications determined within the required timescales had increased from 31%. Similarly, the number of major applications determined increased while the number of applications subject to an EIA determined during the year decreased.

Figure 7 shows the trend in the percentage of major planning applications determined within the required timescales in recent years and how this compares to Wales.

**Figure 7: Percentage of major planning applications determined within the required timescales**



Over the same period:

- The percentage of minor applications determined within the required timescales increased from 87% to 92%;
- The percentage of householder applications determined within the required timescales increased from 91% to 95%; and
- The percentage of other applications determined within required timescales increased from 82% to 89%.

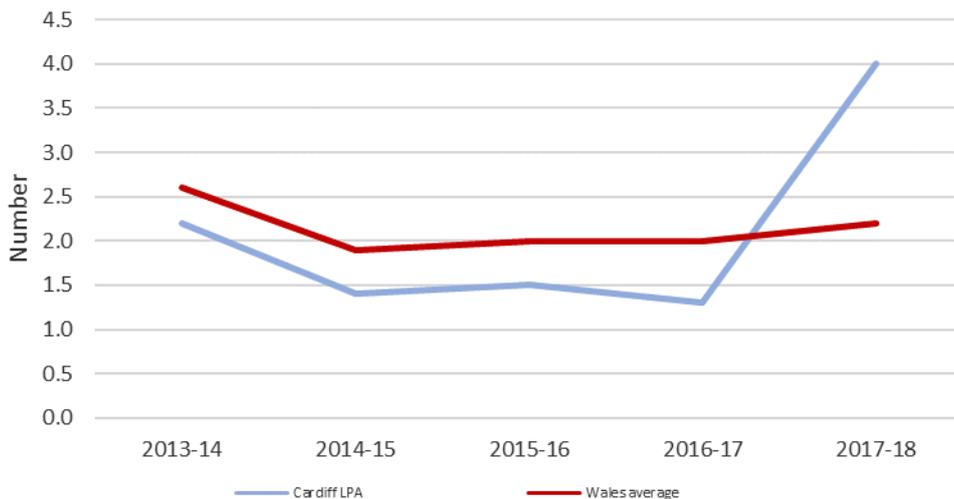
## Quality

In 2017-18, our Planning Committee made 97 planning application decisions during the year, which equated to 4% of all planning applications determined. Across Wales 7% of all planning application decisions were made by planning committee.

4% of these member-made decisions went against officer advice. This compared to 9% of member-made decisions across Wales. This equated to 0.2% of all planning application decisions going against officer advice; 0.6% across Wales.

In 2017-18 we received 108 appeals against our planning decisions, which equated to 4 appeals for every 100 applications received. This was the highest ratio of appeals to applications in Wales. Figure 8 shows how the volume of appeals received has changed since 2016-17 and how this compares to Wales.

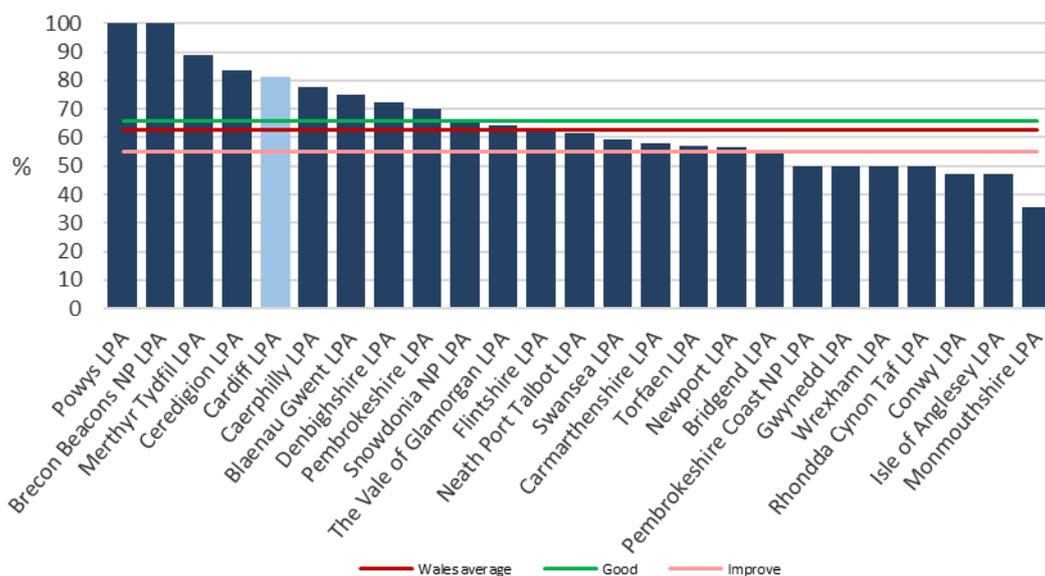
**Figure 8: Number of appeals received per 100 planning applications**



Over the same period the percentage of planning applications approved decreased from 83% to 79%.

Of the 69 appeals that were decided during the year, 81% were dismissed. As Figure 9 shows, this was the fifth highest percentage of appeals dismissed in Wales and we were one of 10 LPAs that reached the 66% target.

**Figure 9: Percentage of appeals dismissed, 2017-18**



During 2017-18 we had no applications for costs at a section 78 appeal upheld.

## Engagement

We are:

- one of 24 LPAs that allowed members of the public to address the Planning Committee; and
- one of 21 LPAs that had an online register of planning applications.

As Table 2 shows, 81% of respondents to our 2017-18 customer survey agreed that the LPA gave good advice to help them make a successful application.

**Table 2: Feedback from our 2017-18 customer survey**

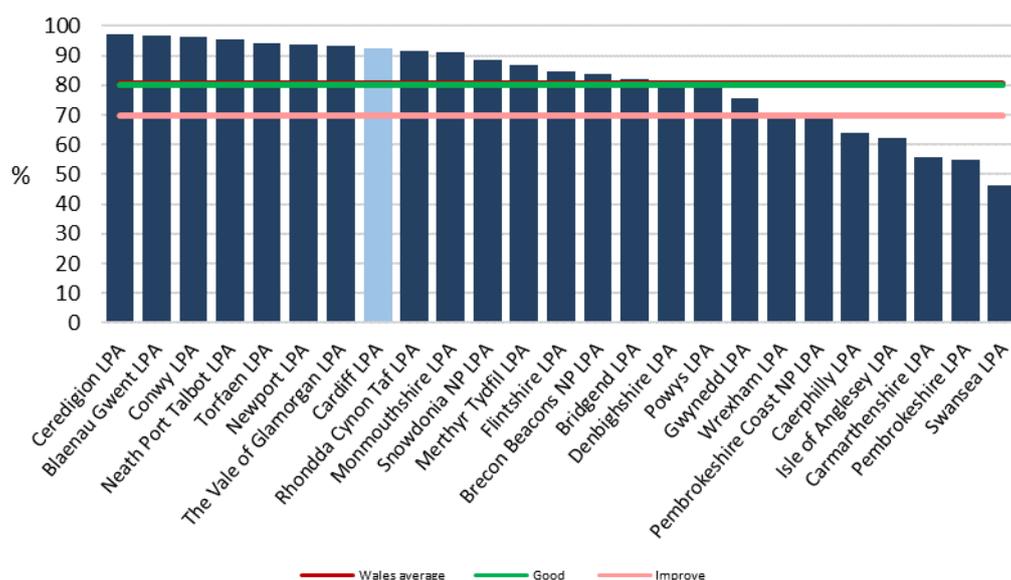
Respondents who agreed that:	Cardiff LPA %	Wales %
The LPA gave good advice to help them make a successful application	81	60
They were listened to about their application	81	60

## Enforcement

In 2017-18 we investigated 324 enforcement cases, which equated to 0.9 per 1,000 population. This was the second lowest rate in Wales.

We investigated 93% of these enforcement cases within 84 days. Across Wales 81% were investigated within 84 days. Figure 10 shows the percentage of enforcement cases that were investigated within 84 days across all Welsh LPAs.

**Figure 10: Percentage of enforcement cases investigated within 84 days, 2017-18**



The average time taken to pursue positive enforcement action was 83 days.

## ANNEX A - PERFORMANCE FRAMEWORK

### OVERVIEW

MEASURE	GOOD	FAIR	IMPROVE
<b>Plan making</b>			
Is there a current Development Plan in place that is within the plan period?	Yes		No
LDP preparation deviation from the dates specified in the original Delivery Agreement, in months	<12	13-17	18+
Annual Monitoring Reports produced following LDP adoption	Yes		No
The local planning authority's current housing land supply in years	>5		<5
<b>Efficiency</b>			
Percentage of "major" applications determined within time periods required	>60	50-59.9	<50
Average time taken to determine "major" applications in days	Not set	Not set	Not set
Percentage of all applications determined within time periods required	>80	70-79.9	<70
Average time taken to determine all applications in days	<67	67-111	112+
Percentage of Listed Building Consent applications determined within time periods required	Not set	Not set	Not set
<b>Quality</b>			
Percentage of Member made decisions against officer advice	<5	5-9	9+
Percentage of appeals dismissed	>66	55-65.9	<55
Applications for costs at Section 78 appeal upheld in the reporting period	0	1	2+
<b>Engagement</b>			
Does the local planning authority allow members of the public to address the Planning Committee?	Yes		No
Does the local planning authority have an officer on duty to	Yes		No

WALES AVERAGE	Cardiff LPA LAST YEAR	Cardiff LPA THIS YEAR
Yes	Yes	Yes
67	N/A	N/A
Yes	N/A	N/A
7 of 25	3.8	3.6
67.4	31	75
240.1	338	170
88.5	84	91
80.7	70	66
65.4	-	84
8.6	3	4
62.6	60	81
0	0	0
Yes	Yes	Yes
Yes	Yes	Yes

MEASURE	GOOD	FAIR	IMPROVE
provide advice to members of the public?			
Does the local planning authority's web site have an online register of planning applications, which members of the public can access, track their progress (and view their content)?	Yes	Partial	No
<b>Enforcement</b>			
Percentage of enforcement cases investigated (determined whether a breach of planning control has occurred and, if so, resolved whether or not enforcement action is expedient) within 84 days	>80	70-79.9	<70
Average time taken to take positive enforcement action	Not set	Not set	Not set

WALES AVERAGE	Cardiff LPA LAST YEAR	Cardiff LPA THIS YEAR
Yes	Yes	Yes
80.6	100	93
184.6	143	83

## SECTION 1 – PLAN MAKING

Indicator	01. Is there a current Development Plan in place that is within the plan period?	
"Good"	"Fair"	"Improvement needed"
A development plan (LDP or UDP) is in place and within the plan period	N/A	No development plan is in place (including where the plan has expired)

Authority's performance	Yes
LDP adopted in January 2016 with first Second Annual Monitoring Report to be submitted in October 2018.	

Indicator	02. LDP preparation deviation from the dates specified in the original Delivery Agreement, in months	
"Good"	"Fair"	"Improvement needed"
The LDP is being progressed within 12 months of the dates specified in the original Delivery Agreement	The LDP is being progressed within between 12 and 18 months of the dates specified in the original Delivery Agreement	The LDP is being progressed more than 18 months later than the dates specified in the original Delivery Agreement

Authority's performance	N/A
N/A- LDP now adopted	

Indicator	03. Annual Monitoring Reports produced following LDP adoption	
"Good"	"Fair"	"Improvement needed"
An AMR is due, and has been prepared		An AMR is due, and has not been prepared

Authority's performance	N/A
At time of writing, second AMR approved by Cabinet in September 2018 and will be submitted to Welsh Government after Welsh Language translation in October 2018.	

<b>Indicator</b>	<b>04. The local planning authority's current housing land supply in years</b>	
<b>“Good”</b>		<b>“Improvement needed”</b>
The authority has a housing land supply of more than 5 years		The authority has a housing land supply of less than 5 years

<b>Authority’s performance</b>	<b>3.6</b>
<p>The Council has responded to the current consultation on TAN1 Housing Delivery which recognises the complexities and challenges relating to how housing supply is assessed and how new homes are delivered. It is hoped that this consultation process will result in a situation where:</p> <ul style="list-style-type: none"> <li>• There is far greater robustness in terms of identifying the appropriate housing requirement</li> <li>• The key issues of deliverability and viability are more fully addressed in all LDPs</li> <li>• Improvements are made to the monitoring of demand, supply and delivery</li> <li>• The key role of up-to-date LDPs in meeting evidenced needs is fully recognised</li> </ul> <p>Returning to the specifics of this indicator, it is noted that the supply figure is purely derived through the rigid residual methodology. In reality, more land is potentially available for development than the figure may suggest. In this respect, Cardiff has a land bank of over 26,000 homes and the current 2018, 3.6 year supply figure (11,628 homes) through JHLAS is not considered to accurately reflect the full extent of housing land supply. Indeed, the premise of JHLAS based solely on the residual methodology, itself therefore based on projections which may have become dated through subsequent projections and MYE’s could be argued to be inherently flawed at source.</p> <p>There are other reasons why the rigid methodology is considered not to represent the true position in Cardiff. For example, the high numbers of students contribute to the supply figure, but the recent consents granted for private student accommodation do not contribute to the supply due to the way monitoring is based on Use Class Order restrictions. Another example particular to Cardiff is the short-term delays in delivery following Plan adoption on LDP strategic sites. Reasons for delays vary from site to site, but in general start dates have slipped post adoption. The Council considers that these delays are therefore at least partly responsible for the lack of a 5-year housing land supply in Cardiff, and that in reality Cardiff is not faced with a supply issue, but a delivery challenge where the development sector is not delivering the rates previously anticipated.</p> <p>It should be noted that the lack of a 5-year supply in Cardiff is no exception when considered within the context of Wales as a whole; many LPAs have experienced similar land supply situations, post LDP adoption. This has led in part to the current TAN1 consultation but whilst viability factors appear to be a key underlying factor throughout much of Wales, other primary factors are evident in Cardiff, as described above.</p>	

## SECTION 2 - EFFICIENCY

Indicator	05. Percentage of "major" applications determined within time periods required	
"Good"	"Fair"	"Improvement needed"
More than 60% of applications are determined within the statutory time period	Between 50% and 60% of applications are determined within the statutory time period	Less than 50% of applications are determined within the statutory time period

Authority's performance	75
<p>The 75% achievement is well above the 60% target for "good" performance and above the Wales average of 69%. Through a number of performance improvement initiatives over recent years, the level of performance has also improved significantly from 8% in 2014/15, 27% in 2015/16 and 31% in 2016/17.</p> <p>In terms of a Wales-wide context, Cardiff processes a large number of complex major applications. The nature of many of these applications are extremely complex, often triggering the requirements of the EIA Regulations and requiring the signing of lengthy Section 106 Agreements which, in some cases, require extensive negotiations between the Council, landowners and developers. In this context, the 75% performance is considered an excellent achievement.</p>	

Indicator	06. Average time taken to determine "major" applications in days	
"Good"	"Fair"	"Improvement needed"
Target to be benchmarked	Target to be benchmarked	Target to be benchmarked

Authority's performance	170
<p>The 170 day average time to determine major applications represents a far quicker performance than the Wales average of 240 days to determine major applications. Through a number of performance improvement initiatives over recent years, the level of performance has also improved significantly from 266 days in 2015/16 and 338 days in 2016/17.</p> <p>However, it should be noted that particularly complex major applications can significantly impact upon this indicator and in a Wales-wide context, Cardiff processes a large number of complex major applications. The nature of many of these applications are extremely complex, often triggering the requirements of the EIA Regulations and requiring the signing of lengthy Section 106 Agreements which, in some cases, require extensive negotiations between the Council, landowners and developers. Negotiating Section 106 agreements which have delivered hundreds of thousands of pounds worth of contributions to the city also take time to conclude sometimes including the need for detailed viability assessments.</p> <p>In this context, the 170 day performance is considered an excellent achievement.</p>	

Indicator	07. Percentage of all applications determined within time periods required	
"Good"	"Fair"	"Improvement needed"
More than 80% of applications are determined within the statutory time period	Between 70% and 80% of applications are determined within the statutory time period	Less than 70% of applications are determined within the statutory time period

Authority's performance	91
<p>The 91% achievement is well above the 80% target for "good" performance and above the Wales average of 89%. Through a number of performance improvement initiatives over recent years, the level of performance has also improved significantly from 65% in 2014/15, 75% in 2015/16 and 84% in 2016/17.</p> <p>Given that the Service processed the highest number of applications in Wales (2,636), this is considered an excellent achievement.</p>	

Indicator	08. Average time taken to determine all applications in days	
"Good"	"Fair"	"Improvement needed"
Less than 67 days	Between 67 and 111 days	112 days or more

Authority's performance	66
<p>The 66 day achievement meets the 67 day target for "good" performance and above the Wales average of 81 days. Through a number of performance improvement initiatives over recent years, the level of performance has also improved significantly from 79 days in 2015/16 and 70 days in 2016/17.</p> <p>Furthermore, in terms of context, the Council adopts an approach of attempting to secure acceptable quality in applications where appropriate rather than refusing applications which may be just one amendment away from acceptability. This is considered to remain a valid approach but may impact upon the average time taken to determine applications.</p>	

Indicator	08a. Percentage of Listed Building Consent applications determined within time periods required	
"Good"	"Fair"	"Improvement needed"
Target to be benchmarked	Target to be benchmarked	Target to be benchmarked

Authority's performance	84
<p>This is considered to represent a good level of performance and reflects the complex nature of the work which is often involved.</p>	

### SECTION 3 - QUALITY

Indicator	09. Percentage of Member made decisions against officer advice	
<b>"Good"</b>	<b>"Fair"</b>	<b>"Improvement needed"</b>
Less than 5% of decisions	Between 5% and 9% of decisions	9% or more of decisions

Authority's performance	4
<p>This is considered an excellent outcome and relates to the 97 applications considered by Planning Committee during the year. It is well below the Wales average of 9% and falling within the, 'good' category of performance.</p> <p>Members of Planning Committee have received appropriate training and the business of Planning Committee consistently follows protocols which are in place. Case Officers present reports to Committee Members with the assistance of plans and photographs which are shown on screens. Members of Committee can request site visits prior to considering proposals which can help develop an understanding of a site/proposal but this can also delay when the application is determined as the proposal would be considered at the next meeting (normally 4 weeks later). Furthermore, it should be noted that there are hundreds of applications determined each year subject to the Chair of Planning Committee's delegated role. Given Cardiff's heavy workload, the Chair discusses detailed DM cases/issues with staff on a weekly basis. The Chair therefore brings this detailed working experience into the arena of Planning Committee which can help inform discussion at Committee and ensure that decisions are based on sound planning reasons.</p>	

Indicator	10. Percentage of appeals dismissed	
<b>"Good"</b>	<b>"Fair"</b>	<b>"Improvement needed"</b>
More than 66% (two thirds) of planning decisions are successfully defended at appeal	Between 55% and 66% of planning decisions are successfully defended at appeal	Less than 55% of planning decisions are successfully defended at appeal

Authority's performance	81
<p>This is considered an excellent outcome, well above the Wales average and falling within the, 'good' category of performance. This is especially commendable given that Cardiff processed 108 appeals representing the highest ratio of appeals to applications in Wales and a significant rise in the number of appeals received in the years before. This represents a level of performance higher than the 3 previous years of reporting where the percentage ranged from 60-67%.</p>	

Indicator	11. Applications for costs at Section 78 appeal upheld in the reporting period	
<b>"Good"</b>	<b>"Fair"</b>	<b>"Improvement needed"</b>
The authority has not had costs awarded against it at appeal	The authority has had costs awarded against it in one appeal case	The authority has had costs awarded against it in two or more appeal cases

**Authority's performance**

0

No applications for costs were received during 2017/18 which places performance in the, 'good' category.

**SECTION 4 – ENGAGEMENT**

<b>Indicator</b>	<b>12. Does the local planning authority allow members of the public to address the Planning Committee?</b>	
<b>“Good”</b>		<b>“Improvement needed”</b>
Members of the public are able to address the Planning Committee		Members of the public are not able to address the Planning Committee

<b>Authority’s performance</b>	Yes
A Planning Committee Protocol sets out arrangements which govern how the public are able to address the Planning Committee and attend site visits made by the Committee.	

<b>Indicator</b>	<b>13. Does the local planning authority have an officer on duty to provide advice to members of the public?</b>	
<b>“Good”</b>		<b>“Improvement needed”</b>
Members of the public can seek advice from a duty planning officer		There is no duty planning officer available

<b>Authority’s performance</b>	Yes
Advice to the public is available from County Hall Reception staff, Officers from the Committee Section and also Planning Officers.	

<b>Indicator</b>	<b>14. Does the local planning authority’s web site have an online register of planning applications, which members of the public can access track their progress (and view their content)?</b>	
<b>“Good”</b>	<b>“Fair”</b>	<b>“Improvement needed”</b>
All documents are available online	Only the planning application details are available online, and access to other documents must be sought directly	No planning application information is published online

<b>Authority’s performance</b>	Yes
The Planning section of the Council’s website contain up-to-date details of all live planning applications and progress can be tracked on individual applications along with the ability to see responses to consultation. Members of the public are informed of these facilities in consultation letters sent out informing the public about new applications.	

**SECTION 5 – ENFORCEMENT**

<b>Indicator</b>	<b>15. Percentage of enforcement cases investigated (determined whether a breach of planning control has occurred and, if so, resolved whether or not enforcement action is expedient) within 84 days</b>	
<b>“Good”</b>	<b>“Fair”</b>	<b>“Improvement needed”</b>
More than 80% of enforcement cases are investigated in 84 days	Between 70% and 80% of enforcement cases are investigated in 84 days	Less than 70% of enforcement cases are investigated in 84 days

<b>Authority’s performance</b>	93
Of a total of 324 enforcement cases 93% have been investigated within 84 days which places performance above the Wales average of 81% and in the, “good” category. The number of cases has dropped from the previous year but still creates a heavy and often complex caseload.	

<b>Indicator</b>	<b>16. Average time taken to take positive enforcement action</b>	
<b>“Good”</b>	<b>“Fair”</b>	<b>“Improvement needed”</b>
Target to be benchmarked	Target to be benchmarked	Target to be benchmarked

<b>Authority’s performance</b>	83
The data shows that where it has been resolved to ‘take enforcement action’ it has taken an average time of 83 days. This is a noticeable improvement on previous years showing between 114-148 days.	

## SECTION 6 – SUSTAINABLE DEVELOPMENT INDICATORS

The purpose of the Sustainable Development Indicators is to measure the contribution the planning system makes to sustainable development in Wales.

The Sustainable Development Indicators will be used to measure the progress against national planning sustainability objectives, set out in Planning Policy Wales, and can be used to demonstrate to our stakeholders the role and scope of the planning system in delivering wider objectives. The information will also be useful to local planning authorities to understand more about the outcomes of the planning system and help inform future decisions.

<b>Authority's returns</b>	Data collected for all returns

<b>Indicator</b>	<b>SD1. The floorspace (square metres) granted and refused planning permission for new economic development on allocated employment sites during the year.</b>
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<b>Granted (square metres)</b>	
<b>Authority's data</b>	60,271

<b>Refused (square metres)</b>	
<b>Authority's data</b>	0

<b>Indicator</b>	<b>SD2. Planning permission granted for renewable and low carbon energy development during the year.</b>
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<b>Granted permission (number of applications)</b>	
<b>Authority's data</b>	6

<b>Granted permission (MW energy generation)</b>	
<b>Authority's data</b>	0

<b>Indicator</b>	<b>SD3. The number of dwellings granted planning permission during the year.</b>
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<b>Market housing (number of units)</b>	
<b>Authority's data</b>	3,423

<b>Affordable housing (number of units)</b>	
<b>Authority's data</b>	790

<b>Indicator</b>	<b>SD4. Planning permission granted and refused for development in C1 and C2 floodplain areas during the year.</b>
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<b>Number of residential units (and also hectares of non-residential units) which were GRANTED permission</b>	
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<b>Authority's data</b>	346
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<b>Number of residential units (and also hectares of non-residential units) which were REFUSED permission on flood risk grounds</b>	
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<b>Authority's data</b>	47
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<b>Indicator</b>	<b>SD5. The area of land (ha) granted planning permission for new development on previously developed land and greenfield land during the year.</b>
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<b>Previously developed land (hectares)</b>	
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<b>Authority's data</b>	35
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<b>Greenfield land (hectares)</b>	
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<b>Authority's data</b>	152
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<b>Indicator</b>	<b>SD6. The area of public open space (ha) that would be lost and gained as a result of development granted planning permission during the quarter.</b>
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<b>Open space lost (hectares)</b>	
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<b>Authority's data</b>	21
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<b>Open space gained (hectares)</b>	
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<b>Authority's data</b>	18
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<b>Indicator</b>	<b>SD7. The total financial contributions (£) agreed from new development granted planning permission during the quarter for the provision of community infrastructure.</b>
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<b>Gained via Section 106 agreements (£)</b>	
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<b>Authority's data</b>	7,153,881
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<b>Gained via Community Infrastructure Levy (£)</b>	
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<b>Authority's data</b>	0
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