

# Section 1

## Introduction

This section sets out introductory information, including:

- What is the Local Plan
- What is a Core Strategy
- Key stages in formulating the Core Strategy
- The purpose of this document
- Supporting documents

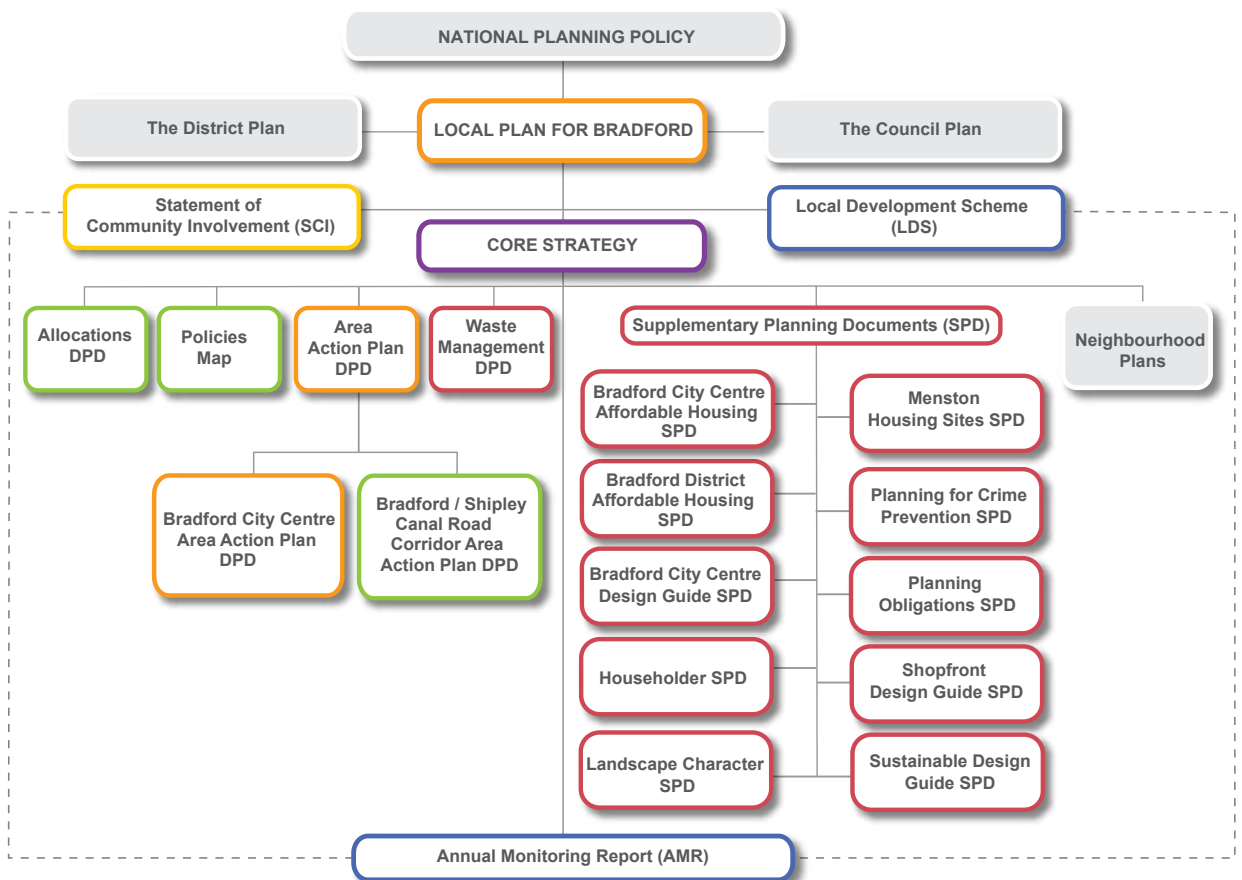
### What is the Local Plan?

- 1.1 **Planning involves making decisions about the future of our cities, towns and countryside – where we work, where we live, where we play and how we are able to get to these destinations. It involves planning ahead to ensure that services, utilities and infrastructure are available where they are needed and attempting to balance different needs and goals ranging from our desire for development, growth and regeneration to our desire to protect and conserve and enhance our built and natural environment. We need to achieve a strategy for sustainable development that meets the needs of the present without compromising the ability of future generations to meet their own needs. Plan making involves the process of combining research and analysis with engagement and consultation with all who have a stake in making our district a great place and in the process producing a framework of policies and proposals to guide future decisions on where development will take place and in what form. Ultimately, plan making is aimed at creating sustainable and vibrant communities and places.**
- 1.2 All Council's are required by law to produce a statutory development plan for their area. The last plan that the Council produced – the Replacement Unitary Development Plan (RUDP) – is still in force but will be gradually replaced by a suite of new plans over the next few years which will together be known as the Local Plan. Bradford's Local Plan will cover the period up to 2030. National Planning Policy Framework (NPPF, March 2012) replaced the term Local Development Framework (LDF) with Local Plan to describe the development plan and also moved away from a series of development plan documents towards a single Local Plan. The NPPF states that additional development plan documents (DPDs) should only be used where clearly justified.
- 1.3 The different documents which the Council intends to produce as part of its Local Plan, are illustrated in Figure 1. Further details of these can be found in the adopted Local Development Scheme (LDS). The Council is preparing a set of Development Plan Documents (as set out in the LDS) rather than one single Local Plan. The justification for this approach is that significant work has already been undertaken to progress the Core Strategy and the other DPDs and the work needed to put in place a single comprehensive Local Plan would delay getting in place an up to date plan for the district if the Core Strategy was paused to wait for the detailed site allocations work to catch up. The Core Strategy will ensure a comprehensive set of up to date planning policies to support development and growth. It will also give some certainty to communities and development industry in particular provide the local planning policy framework for communities that are producing Neighbourhood Plans.
- 1.4 Further details relating to the Local Plan system are provided on the government's Planning Portal <http://www.planningportal.gov.uk> and a full Glossary of Terms and Acronyms can be found in the Appendix 1 of this document.

## What is a Core Strategy?

- 1.5 The Core Strategy is the most important development plan document contained within the Local Plan. This is because it sets the strategy and framework within which all subsequent development plan documents are formulated.
- 1.6 Having assessed the issues facing the district, the Core Strategy includes a spatial vision for how different parts of the district will change. It determines the scale of development required to meet objectively assessed needs and the broad pattern of development to be accommodated and how this growth will be distributed between different areas so that the needs of the community are met in the most sustainable way possible. It also shapes where new employment, retail development, leisure and recreational facilities, transport infrastructure and supporting other community infrastructure are needed. In doing all of this the Core Strategy will work to deliver the priorities of Bradford’s Community Strategy.

Figure IN1: Bradford Local Plan - Family Tree



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1.7 Although the Core Strategy will not identify specific development sites on a plan or define the precise boundaries of the areas to be protected such as green belt and open space it will give sufficient detail to guide how these decisions are made in subsequent development plan documents. It will also include policies, which will be used when making future decisions on whether planning permission for specific schemes will be granted or refused.

1.8 The substantive parts of the Core Strategy, as set out in this document will be structured and comprises of the following elements:

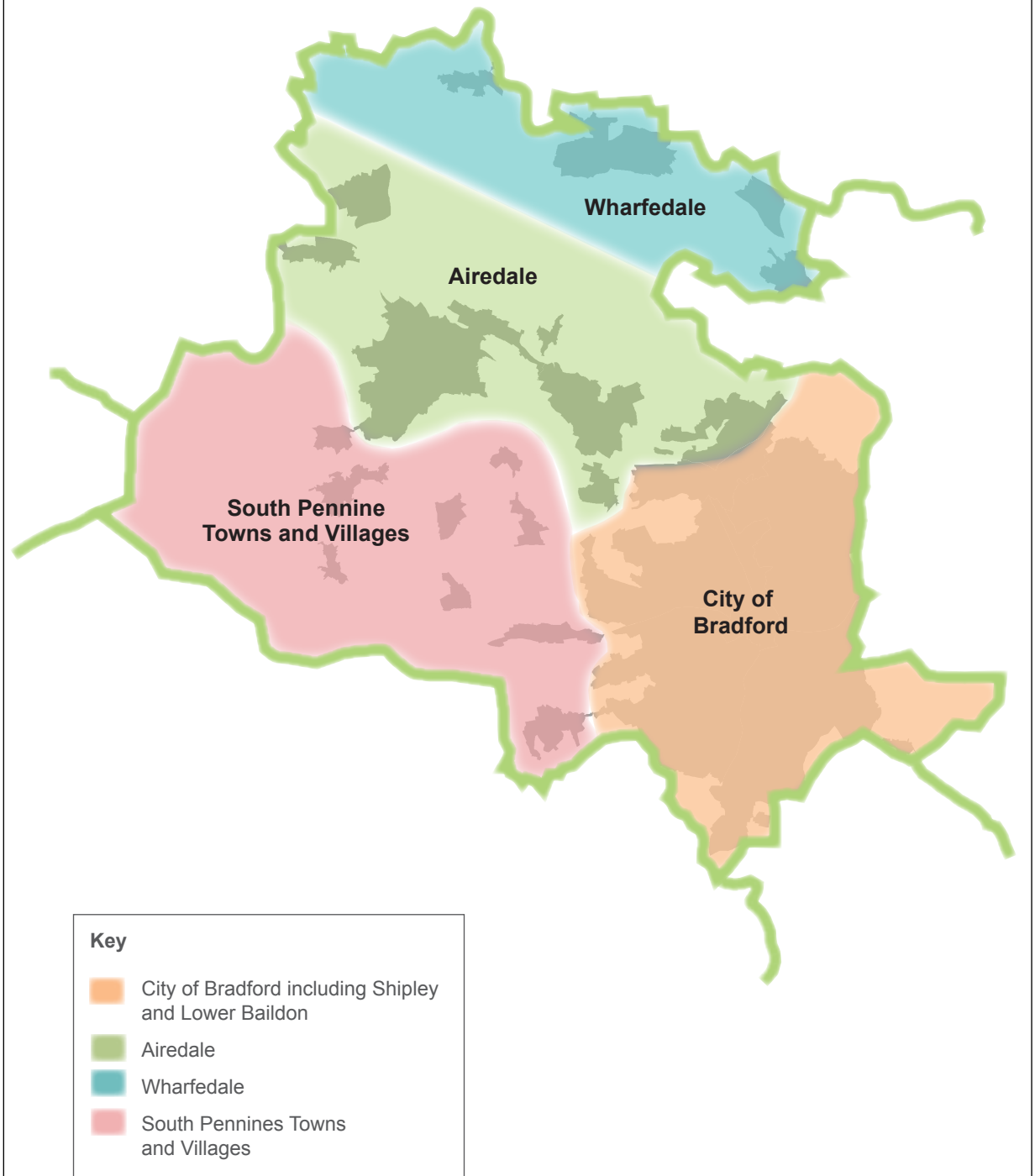
- **Background and Context (Section 2)** - this provides a summary of the key areas of work – evidence and information together with national and regional planning policies and guidance, which have influenced the Core Strategy and the chosen approach within it
- **Spatial vision (Section 3)** - for Bradford District up to 2030
- **Strategic objectives (Section 3)** - designed to achieve the spatial vision
- **A Spatial Strategy (Sections 3 and 4)** - which will help deliver the objectives comprising 2 elements:
  - **Strategic Core Policies** to control development in terms of overall scale, type and location along with transport;
  - **Sub Area Policies (Section 4)** which give more detail on the key priorities and proposals within the different sub areas and settlements;
- **A Key Diagram** which illustrates the spatial strategy.
- **Thematic policies relating to the key topics (Section 5)** - the economy, transport, housing, and the environment
- **Implementation and Delivery Section (Section 6)** showing how different parts of the strategy will be implemented and by whom and the infrastructure needed to support the strategy
- **A Framework for Monitoring (Section 7)** the outcomes of the different policies and strategic objectives.

1.9 There are 2 different ways in which this Core Strategy breaks down the district.

1.10 The spatial vision and the sub area policies relate to 4 areas – the City of Bradford which for the purposes of this strategy also includes Shipley and Lower Baildon; Airedale which includes Bingley, Keighley, Silsden and Steeton with Eastburn; Wharfedale which includes Ilkley, Menston, Burley in Wharfedale and Addingham; and the South Pennine Towns and Villages including Queensbury, Thornton, and Haworth. These ‘Sub areas’ are illustrated in Figure IN2 opposite.

1.11 The plan also includes policies which give directions to the 3 area specific development plan documents which will follow – the Allocations, Bradford City Centre, and Shipley/ Canal Road Corridor DPDs.

Figure IN2: The Core Strategy Sub Areas



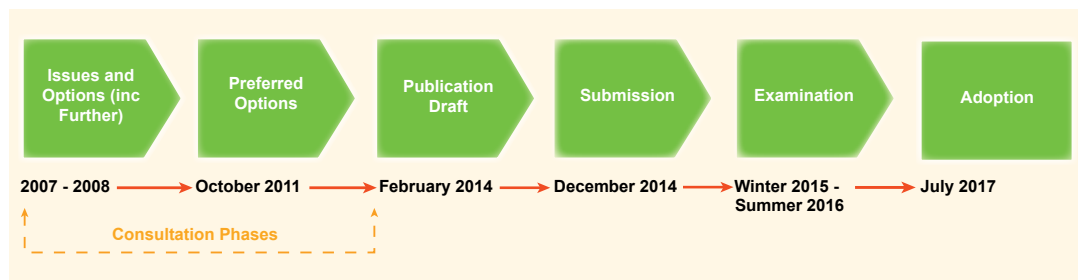
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## Key stages in formulating the Core Strategy

1.12 The process and stages in producing development plan documents such as the Core Strategy are laid down by the Government. They are designed to ensure that by the time the Core Strategy is finalised it has been tested through extensive consultation and involvement of the public and wider stakeholders and all reasonable policy and strategic options have been considered.

1.13 The main stages in the production of a Core Strategy are illustrated in Figure IN3 below.

**Figure IN3: Stages in Producing Bradford's Core Strategy**



1.14 The formulation and production of the Core Strategy reflects the extensive community engagement and consultation carried out at three previous stages and ongoing work with key partners including work to discharge the Duty to Cooperate.

1.15 In February 2007, the Council carried out public consultation on the issues the Local Plan should seek to address and the options to deal with them. A series of eight Topic Papers were published to kick start debate and stimulate discussions.

1.16 Between January and May 2008 consultation on a second document entitled 'Further Issues and Options' was carried out. This second stage was a direct response to the significant changes in the regional policy framework under which the plan was being prepared following publication in September 2007 of modifications to the draft Regional Spatial Strategy. These modifications included a substantial increase in the Districts housing requirement. Whereas the first consultation stage had focused on themes and topics, the second round focused more on developing a spatial vision and included 4 potential options for how development and growth would be distributed across the District.

1.17 A further stakeholder event with local mineral operators was carried out in February 2009 to test the minerals policies and related issues.

1.18 The Core Strategy Further Engagement Draft (CS FED) was issued for public consultation between October 2011 and February 2012. This set out the preferred option including draft policies as well as outlining the options not followed. This was supported by a Sustainability Appraisal (SA) and a range of technical studies which had informed the document and the chosen approach.

- 1.19 Following the publication of the Further Engagement Draft, the Council considered the National Planning Policy Framework (NPPF) issued in March 2012 and undertook updates to technical work including further studies as required to support the Publication Draft.
- 1.20 Information on the previous stages and the consultation and engagement, can be found on the Councils web site and in the supporting Statement of Consultation.
- 1.21 The Core Strategy was approved for submission to the government for examination by the Council in December 2013, which was then followed by its publication for formal representations. The Core Strategy and the representations were submitted to the government in December 2014. The appointed Inspector held hearings in March 2015 into a number of key matters and issues. Following the hearings further changes to the Plan were considered necessary to ensure the Core Strategy would be 'sound' (in line with national guidance, justified, effective and positively prepared) and capable of legal adoption. These Main Modifications were published by the Council in November 2015 for representations. The Inspector held a number of further hearings in May 2016 to consider a limited number of matters raised through the representations to the Main Modifications. A further set of very limited changes were proposed to the Main Modifications following these hearings. The Council received the Inspector's Report in August 2016 which allowed the Council to proceed to adopt subject to a limited set of Main Modifications. Adoption was delayed by the Holding Direction made by the Secretary of State on 10 October 2016. Following withdrawal of the Holding Direction the Council adopted the Core Strategy in line with the Inspector's Recommendation on 18 July 2017.
- 1.22 This document represents the last stage before the Council formally submits the Core Strategy to the Government for Independent Examination in Public (EiP). The Publication Draft will be issued for formal representations for a period of 6 weeks in line with the Government Regulations. At this stage representations are invited on the 'soundness' or otherwise of the plan to be considered by the Examining Inspector appointed by Government. The NPPF sets out the key tests of 'soundness' which are whether a plan is:
- **Positively prepared** – the plan should be prepared based on a strategy which seeks to meet objectively assessed development and infrastructure requirements, including unmet requirements from neighbouring authorities where it is reasonable to do so and consistent with achieving sustainable development;
  - **Justified** – the plan should be the most appropriate strategy, when considered against the reasonable alternatives, based on proportionate evidence;
  - **Effective** – the plan should be deliverable over its period and based on effective joint working on cross-boundary strategic priorities; and
  - **Consistent with national policy** – the plan should enable the delivery of sustainable development in accordance with the policies in the NPPF.
- 1.23 To this end the document, where appropriate, makes reference to key evidence and NPPF compliance issues in support of the approach.

### Supporting Documents

1.24 The Council has published all of the main research and evidence that has been produced and commissioned in support of the Core Strategy. These are detailed in Section 2 and are available on the Local Plan website.

1.25 Other key documents which have influenced and informed the policy decisions in the Core Strategy include:

- **Strategic Environmental Assessment (SEA) and Sustainability Appraisal (SA)**
- **Habitat Regulations Assessment (HRA)**
- **Equalities Impact Assessment (EqIA)**
- **Health Impact Assessment (HIA)**

#### Sustainability Appraisal

1.26 An assessment, known as **Sustainability Appraisal (SA)** incorporating a **Strategic Environmental Appraisal (SEA)** has been undertaken on the Core Strategy during the stages of its preparation. These assessments consider the social, economic and environmental effects of the Core Strategy, and ensure that the plan accords with sustainable development principles.

1.27 At each stage of the plan making process, the options put forward for consideration and debate have been developed, assessed and refined according to sustainability criteria to ensure that they accord with the core principles of sustainable development.

1.28 An Initial Sustainability Appraisal Report was published alongside the Issues and Options papers in February 2007, and a further report was produced in January 2008 to appraise the likely impacts of the four spatial options put forward as part of the Further Issues and Options consultation. A further initial Sustainability Appraisal report was issued in support of the Further Engagement Draft. This also demonstrates in compliance with SEA requirements how the reasonable alternatives to accommodating development have been tested and informed the chosen approach.

1.29 The Sustainability Appraisal (SA/SEA) Report including a non technical summary was made available with the Publication Draft. Updates were produced in support of the main modifications.

#### Habitats Regulations Assessment

1.30 The South Pennine Moors, represented by Rombalds Moor to the north of the district and Haworth Moor to the west of the district have been designated as Special Protection Area (SPA) due to the importance of its breeding bird population. The South Pennine Moors are considered as a significant environmental resource. Designated by the UK Government under the European (EU) Directive for Wild Birds (known as Wild Bird Directive) 79/409, the SPA covers an area of 4295 hectares and is an internationally important site for large breeding number of Merlin (*Flaco columbarius*), golden plover (*Pluvialis apricaria*) and twite (*Carduelis flavirostris*).



1.31 The South Pennine Moors site is additionally designated as a Special Area of Conservation (SAC) under the EC Habitats Directive for habitat types and species identified within Annexes I and II of the Directive.

1.32 Under 'the Habitats Regulations', the Council is required to undertake an Appropriate Assessment of the policies and proposals in the plan, to ensure that these would not lead to adverse effects on the ecological integrity of internationally important habitats or species within or close to the district; particularly in relation to the South Pennine Moors. The assessment concluded that the Core Strategy 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. This has informed several policies as well as distribution and scale of development proposed in order deal with potential adverse impacts.

### Equality Impact Assessment

1.33 The Council has a duty under the Equality Act 2010 to carry out an Equality Impact Assessment (EqIA) for all plans, strategies and proposals in order to eliminate unlawful discrimination, promote equality of opportunity and promote good relations between people of different equality groups. The protected characteristic groups include age, disability, gender reassignment, religion/belief, pregnancy and maternity, sexual orientation and sex; all of which are considered to be at particular risk of discrimination.

1.34 An Equality Working Group was set up during the preparation of the Core Strategy to assess the potential impact of the plan on these various groups.

1.35 An Initial Equality Impact Assessment (EqIA) of the Core Strategy of the Further Engagement Draft was undertaken, particularly of the policies contained within it, this is in order to highlight the potential impact on the identified protected characteristics groups highlighted above. A further addendum EIA has been produced to review the changes and the new policies in the Publication Draft. The Equality Impact Assessment has found that the Core Strategy is not likely to create any adverse impacts upon any of the identified groups. The EqIA reports are available alongside this report.

### Health Impact Assessment

1.36 The Core Strategy has been informed by a Health Impact Assessment (HIA) which is not a formal requirement. The HIA assesses the potential, positive and negative, health impacts of the plan on the population of the District. The Health Impact Assessment has been issued alongside the Core Strategy for information.

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