

City of Bradford Metropolitan District Council

# Replacement Unitary Development Plan

[www.bradford.gov.uk](http://www.bradford.gov.uk)

## Replacement Unitary Development Plan for the Bradford District

Adopted October 2005

# Policy Framework





# Replacement Unitary Development Plan for the Bradford District

Adopted October 2005

## Policy Framework



Alan Mainwaring MSc CEng MICE  
Transportation, Design and Planning Director



# Contents

## FOREWORD

<b>SUMMARY OF POLICIES</b> .....	6
----------------------------------	---

## **PART ONE : STRATEGIC POLICIES**

<b>Chapter 1</b>	<b>Introduction, Trends and Issues</b> .....	11
<b>Chapter 2</b>	<b>Vision and Objectives</b> .....	17
<b>Chapter 3</b>	<b>Principal Policies</b> .....	21

## **PART TWO : DISTRICT WIDE POLICIES**

<b>Chapter 4</b>	<b>Urban Renaissance</b> .....	41
<b>Chapter 5</b>	<b>The Economy, Employment and Tourism</b> .....	53
<b>Chapter 6</b>	<b>Housing</b> .....	67
<b>Chapter 7</b>	<b>Town Centres, Retail and Leisure Developments</b> .....	83
<b>Chapter 8</b>	<b>Transport and Movement</b> .....	107
<b>Chapter 9</b>	<b>Design</b> .....	129
<b>Chapter 10</b>	<b>Built Heritage and the Historic Environment</b> .....	155
<b>Chapter 11</b>	<b>Community Facilities</b> .....	173
<b>Chapter 12</b>	<b>Open Land in Settlements</b> .....	181
<b>Chapter 13</b>	<b>Controlling Development in the Green Belt</b> .....	191
<b>Chapter 14</b>	<b>Natural Environment and the Countryside</b> .....	199
<b>Chapter 15</b>	<b>Natural Resources</b> .....	217
<b>Chapter 16</b>	<b>Pollution, Hazards and Waste</b> .....	235

## **PROPOSALS FOR THE CONSTITUENCY AREAS**

*Part Two also contains Proposals Reports and Proposals Maps for each of the five parliamentary Constituency areas. These are produced as freestanding documents.*

## **APPENDICES (within this document)**

<b>A</b>	<b>Supplementary Planning Guidance</b> .....	254
<b>B</b>	<b>Glossary</b> .....	256
<b>C</b>	<b>Parking Standards</b> .....	262
<b>D</b>	<b>Waste Management Objectives and Targets</b> .....	266
<b>E</b>	<b>The Principal Road Network</b> .....	267
<b>F</b>	<b>Phase 1 Housing Sites</b> .....	268
<b>G</b>	<b>Phase 2 Housing Sites</b> .....	273



# Foreword

The Council has now completed its review of the Unitary Development Plan for the Bradford District. The adopted replacement Unitary Development Plan is a product of an extensive process which engaged a wide range of individuals and groups with an interest in the future of the District including the local community, specialist interest groups, public bodies, and commercial interests. This involved the consideration of many complex issues and the need to address difficult choices. The Plan as adopted has aimed to balance the need to protect the environment, whilst meeting the District's needs, particularly for homes and jobs. In striking this balance it has sought to promote a more sustainable approach to development.

The policies and proposals contained in the Plan provide a framework for ensuring the future economic, social and environmental well being of the District. It should ensure development proposals are in the most sustainable locations and make effective use of land, are of a good quality and contribute to promoting sustainable development within the District.

The Plan will be reviewed over the next 5 years as the Council starts to prepare the Local Development Framework for the District which will replace the UDP. This will provide an opportunity to re-assess the changing development needs of the District and how they are met in a sustainable way, in line with the Council's emerging Vision 2020 refresh and reviewed Community Strategy.



A handwritten signature in black ink that reads "Anne Hawkesworth". The signature is written in a cursive style with a small flourish at the end.

**Councillor Anne Hawkesworth**  
Environment Portfolio Holder

## Summary of Policies

**Policy  
Ref**

**Policy Title**

### Chapter 3 - Principal Policies

UDP1	Promoting Sustainable Patterns of Development
UDP2	Restraining Development
UDP3	Quality of Built and Natural Environment
UDP4	Economic Regeneration
UDP5	Needs of Communities in Appropriate Locations
UDP6	Continuing Vitality of Centres
UDP7	Reducing the Need to Travel
UDP8	Use of Natural Resources and Renewal Energy
UDP9	Management of Pollution, Hazards and Waste

### Chapter 4 - Urban Renaissance

UR1	[Deleted]
UR2	Promoting Sustainable Development
UR3	The Local Impact of Development
UR4	The Sequential Approach to Accommodating Development
UR5	Safeguarded Land
UR6	Planning Obligations and Conditions
UR7A	Mixed Use Areas
UR8	[Deleted]
UR11	Action Areas

### Chapter 5 - Economy and Employment

E1	Protecting Allocated Employment Sites
E2	Protecting Large Employment Sites
E3	Protecting Existing Employment Land and Buildings in Urban Areas
E3A	Office Development
E4	Protecting Existing Employment Land and Buildings in Rural Areas
E5A	Adaptation of agricultural and rural buildings
E5	Farm Diversification and New Employment Uses in Rural Areas
E6	Employment Zones
E7	Storage and Distribution Warehouse Development
E8	New Tourist Facilities
E9	Major Hotels and Conference Facilities
E10	Small Hotels and Guest Houses

### Chapter 6 - Housing

H1	Phase 1 Housing Sites
H2	Phase 2 Housing Sites
H3	Monitoring The Housing Supply
H4	Protecting Allocated Housing Sites
H5	Residential Development of Land and Buildings not Protected for Other Purposes
H6	Non-Residential Development of Existing Residential Uses
H7	Housing Density - Expectation
H8	Housing Density - Efficient Use of Land
H9	Affordable Housing
H10	Affordable Housing - Rural Exceptions



### Chapter 7 - Town Centres, Retail and Leisure

CT1	Development within City and Town Centres and Defined Expansion Areas
CT2	Use of Vacant or Underused Upper Floors of Buildings within City and Town Centres
CT3	Re-use or Development for Residential Purposes within City and Town Centres
CT4	Safeguarding of Arcades and Canopies
CT5	Primary Shopping Areas
CT6	Amenity within City and Town Centres
CR1A	Retail Development Within Centres
CR2A	Areas of Deficiency
CR3A	Small Shops
CR4A	Other Retail Development
CR5A	Specialist Retailing
CL1	Leisure and Entertainment Development within City, Town or District Centres
CL2	Leisure and Entertainment Developments in Expansion Areas
CL3	Leisure and Entertainment Developments outside the City, Town and District Centres

### Chapter 8 - Transport and Movement

TM1	Transport Assessment
TM2	Impact of Traffic and its Mitigation
TM4	Rail Stations
TM5	Railway Lines and Former Railway Network
TM6	Bus Priority
TM7	Park and Ride
TM8	New Pedestrian and Cycle Links
TM9	Protection of Routes
TM10	The National and Local Cycle Network
TM10A	Other Road Users
TM11	Parking Standards for Non-Residential Developments
TM12	Parking Standards for Residential Developments
TM13	On-Street Parking Controls
TM14	Public Parking in City and Town Centres
TM15	Parking Provision Within the Bradford Central Shopping Area
TM16	Private Off Street Parking - Change of Use
TM17	Protection of Car and Coach Parking Outside the City and Town Centres
TM18	Parking for People with Disabilities
TM19	Cycle Parking
TM19A	Traffic Management and Road Safety
TM20	Transport and Highway Improvements
TM21	Rail and Water Freight Facilities
TM22	Lorry Parking
TM23	Aircraft Safety

### Chapter 9 - Design

D1	General Design Considerations
D2	Energy Efficiency and Sustainable Design
D3	Access for People with Disabilities
D4	Community Safety
D5	Landscaping
D6	Meeting the Needs of Pedestrians
D7	Meeting the Needs of Cyclists
D7A	Meeting the Needs of Public Transport Through Design
D8	Public Art

D9	Urban Design in City and Town Centres
D10	Environmental Improvement of Transport Corridors
D11	Gateways
D12	Tall Buildings
D13	Shop Fronts
D14	External Lighting
D15	Advertisements
D16	Telecommunications

#### Chapter 10 - Built Heritage and the Historic Environment

BH1	Change of Use of Listed Buildings
BH2	Demolition of Listed Buildings
BH3	Archaeological Recording of Listed Buildings
BH4	Alteration, Extension or Substantial Demolition of Listed Buildings
BH4A	Setting of Listed Buildings
BH5	Shop Fronts on Listed Buildings
BH6	Display of Advertisements on Listed Buildings
BH7	New Development in Conservation Areas
BH8	Shop Fronts in Conservation Areas
BH9	Demolition Within a Conservation Area
BH10	Open Space Within or Adjacent to Conservation Areas
BH11	Space About Buildings in Conservation Areas
BH12	Conservation Area Environment
BH13	Advertisements in Conservation Areas
S/BH14	Saltire World Heritage Site
BS/BH15	Adwalton Moor Historic Battlefield
BH16	Historic Parks and Gardens
BH17	Local Historic Parks and Gardens
BH18	Development Affecting Class I Archaeological Areas
BH19	Development Affecting Class II or Class III Archaeological Areas
BH20	The Leeds and Liverpool Canal

#### Chapter 11 - Community Facilities

CF1	New School Sites
CF2	Education Contributions in New Residential Development
CF3	Community Uses
CF4	Hospital Development
CF5	Protection of Rural Shops and Community Facilities
CF6	Development of Unallocated Land in Community Priority Areas
CF7	Change of Use of Buildings in Community Priority Areas
CF7A	Built Facilities for Community Sport and Recreation
CF7B	Indoor Sports and recreation facilities

#### Chapter 12 - Open Land In Settlements

OS1	Urban Greenspace
OS2	Protection of Recreation Open Space
OS3	Protection of Playing Fields
OS4	New Open Space Provision
OS5	Provision of recreation Open Space and Playing Fields In New Development
OS6	Allotments
OS7	Village Greenspace
OS8	Small Areas of Open Land in Villages

### Chapter 13 - Controlling Development in Green Belt

GB1	New Building in the Green Belt
GB2	Siting of New Building in the Green Belt
GB3	Settlement in the Green Belt
GB4	Conversion and Change of Use in the Green Belt
GB5	Extension and Alteration of Buildings in the Green Belt
GB6	Replacement Dwellings in the Green Belt
GB6A	Major Developed Sites

### Chapter 14 - Natural Environment and the Countryside

NE1	[Deleted]
NE2	Outdoor Sport and Recreation
NE3	Landscape Character Areas
NE3A	Landscape Character Areas
NE4	Trees and Woodlands
NE5	Retention of Trees on Development Sites
NE6	Protection of Trees During Development
NE7	Sites of International and National Interest
NE8	Sites of Special Scientific Interest
NE9	Other Sites of Landscape or wildlife Interest
NE10	Protection of Natural Features and Species
NE11	Ecological Appraisals
NE12	Landscape and wildlife Enhancement
NE13	Wildlife Corridor Network

### Chapter 15 - Natural Resources

NR1	Safeguarding Resources
NR2	Mineral Extraction - Proposals for New Mineral Workings
NR3	Mineral Extraction - Proposals for Extensions to Existing Mineral Workings or New Workings
NR4	Operational Criteria for Mineral Working
NR5	Aggregate Area of Search
NR6	Aggregate Landbanks
NR7	Aggregate Produced from Recycled Material
NR8	Aggregate Recycling Facilities
NR9	Oil and Natural Gas Exploration
NR10	Peat Extraction
NR11A	Coal Extraction
NR11B	Coal Extraction
NR12	Renewable Energy
NR13	Wind Farms and Turbines
NR14	Agricultural Land
NR15A	Washland
NR15B	Flood Risk
NR16	Surface Water Run Off and Sustainable Drainage Systems
NR17	Groundwater Protection
NR17A	Water Courses and Water Bodies

### Chapter 16 - Pollution Hazards and Waste

P1	Air Quality
P2	Air Pollution
P3	Hazardous Installations
P4	Contaminated Land

<b>P5</b>	<b>Development Close to Former Landfill Sites</b>
<b>P6</b>	<b>Unstable Land</b>
<b>P7</b>	<b>Noise</b>
<b>P8</b>	<b>Waste Management Facilities</b>
<b>P9</b>	<b>Household Recycling Centres</b>
<b>P10</b>	<b>Green Waste Composting</b>
<b>P11</b>	<b>Waste Incineration</b>
<b>P12</b>	<b>Waste Management - Operational Matters</b>
<b>P13</b>	<b>Inert Waste - Landfill</b>
<b>P14</b>	<b>Biodegradable Waste - Landfill</b>
<b>P15</b>	<b>Landfill Operational Matters</b>
<b>P16</b>	<b>Reworking or Disturbance of Old Landfills</b>

# CHAPTER 1

---

## Introduction, Trends and Issues

## 1.0 Introduction

- 1.1 This is the first replacement of the original adopted Unitary Development Plan for the Bradford District. The Unitary Development Plan (UDP) is the statutory Plan the Council produces to fulfil its obligations in the 1990 Planning Act. The Plan is a land use strategy for the District and is the prime consideration when the Council makes decisions on planning applications. It includes policies to guide development and proposals for the use of land to ensure the needs of the districts population for homes, jobs, shopping, recreation etc can be met. The first deposit of the replacement Plan was written in the period up to March 2001. It was rewritten for the revised deposit in the period January to April 2002 in light of the representations made at first deposit and other new information including the finalising of Regional Planning Guidance for Yorkshire and the Humber (RPG12) (now the Regional Spatial Strategy) in October 2001.
- 1.1a The Plan was considered by a Government Inspector at a Public Inquiry held in 2003. Various modifications have been incorporated into the Plan to reflect the Inspector's recommendations. Certain other modifications take account of circumstances which have changed since July 2002. Readers should be aware that , for the most part the Plan's text reflects the situation as it was in July 2002. However since that date , the government has published new national guidance and will continue to do so in future. Readers should therefore read this Plan in conjunction with the latest advice
- 1.1b The adopted Plan comprises the Plan as deposited in July 2002 ( Revised Deposit) but with the approved Post Inquiry Modifications and Further modifications incorporated. The policy and paragraph numbering therefore follows the order of the revised deposit Plan. However, this means that a number of omissions appear in the order of the paragraphs/policies in the adopted text as a consequence of modifications deleting whole paragraphs and policies (eg Policy NE1). There are also a number of additional paragraphs and policies resulting from modifications which are denoted by a paragraph /policy number, followed by an alphabetic suffix (eg new policy on office development is Policy E3A). The Plan consists of the following documents:
- (1) The Policy Framework.
  - (2) Proposals for Bradford North and an accompanying map.
  - (3) Proposals for Bradford South and an accompanying map.
  - (4) Proposals for Bradford West and an accompanying map.
  - (5) Proposals for Keighley and an accompanying map.
  - (6) Proposals for Shipley and an accompanying map.
  - (7) District wide map which provides indicative information for Flood Risk Landscape character areas and Wildlife corridors.
  - (8) Inset maps for the City Centre and the Town Centres of Shipley, Bingley, Keighley, and Ilkley.
- In addition there are several supporting documents:
- (9) An indicative map which accompanies the location strategy in Part 1 of the Plan.
- 1.1 This Policy Framework includes Part One of the Plan, which consists of a written statement of the Council's principal policies for the development and other use of land in the District. This strategy looks forward to 2020 and provides the context for the detailed policies and proposals in Part Two. It has been formulated with regard to current national and regional planning policies, social, economic and environmental considerations, and the resources likely to be available to implement the Plan's proposals.
- 1.2 Part Two, some of which is also in this volume, is in general conformity with Part One, and contains detailed policies and proposals for the development and other use of land, including

the policies which will form the basis for deciding planning applications. These policies and proposals have been formulated to address the District's needs in the period up to 2014 a period of some ten years from the anticipated adoption stage as advised in PPG12. It also contains reasoned justification for the policies and proposals in the Plan, indicating how national and regional policy, and social, economic, environmental, financial and other relevant considerations have been taken into account.

- 1.3 In addition there are five Proposals Reports and Maps showing the location of site specific proposals contained in the Plan and identifying where area specific policies apply. Each Proposals Report and Map relates to one of the five Parliamentary Constituencies in the District. (Bradford North, West and South, Shipley and Keighley). There are also detailed inset plans for the Bradford City Centre and the town centres of Keighley, Shipley, Bingley and Ilkley and 2 District wide maps one illustrating the development strategy and a second providing information relating to Flood Risk, Landscape Character and Wildlife Corridors.
- 1.4 The Plan's policies are distinguished in capital letters.
- 1.5 The content of the Plan is restricted to the Council's powers and responsibilities as the Local Planning Authority. However it also takes into account proposals both from itself as, Minerals Planning Authority, Housing Authority and Highway Authority and those of the Highways Agency (an executive agency of the Department of Transport). The Plan does not include policies or proposals on matters which are not land use related.
- 1.6 Why is the Plan being reviewed now? There are a number of reasons for producing a replacement plan now these include:
- 1.7 Commitments given at the Inquiry into the original plan which led the Inspector to advise the Council to commence an early review of the Plan.
- 1.8 Changes in national policy particularly on housing and new guidance for the Yorkshire and Humber region which require substantial changes to both policies and proposals to take account of national guidance and the strategy in Regional Planning Guidance in particular with respect to housing.
- 1.9 Changes in local circumstances such as the publication of the District's 2020 Vision document and the fall in the number of homes needed in the district.
- 1.10 It is also important to improve links with related strategies particularly.
  - The Local Transport Plan where policies on the location of development in the UDP will affect movement between where we work, live and play.
  - The Joint Housing Strategy because making the best use of existing housing reduces the need to build more.
- 1.11 In order to promote certainty in the Plan the review must start with the existing plan. Then the review examines how the Plan needs to change to address the issues raised above and other matters of importance to the proper planning of the District.
- 1.12a The main tasks for the review include:
  - Review the strategy for accommodating the development needs of the District and protecting our environment.
  - Making proposals for the use of land over the next 14 years (10 years from the target date for adoption as advised in PPG12).

- Test the whole review through a sustainability appraisal to ensure the Plan as a whole makes a positive contribution to the Council's aim of "working towards sustainability"
- 13.13 The report approved by the Executive Committee of the Council on 13th September 2000 set out the broad content and general policy directions of the Plan. The Council's Executive committee then approved on 27th March 2001 the policies and proposals which became the first deposit Plan. In a limited number of cases the final drafting has led to minor changes to the content of the policies and proposals as approved by the Executive this has not changed the intent of the Committee's decisions. The first deposit took place between 27th June and 8 August 2001. Following analysis of the representations made a draft schedule was produced which summarised the content of the representations. Subsequent to the first deposit RPG12 Regional Planning Guidance for Yorkshire and the Humber was finalised. Revisions have now been made to resolve objections, amend drafting errors and address other material considerations such as the final RPG. The Council's Executive Committee considered these revisions on the 28th May 2002, and resolved to place them on deposit. The revised Replacement Unitary Development Plan was published in July 2002. A Public Inquiry was held into the objection from January through to September 2003. The Inspector's Report was published in July 2004. The Council's Executive considered the Inspector's Report in November 2004. Post Inquiry Modifications were published in January 2005, followed by later modifications in July 2005. The Council resolved to adopt the Plan as Modified at Full Council on 18th October 2005.

### **The Plan Making Process**

- 13.14 The Plan has a series of statutory steps which provide opportunity for those affected by the policies and proposals to make representations and have these considered by the Council and, in the case of matters which cannot be resolved, by an independent Planning Inspector appointed by the Government.
- 13.15 As this statutory process has changed since the original plan was produced the steps taken are described in some detail below.

### **First Deposit**

- 13.16 The first public draft of the text of the Plan and the maps showing proposals for areas of protection and development sites. This stage lasts six weeks and provides the first opportunity for formal objections to the Plan

### **Revised Deposit**

- 13.17 Having considered the objections a revised draft of the Plan is produced setting out changes arising from negotiations with objectors to the original draft and any new information eg revised national planning policy. This stage again lasts six weeks and provides an opportunity to object to the revisions but not the original Plan.

### **The Public Inquiry**

- 13.18 Any objections which cannot be resolved by negotiation are then dealt with at a public inquiry presided over by an independent Inspector.

### **Inspectors Report**

- 13.19 The Council receives the report of the Inspector into the objections. This report contains recommendations about each issue in the Plan which has been objected to. The Council must then decide whether to accept each recommendation made in the report. The Council will be open to legal challenge if it rejects without sound planning reasons any recommendations made by the Inspector.



### Modifications

- 13.20 The Plan is then modified to reflect the Inspectors recommendations and the public are consulted for six weeks on the modifications.

### Adoption

- 13.21 If there are not any legal challenges to the Plan it is then finalised.

### Trends and Issues

- 13.22 Although Bradford is a major metropolitan district and part of the West Yorkshire conurbation, it has many unique characteristics. Unlike many metropolitan areas, it is not one of unrelieved development, but a mixture of urban and country areas with distinctive and attractive landscapes. The country areas provide some work through agriculture and mineral extraction, with opportunities for leisure and recreation for all residents of the district and tourists. (See location strategy map for further information on this point.)
- 13.23 Around one third of the District is built up and the population is approaching half a million people. However, the rest of the District, around 220 square kilometres is undeveloped and contains some of the most attractive landscape in the region. The urban areas of the District are comprised of Bradford/Shipley/Baildon, the freestanding towns of Keighley, Ilkley, Bingley and the small towns of Silsden and Queensbury. The rural areas include many villages ranging from the larger ones such as Wilsden and Addingham to small ones including Esholt and Stanbury all of which have very limited remnants of their original agricultural or textile functions but predominantly now serve as commuter settlements of the main employment centres in the District and beyond. These functions give rise to issues such as the future of employment in the villages and high housing costs which prevent local people remaining. The five Proposals Reports describe each area in more detail.
- 13.24 A unique feature of Bradford District is its cultural history. Ever since the early nineteenth century, Bradford and its towns have expanded and grown with successive waves of immigrants from different parts of the world being welcomed into the District. As they stayed and bore families, they have contributed to its cultural diversity and richness. Today, unlike many other metropolitan areas, Bradford has a growing population. The difficult task of the Plan is to ensure that Bradford's unique environment is not lost whilst sensitively planning for the land needs generated by the growing population.
- 13.25 The overall population of the District is expected to rise according to the Council's own population projections from 480,800 to 502,850 by 2021. Like other metropolitan districts Bradford loses population through migration. However, the districts natural increase from births has meant that Bradfords population has grown and as the forecast above shows this is expected to continue.
- 13.26 The major increases will be experienced in the older (40+years) working age group and the elderly population aged 64+years. This growth will generate the need for new development to provide for homes, places of work and other community facilities, like health centres.
- 13.27 As well as the changes in the age groups referred to above there will be growth in the number of households in the District. The trend in the growth in households forecast by the DETR shows a rise from 189,500 in 1996 to 226,200 in 2021. The Council's Joint Housing Strategy 2000-2010 draws on information from more sensitive local household projections produced by the Council. This shows a rise from 190,00 in 2000 to 213,500 in 2020, with the greatest increases in the single person households, followed by larger two parent families, elderly couples and extended families.

- 13.28 Based purely on natural increase, without the effects of new allocations in the Plan being taken account of, population growth would be greatest in the inner areas of Bradford and Keighley, whilst towns like Bingley and Ilkley, and Shipley in particular, would lose population. The lack of land in the inner city to meet all the needs of this fast growing population means that the Plan has had to provide for some of the growth elsewhere. But the newly designated mixed use areas which are predominantly within the inner areas and the increased emphasis on conversion of buildings will increase opportunities in the areas with growing population.
- 13.29 The forecast population growth is compounded by changes occurring in the composition of households. There remains a shortage of general purpose family housing and in particular a demand for large family houses by the Asian population. Furthermore there is a trend towards smaller households reflected in a demand for smaller units by single person and other small households, and for sheltered accommodation by the elderly.
- 13.30 The District continues to face higher than average unemployment, in an economy that is still shifting from its traditional manufacturing base, with unemployment and deprivation concentrated into inner areas and peripheral estates. In 1998 the Districts average unemployment figure was 6.5% compared with UK average of 4.8%. However between 1993 and 1998 the total number of people employed in the district has increased by 7833, a rise of 4%. With the new technologies of electronics, multimedia and biotechnology showing particularly rapid growth, with employment in this sector increasing by 3404 (64%).
- 13.31 There is continuing pressure to change and develop the countryside and urban open spaces at a time when there is growing public concern on environmental issues. There is also increasing demands being placed on sport and recreation provision in the District and active promotion nationally and locally of physical recreation as part of a wider healthy living agenda.
- 13.32 The 2000-2006 Local Transport Plan identifies a number of transport trends. Increasing duration of peak hour traffic conditions, indicating that saturation conditions have been reached on some route. There are also signs of the end of the decline in bus travel in some areas but the decline in cycling and walking continues. For journeys to work West Yorkshire has the second highest use of public transport in a metropolitan area after Tyne and Wear.

# CHAPTER 2

---

## Vision and Objectives

## 2.0 Introduction

- 2.1 In the context of the trends and issues identified above the Plan has to set an overall direction for land use in the District and respond to the Districts 2020 vision. In particular it must respond to the Vision's aspirations for the role of the city in relation to Leeds and the roles set out for Airedale in the local economy and Wharfedale as a place to live and visit.
- 2.2 The Plan needs to address the national agenda for promoting more sustainable development and in particular the advice in PPG12 Development Plans which stresses the importance of Development Plans in making a major contribution to the achievement of the Governments objectives for sustainable development. This approach is supported in the final approved Regional Planning Guidance for Yorkshire and the Humber which states in Policy S1 that Development Plans should be designed to achieve sustainable development and Local Authorities are encouraged to carry out sustainability appraisals or their plans.

### Aim and Objectives

- 2.3 The aim of the Plan is to:

- Devise a Plan which will promote a more sustainable district.

This is defined in PPG1 paragraph 4 as to ensure that development 'meets the needs of the present without compromising the ability of future generations to meet their needs'.

- 2.4 To provide a framework for delivering this aim a series of objectives have been devised which in turn shape the development strategy formed by the principle policies and location strategy.

- 2.5 The objectives are as follows.

- To maximise the potential for the built up areas to meet the development needs of the District.
- To promote the conservation and improvement of the built and natural environment.
- Improve the quality of the built environment through a high standard of design in buildings, streets, public spaces and neighbourhoods, which respects local distinctiveness.
- To ensure the provision of adequate housing and community facilities to meet the districts needs.
- To help promote economic success.
- To provide a location strategy for accommodating development and ensuring environmental protection in a way which promotes access to services and minimises dependence on the private car.
- To manage the use of the District's natural and renewable resources including energy efficiently and with care.
- To help ensure pollution and waste are minimised and managed efficiently.

### Sustainability Appraisal

- 2.6 The government advises that local authorities should consider the environmental, social and economic impacts of their development plan. PPG12 recommends that the best way to do this is through a Sustainability Appraisal (SA). This approach is supported in the final approved Regional Planning Guidance for Yorkshire and the Humber which states in Policy S1 that *“Development Plans ...should be designed to achieve sustainable development and Local Authorities ....are encouraged to carry out sustainability appraisals or their plans...*

The aim of an appraisal is to ensure that sustainable development principles as defined in paragraph 2.3 are integrated into the development plan and the policies and proposals together with their impacts on sustainability are properly assessed and taken into account in the preparation of the Plan.

- 2.7 The Replacement Plan has been subject to a full sustainability appraisal as part of its preparation in line with government advice. The methodology used was based on advice from DETR, good practice in other development plans and the appraisal framework developed for the review of Regional Planning Guidance. It was also subject to external consultation and validation.
- 2.8 Sustainability Appraisal of the policies contained in the Plan has been carried out at three key stages. Firstly, the policies in the existing UDP were appraised. Secondly, initial drafts of new and revised policies were appraised. Thirdly, the final policies were appraised. By using this iterative process, the policies have been progressively refined.
- 2.9 The site proposals contained in the Plan were appraised to determine their overall sustainability, which together with other considerations, informed site selection and the phasing of housing sites (see paragraph 3.7).
- 2.10 A background document explaining the methodology and summarising the outcome of the appraisal of policies and proposals was published as a supporting document to the first deposit of the replacement Plan. A supplementary report set out the appraisal of new policies and proposals and significant changes to policies and proposals contained in the revised deposit. This was published as a supporting document to the revised deposit Plan.



# CHAPTER 3

---

## Principal Policies

## 3.0 Introduction

- 3.1 The Plan's Development Strategy seeks to deal with the implications of the planning issues facing the District in the context of the requirements of National and Regional Planning Guidance (Now RSS).

Subsequent to the first deposit of this replacement UDP revised PPG13 Transport has been finalised as has a new PPG25 on Flood Risk and RPG12 Regional Planning Guidance for Yorkshire and the Humber has been finalised. The Plan Strategy has been revised to reflect these national and regional changes.

- 3.2 The Plan's Development Strategy is comprised of two main elements:-

The Plan's Principal Policies as listed below. (Detailed policies and proposals in Part Two of the Plan translate the Principal Policies into action through the Development Control function of the Council as Local Planning Authority).

- 3.3 A location strategy which indicates in broad terms how development is to be accommodated.

## Principal Policies

### Sustainable Patterns of Development

- 3.4 The aim of the Plan is to promote a more sustainable District and a key aspect of this is patterns of development. Advice from the Government in PPG12, PPG13 and PPG3 all stress the importance of promoting more sustainable locations for development. This approach is carried into RPG which has also explored the potential of the regions urban areas to accommodate development needs, these being generally more sustainable locations. Policy P1 Strategic Patterns of Development in RPG sets out the principles which guide development into more sustainable locations.

- 3.5 In preparing the replacement Plan the Council has had regard to emerging Government thinking on Urban Capacity and has drawn on the study of regional urban potential undertaken by Baker Associates in 1998. A number of activities have been undertaken to examine the potential of the District's urban areas and well located smaller settlements to accommodate development particularly housing. These include a vacant land study, an independent examination of conversion potential and examination of the likely trends in infill and windfall provision. A background paper on this work has been published as a supporting document (reference Background Document No:3 Urban Capacity in the Bradford District) to the deposit of the replacement plan.

### Promoting Sustainable Patterns of Development

- 3.6 This first Principal Policy sets out where development should be located. It should be read in conjunction with the second Principal Policy which sets out areas of restraint where development should not be located and the explanation of the location strategy which follows on from the principle policies.
- 3.7 One important tool in promoting sustainable patterns of development is the phasing of development sites on the basis of their relative sustainability. Its application to housing provision is supported in PPG3 Housing and RPG by Policy H2. The Plan should ensure sites in more sustainable locations come forward first. Therefore the identified supply of housing sites is phased into three stages. Sites for immediate development, sites for the second half of the time period of part 2 of the Plan i.e. between 2009 and 2014, and sites



held back beyond the period planned for in part 2 i.e. beyond 2014. Decisions on the phasing of individual sites have been made using the location strategy and the findings of the Sustainability Appraisal of sites (see Background Document No:2 Sustainability Appraisal). Where appropriate local circumstances for example major physical constraints have also been taken into account. The phasing of identified sites also takes account of the examination of the urban capacity of the District and the contributions from the other components of the housing supply. This has led to the holding back of less sustainable greenfield sites to help promote reuse of brownfield sites and buildings in more sustainable locations.

### **POLICY UDP1**

#### **THE LOCATION OF DEVELOPMENT TO MEET THE NEEDS OF THE DISTRICT WILL BE MADE BY:**

- (1) FOCUSING ON THE URBAN AREAS**
- (2) ENCOURAGING THE MOST EFFECTIVE USE OF BROWNFIELD SITES AND BUILDINGS**
- (3) CONCENTRATING DEVELOPMENT IN AREAS WITH GOOD PUBLIC TRANSPORT LINKS**
- (4) CONCENTRATING DEVELOPMENT IN AREAS WITH PROXIMITY TO ESSENTIAL AND WIDER FACILITIES AND SERVICES**
- (5) PHASING THE RELEASE OF LAND FOR HOUSING DEVELOPMENT**

- 3.7a Criterion 1 to 4 relate to the guidance in RPG12 Policy P1 which sets out location principles. UDP1 takes its definition of urban areas (see paragraph 3.86) from the one used in the adopted plan. Minimising the need for greenfield development and re-using suitable brownfield sites and buildings are also embodied in P1 and in PPG3. RPG and PPG13 also give priority to locating development in locations accessible by a range of transport modes and in public transport corridors, this is reflected in Criterion 3. Criterion 4 reflects one of the principles of sustainable development that of minimising the need to travel to access services and facilities. Sites have been carried forward from the adopted UDP. The housing and employment sites which did not have an extant permission were re-examined through a Sustainability Appraisal. Where sites performed particularly poorly in the sustainability appraisal they were not included as proposed development sites.
- 3.8 This policy sets out the guiding principals behind the location strategy and frames the policies in part 2 of the Plan which give effect to the location strategy as it guides individual developments. These policies are largely found in the Urban Renaissance, Housing, Centres and Transport and Movement Chapters.

#### **Restraining Development**

- 3.9 Areas of restraint can be broadly defined and serve a strategic function such as the green belt but at the local level there are small areas which fulfil important functions such as providing a place for children to play.
- 3.10 Within the built up areas there exists a range of open spaces of significant amenity and recreational value. These 'urban greenspaces' have a variety of functions and uses and are of various sizes. Collectively they make an important contribution to the quality of urban life by helping to break up the otherwise heavily built up urban areas, introducing 'breathing space' in the urban form and green areas for people to see and enjoy, and

creating wildlife habitats. Their retention helps to prevent 'town cramming'. In addition many of these greenspaces are used for either formal sport or for more passive forms of recreation which are important for exercise and contribute to a healthy lifestyle.

- 3.11 The Government in its Planning Policy Guidance Note 17 on 'Sport and Recreation' attaches great importance to the protection of such greenspaces, recognising that once built on they are likely to be lost to the community forever.
- 3.12 The countryside of the District is one of its greatest assets. Whilst Bradford is a major city, with other substantial towns in the District, two thirds of the area is rural with moorland and attractive valleys surrounding and penetrating into the urban areas. The quality of Bradford's countryside contributes to the overall quality of life in the Bradford District and play's its part in attracting inward investment, as outlined in the Council's "2020 Vision". The Council shares the Countryside Agency's vision for the countryside, as set out in the Agency's strategy, "*Towards Tomorrow's Countryside*" (2001).
- 3.13 The Council received clear advice from the Inspector who considered the objections to the first UDP to review the Green Belt. He advised the Council to review the green belt with the aim of determining a long term boundary as part of the review of the UDP. At the time of preparing the review the then emerging new Regional Planning Guidance offered advice on circumstances where a local review may be necessary. The Council has conducted a review and considered whether exceptional circumstances exist which require changes to be made to the extent of the green belt. The Council is satisfied that there is not a general need to remove land from the green belt to meet the development needs of the District within this Plan. There is in a limited number of circumstances need to revise the boundary where it is not clearly defined on the ground and where previous decisions taken in exceptional circumstances have made the green belt boundary obsolete.
- 3.13aa However, PPG2 states that when local planning authorities prepare new or revised plans, any proposals affecting Green Belts should be related to a time-scale which is longer than that normally adopted for other aspects of the plan and that they should satisfy themselves that Green Belt boundaries will not need to be altered at the end of the plan period. The PPG does not specify what this timescale should be. This replacement plan has a plan period running to 2014 and a Green Belt which will be robust until 2021 and probably beyond. However the Inspector who presided over the inquiry into objections to this replacement plan recommended that the Green Belt boundary established in this Plan should endure until 2026 and that a post inquiry green belt review should be undertaken to identify the deletions to the Green Belt necessary to achieve this. While rejecting this recommendation, the Council considers that its first Local Development Scheme should give a high priority to producing a Development Plan Document to address the extent of the Green Belt. The Scope and timing of this document will be considered in the Local Development Scheme. Its content will be informed by the emerging Regional Spatial Strategy and the Council's Urban Capacity Study.
- 3.13a The Governments policy as set out in Planning Policy Guidance Note 25 'Planning and Flood Risk' is to reduce as far as practical, the risk to people and the developed and natural environment from flooding. The guidance states that building in functional floodplain should be wholly exceptional and limited to essential infrastructure. Washlands are principally areas of functional floodplain and provide a basis for the consideration of development proposals, subject to consultation with the Environment Agency. PPG25 indicates that where there are extensive areas of high-risk zones and sites in lower risk zones are not available, particular attention should be given to design and mitigation measures. A risk based approach should be adopted when assessing proposals within or affecting flood risk areas, defined by the indicative flood plain maps produced by the Environment Agency. The proposals in the Plan have been developed in consultation with the Environment Agency and this included advice from the Agency on flood risk.

**POLICY UDP2**

**AREAS OF RESTRAINT FROM DEVELOPMENT IN THE COUNTRYSIDE AND THE BUILT UP AREAS ARE DEFINED THROUGH:**

**(1) THE GENERAL EXTENT OF THE GREEN BELT AND EXCEPTIONALLY;**

**THROUGH MAKING A SIGNIFICANT ADDITION TO THE GREEN BELT THE NORTH OF ADDINGHAM TO CONTROL THE EXTENT OF THE VILLAGE,**

**AND**

**THROUGH CHANGES TO THE GREEN BELT DETAILED IN THE PROPOSALS REPORTS.**

**AND**

**(2) THE COUNTRYSIDE WHICH TOGETHER WITH URBAN AND VILLAGE GREENSPACES, HAVE AN AMENITY, RECREATIONAL OR NATURE CONSERVATION VALUE TO THE COMMUNITY WHICH ARE PROTECTED AND ENHANCED FOR THEIR OWN SAKES AND FOR PUBLIC ENJOYMENT.**

**(3) THE EXTENT OF WASHLAND AND THE INDICATIVE FLOODPLAINS.**

- 3.14 These principals are carried through into part 2 of the Plan in the Chapters covering Open Land in Settlements, Development in the Green Belt, the Natural Environment and Natural Resources.

### **The Quality Of The Built And Natural Environment Including Sustainable Design**

- 3.15 In addition to the strategic considerations of sustainable development set out above there are matters of equal importance which affect individual developments. In particular design as it affects matters such as resource consumption, impacts on the Districts extensive built and natural heritage and the value the Districts 2020 Vision attaches to the quality of the local environment. The government places significant value on these matters and stresses their importance to the Development Plan in PPGs 9,15 and 16. However, the Plan can only deal with some aspects of the built and natural heritage as other legislation plays an important role in promoting and safeguarding these assets.

**POLICY UDP3**

**NEW DEVELOPMENT WILL NEED TO ENSURE THAT THE QUALITY OF THE BUILT AND NATURAL ENVIRONMENT IS MAINTAINED AND WHERE PRACTICAL IMPROVED. IN PARTICULAR DEVELOPMENT SHOULD:**

**(1) PROMOTE SUSTAINABLE DESIGN AND ENSHRINE THE PRINCIPLES OF GOOD URBAN DESIGN**

**(2) MAINTAIN OR ENHANCE HERITAGE ASSETS, ENVIRONMENTAL RESOURCES AND BIODIVERSITY.**

**(3) MAINTAIN OR ENHANCE THE CHARACTER OR QUALITY OF THE ENVIRONMENT.**

- 3.15a In Criterion 1 sustainable design refers to matters which can be influenced or controlled through the planning system such as drainage and design to maximise solar gain. Heritage assets include listed buildings, conservation areas and historic parks and

gardens. Environmental resources and biodiversity includes aspects of the districts natural environment whose loss or damage would diminish the sustainable qualities of the District. The character and quality of the environment refers to the Districts landscape and townscape and features within these.

- 3.16 These principals are carried through into Part 2 of the Plan largely in the Chapters of Design, Built Heritage and the Natural Environment. Though matters concerning the character and the quality of the local environment are also found in the Urban Renaissance, Pollution, Hazards and Waste Chapters.

### **Promoting Economic Regeneration**

- 3.17 One of the key aims for the district, outlined in the 2020 Vision document launched by Bradford Congress in April 2000, is to achieve a prosperous, well diversified local economy with particular strengths in the new technology, financial services and cultural industries. The Unitary Development Plan can help achieve this objective by providing development land in attractive locations, particularly for fast growing local companies on which the future prosperity of the district depends. However in doing this it needs to ensure the prosperity is founded on the principles of sustainable development and the Plan in particular should ensure economic activity takes place in sustainable locations as articulated in Policy E4 of RPG.

#### **POLICY UDP4**

**TO PROMOTE ECONOMIC REGENERATION AND CREATE THE CONDITIONS TO SUPPORT ECONOMIC GROWTH AND EMPLOYMENT OPPORTUNITIES FOR ALL THROUGH THE PROVISION OF LAND AND APPROPRIATE REUSE OF BUILDINGS IN SUSTAINABLE LOCATIONS PREDOMINANTLY WITHIN THE EXISTING BUILT UP AREAS.**

- 3.18 These principals are carried through into Part 2 of the Plan in the chapters of Economy and Employment, and Centres.

### **Meeting the Needs of Communities**

- 3.19 A home and adequate community provision are vital to the well being of the District. The provision of homes is the largest consumer of land for development in the District.

#### **Homes**

- 3.20 The government advises in PPG3 that the development plan should look to Regional Planning Guidance when considering the scale of provision of homes.
- 3.21 Regional Planning Guidance for Yorkshire and the Humber (RPG12) was published in its final form in October 2001.
- 3.22 Policy H1a) of RPG12, covering the distribution of housing, states that "Development Plans should include appropriate policies and proposals so as to achieve the annual average additions to the housing stock set out in Table H1 over the period 1998 to 2016". The target for the Bradford District set out in this table is an annual average of 1390 homes.

Paragraphs 3.23 to 3.36 [Deleted]

### Community Provision

- 3.37 Other aspects of community provision are more difficult to plan for as needs are less readily quantified. The provision of schools has largely been resolved by the Councils recent education re-organisation. Therefore the Plan provides flexibility to accommodate unforeseen community needs
- 3.38 With regard to recreation provision deficiencies exist, both in parts of the inner urban area, which are particularly densely built up, and in some of the suburban areas. The Council aims to remedy those deficiencies whenever resources and circumstances permit and ensure new areas of deficiency are not created.

#### **POLICY UDP5**

##### **PROVIDE FOR THE NEEDS OF THE COMMUNITIES IN APPROPRIATE LOCATIONS INCLUDING**

- (1) MAKING PROVISION TO ENSURE THE DEVELOPMENT OF AN AVERAGE OF 1390 HOMES PER YEAR OVER THE PLAN PERIOD**
- (2) ENSURING THE WIDE RANGING HOUSING NEEDS OF THE COMMUNITY ARE MET**
- (3) ENSURING OTHER SOCIAL PROVISION SUCH AS HEALTH AND EDUCATION IS MADE**
- (4) MAKING PROVISION TO MEET THE DISTRICTS LEISURE AND RECREATION NEEDS INCLUDING PLAYING FIELDS AND CHILDREN'S PLAY**

- 3.39 These principals are carried through into Part 2 of the Plan in the chapters of Housing, Community, Facilities and Open Land in Settlements.

### Promoting the Vitality and viability of Centres

- 3.40 Government planning policy in PPG6 places great importance on the strength of city and town centres as a sustainable focus for investment activity and cultural exchange. Promoting the City and town centres as the main focus of activities is supported by the increasing emphasis on the implementation of Local Agenda 21 and changes in transportation strategy outlined in the Transport White Paper (1998) and the Urban White Paper (2000).
- 3.41 The Urban Task Force Report in July 1999 "*Towards an Urban Renaissance*" reported on a range of initiatives to stimulate the renaissance of towns and cities.
- 3.42 These principles are developed in approved Regional Planning Guidance. The District's 2020 Vision recognises the importance of centres to the economic health and attractiveness of the District.

#### **POLICY UDP6**

##### **TO SUSTAIN AND ENHANCE THE VITALITY AND VIABILITY OF CENTRES, THROUGH PROMOTING THEIR ROLE AND GIVING SEQUENTIAL PREFERENCE TO MEETING RETAIL, LEISURE AND OFFICE DEVELOPMENT NEEDS WITHIN CENTRES**

- 3.43 These principals are carried through into Part 2 of the Plan in the Centres chapter.

### Reducing the Need to Travel

- 3.44 The 1998 Transport White Paper is concerned with integration. This it defines as: *“integration within and between different types of transport to make connections work; between transport and environment policy for a better environment; with land use planning to reduce the need to travel; and between transport and our policies on education, health and wealth creation so that transport helps make a fairer, more inclusive society”*.
- 3.45 PPG12 stresses the role of development plans in integrating transport and land use policies. The development plan strategy should underpin the land use issues arising from the implementation of a Local Transport Plan. Development plans should include specific policies and proposals on the overall development of the transport network and related services.
- 3.46 PPG13 aims to promote more sustainable transport choices and reduce the need to travel, especially by car. It stresses those strategies in the development plan and the transport plan should complement each other and that consideration of development plan allocations and local transport investment and priorities are closely linked.
- 3.47 Accordingly UDP7 sets out the principle considerations with regard to land use and transport. These principles are also reflected in the location strategy and UDP1 Sustainable patterns of development which addresses how the location of development can reduce the need to travel particularly by the private car.

#### **POLICY UDP7**

#### **REDUCE THE IMPACT OF TRAVEL BY:**

#### **(1) MANAGING THE GROWTH OF TRAFFIC AND MINIMISING ITS IMPACT ON COMMUNITIES AND THE ENVIRONMENT.**

#### **(2) PROMOTING IMPROVED ACCESSIBILITY THROUGH ENABLING THE USE OF PUBLIC TRANSPORT, CYCLING AND WALKING AND REDUCING THE DEPENDENCY ON THE PRIVATE CAR**

- 3.48 These principals are carried through into Part 2 of the Plan predominantly in the Transport and Movement chapter but also in Urban Renaissance and other chapters where the nature of development raise particular transport and movement issues such as is the case with mineral extraction and waste processing.

### The Sustainable Use of Natural Resources

- 3.49 The District has a range of natural resources and this policy sets out the principals which are applied in the range of policies which concern natural resources.
- 3.50 Minerals are important national resources providing essential raw materials for building and industrial purposes. Minerals can only be worked where they occur and mining operations, because of their scale, duration and location, often have a greater impact on the environment than other forms of development. However once extraction has ceased there is potential in the sites to create through restoration such assets as areas of ecological value and sport and recreation opportunities.
- 3.51 The Council is the Minerals Planning Authority (MPA) for the Bradford District. The MPA must ensure that there is a sufficient and sustainable supply of minerals to meet the demands of the construction industry for the life of the UDP whilst at the same time protecting the environment from damaging development. Government guidance on meeting these objectives is set out in Minerals Policy Guidance Notes (MPG), some

advice is also provided by Regional Planning Guidance for Yorkshire and the Humber to 2016 (RPG12) October 2001.

- 3.52 Renewable electricity generation technologies which make use of the District's natural resources, produce no or result in lower greenhouse gas emissions, can make an important contribution to meeting requirements for future greenhouse gas reduction commitments. Locally the Council supports the exploitation of renewable energy in addressing climate change, and has included a commitment to promote them in Bradford's '2020 Vision'. This states that the District will have an economy which utilises renewable energy resources to make it cleaner and less dependant on scarce resources.
- 3.53 Government guidance on renewable energy is set out in Planning Policy Guidance Note 22. This emphasises the importance of balancing the need for the generation of energy from renewable sources with the impact of a proposed development on the local environment.
- 3.54 The quality of the water environment another significant natural resource is a major concern of the Council and within the planning powers available it will seek to protect and where possible improve the quality of the District's rivers, streams, groundwater, lakes and ponds etc. Development has the potential to cause major water pollution problems.

#### **POLICY UDP8**

#### **ENCOURAGE THE SUSTAINABLE AND EFFICIENT USE OF THE DISTRICT'S NATURAL RESOURCES AND THE DEVELOPMENT OF RENEWABLE ENERGY RESOURCES**

- 3.55 These principals are carried through into Part 2 of the Plan in the chapter Natural Resources.

#### **Management of Pollution Hazards and Waste**

- 3.56 Concern over the quality of the environment has increased significantly in recent years and has become a key quality of life issue. In particular the need to improve the management of waste and improve the quality of our air.
- 3.57 A clean and healthy environment is a key element of sustainability. The Council is concerned to ensure that developments, due to their nature or location, do not endanger public health and safety, or cause a significant nuisance to the public.
- 3.58 The land use implications of the management of Waste is the responsibility of Bradford Council as the Waste Planning Authority (WPA). There has been a dramatic change in waste management policy over the last few years, which has culminated in new European Directives, Government policy and Guidance Waste Strategy 2000 and PPG 10 set out the governments requirements for planning authorities. Authorities must also consider both the Regional waste Management Plan and the Council's own framework document for it's Municipal Waste Management Strategy. Both these documents are currently under production.

#### **POLICY UDP9**

#### **CONTRIBUTE TO THE MANAGEMENT OF POLLUTION, HAZARDS AND WASTE THROUGH RELEVANT CONTROL MEASURES RISK MINIMISATION AND THE ENCOURAGEMENT OF REUSE AND RECYCLING.**

- 3.59 These principals are carried through into Part 2 of the Plan in the topic on Pollution Hazards and Waste.

### Location Strategy

- 3.60 The second element of the development strategy of the Plan is the location strategy. This is guided by national planning guidance, regional planning guidance and local policy considerations.

### National Policy Context

- 3.61 The national policy context for the location strategy is drawn from Planning Policy Guidance Notes in particular PPG12 'Development Plans', PPG3 'Housing' and PPG13 'Transport' (and the draft revised PPG13 which was about to be finalised at the time of writing the first deposit). There is little to be gained from repeating the content of the relevant PPG's which has guided this part of the Plan but to aid the reader attention is drawn to the following paragraphs.

PPG12 paragraphs 3.8, 5.4 and 5.6

PPG13 paragraphs 3, 4, 6, 9, 14, 20, and 21

PPG3 paragraphs 21, 28, 30, 65, 67, 69 and 70

### Regional Policy Context

#### Approved Regional Planning Guidance

- 3.62 [Deleted]
- 3.63 Draft new Regional Planning Guidance has been progressed in parallel with the Plan. At this point the most recent advice is that found in the final version as approved by the Secretary of State. The first deposit of the Plan was informed by the Panel report as the Secretary of States response to the Panel published on 9th March 2001 had not been able to be taken into account.
- 3.64 Draft new Regional Planning Guidance as deposited in Autumn 1999 included the following advice on location of development in Section 4 Regional Spatial Strategy Paragraph 4.12.
- 3.65 Where development needs cannot be met within existing urban areas there may be potential for linking new and existing provision for housing employment and transport in 'development corridors'. See Policy P1 of the draft RPG for full explanation.
- 3.66 The EIP Panel recommended a strengthening of the spatial strategy and have made proposals to revise Policy P1 the key policy on location. This sets out a sequential approach.
- Suitable previously developed land
  - Alternative use of allocated land
  - Re examination of green belt in order to achieve sustainable patterns of development
  - Development corridors - identifying accessible nodes for development]
- 3.67 The Panel also recommend more clarity in the approach to identifying what constitutes an urban area in the sequential approach to housing sites introducing a revised policy H2 which articulates the site search sequence.
- 3.67a The Secretary of States final approved RPG 12 does not make any significant changes to policy P1 which sets the principles for the location of development. The Plan's strategy reflects that guidance. Further explanation of this can be found in the sections below



which deal with the location of housing, employment, the role of centres and defining areas of restraint.

- 3.68 In addition the Regional Transport Strategy and Yorkshire Forwards Regional Economic Strategy both published in 1999 have an effect on the UDP. The transport strategy has been integrated into the RPG and the investment priorities set out in the economic strategy are reflected in the RPG.

### Local Policy Context

- 3.69 The Council and its partners produced under the auspices of the Bradford Congress a vision for the future of the District "The 2020 Vision". This is an important local consideration in developing the location strategy. It sets out a future for three distinct geographic areas as follows: -
- Bradford's economic future is inextricably linked to its relationship with Leeds. Plan for greater interaction between Bradford and Leeds.
  - There is potential to develop an 'economic' and residential corridor in the Aire valley utilising the growth potential of the digital industries.
  - The Wharfe valley has a clear role in providing a quality housing location and providing for tourism.
  - The city centre will be the natural focus for Bradford's cultural life and a desirable place to live and work.

### The Local Transport Plan

- 3.70 The West Yorkshire Local Transport Plan 2001-2006 (LTP) plays an important role in developing the location strategy and the replacement UDP complements the LTP.
- 3.71 The approved West Yorkshire LTP includes an explanation of its land use context. This draws on draft RPG and the current adopted development plans and looks beyond 2006 the end of the current LTP.
- 3.72 The LTP also provides a yardstick by which to judge access to high quality public transport through its rail network and its high frequency bus network. These are illustrated in the Location Strategy Plan which shows 800m radii around existing and proposed railway stations and the quality bus corridors, at April 2001. The quality bus corridors are formed by the 400m radii around stops where services operate, either singly or collectively, at a 10 minute frequency between 7am and 6pm, Monday to Friday. The services are provided by the main operators within the District, on an 'arrive and go' basis.
- 3.73 The main features of the distribution of development set out in the LTP as they apply to Bradford district are: -
- the concentration of development within the existing urban area and related to corridors with the potential for improvements to public transport;
  - making best use of previously developed land in the urban area;
  - increasing the intensity of development;
  - linking development to improvements in public transport, cycling and walking;
  - preventing sporadic development in locations difficult to serve by public transport;
  - providing for sustainable links between homes, jobs and services.
- 3.74 These key elements represent criteria against which proposals for new development will be considered. This will have the following major consequences for the distribution of development in West Yorkshire:

- the continued consolidation and intensification of the main urban area comprising the built up areas of Leeds, Bradford and the Heavy Woollen District;
- intensification of functional links between major centres in the urban areas serviced by improved public transport;
- transport corridors between the main urban centres which are served by rail (such as those between Leeds and Bradford and Leeds and Huddersfield) will be potential locations for new development;
- development proposals on open land outside the urban area in the West Yorkshire Green Belt will be resisted (Other than in exceptional circumstances new development will be within existing settlements);
- city and town centres of Leeds, Bradford, Huddersfield, Wakefield and Halifax will be the main locations for new retail and leisure development;

3.75 Though Chapter 18 of the LTP Longer Term Plan Development has a longer time frame of around 10 years this does not equate to the time frame of the UDP location strategy which looks beyond 2016 and will help shape future LTP's (further detail on the reasons for the timescale of the location strategy is found in the next section).

### **The Replacement Plan Location Strategy**

3.76 The aim and objectives of the replacement plan location strategy is derived from the overall aim of the Plan and relevant objectives. These are: -

- Devise a Plan which will promote a more Sustainable District.

An explanation of the purpose of this aim and the reasons for including it in the Plan is given at the start of Chapter 2 which deals with Vision and Objectives.

3.77 The following specific objectives which are drawn from the overall framework of objectives for the Plan (described in Chapter 2), provide the context for to the location strategy.

- To maximise the potential for the built up areas to meet the development needs of the District.
- To provide a location strategy for accommodating development and ensuring environmental protection in a way which promotes access to services and minimise dependence on the private car.
- To help ensure pollution and waste are minimised and managed efficiently.

3.78 The time scale of the location strategy accords with the overall time scale of the Plan as set out in the introduction to Part One in paragraph 1.3. Therefore the Plan strategy in Part 1 looks ahead beyond the end of the time period for RPG in 2016 and has proposals in Part 2 (the policies and proposals) which guide development for 10 years from the target adoption date of 2004. Furthermore to satisfactorily address the matter of areas of development restraint the Plan needs to broadly defined these in the location strategy through the general extent of the green belt and in a manner which will ensure the green belt is robust until 2021 and probably beyond. This longer time period also accords with the time period of the 2020 Vision.

### **The Location of Development**

Paragraph 3.79 to 3.81 [Deleted]

- 3.82 The emphasis of the location strategy of the previous UDP has changed significantly because of a range of new factors including especially revisions to national policy and the review of Regional Planning Guidance which has developed a stronger regional spatial strategy and led to reductions in the overall need for land for housing. This change will place greater emphasis on accommodating development within the urban areas by encouraging the reuse of brownfield sites and the conversion of buildings whilst constraining the release of greenfield sites. These considerations are reflected in Principle Policies UDP1 and UDP2. To ensure these new considerations are applied in a consistent manner and other more local issues are fully considered the commitments in the adopted UDP have been re-examined through a Sustainability Appraisal before being incorporated into the replacement Plan. Commitments which have, through the Sustainability Appraisal, been found to have significant negative aspects have not been incorporated in the Plan. An explanation of how the Sustainability Appraisal has been used to help develop the content of the Plan can be found in the Vision and Objectives Chapter.
- 3.82a The principles of the location strategy have been applied to the development of policies and proposals. The following section examines in more detail the application of the principles in the context of RPG with respect to housing, the local economy, the role of centres and the identification of areas of restraint.

### Settlement Hierarchy

- 3.82b Policy P1 of RPG 12 sets out a series of locational principles to produce strategic patterns of development which will secure urban and rural renaissance, minimise the need to travel and minimise the development of Greenfield sites. It states that development plans should adopt a sequential approach to meeting development needs. This when combined with the Inspector's recommendation to distinguish the Main Urban Area of Bradford as the first priority produces the following sequence;
- First priority to locating development within the Main Urban Area of Bradford / Shipley / Baildon;
  - Second priority is to meet development needs through the reuse of suitable previously developed land and buildings within the urban areas of Keighley, Ilkley, Bingley and Queensbury;
  - Next is extensions to the above urban areas which provide integration of uses such as transport, housing and industry, starting with the Main Urban Area;
  - Then locating development at Menston, Burley, Steeton and Thornton which are considered to be nodes in good quality public transport corridors (as defined earlier in this document at paragraph 3.72)
  - Finally development to meet local needs in the less well located smaller settlements, which are predominantly in the rural parts of the District.

### Location of Housing Provision

- 3.82c RPG Policy H2 describes a sequential approach to identifying sites for housing within the broad parameters set out in policy P1. In the context of Bradford this sequence is set out in the table over the page:

1	Previously developed land and the conversion of buildings within the urban areas.	Bradford/ShIPLEY/Baildon, Keighley, Bingley, Ilkley, Queensbury.
2	Other infill (Greenfield) within the urban areas.	Bradford / Shipley / Baildon, Keighley, Bingley, Ilkley, Queensbury.
3	Extensions to the main urban area on previously developed land which is accessible or capable of being made accessible to services and jobs by good public transport.	Bradford / Shipley / Baildon
4	Extension to the main urban area on greenfield land which is accessible or capable of being made accessible to services and jobs by good public transport.	Bradford / Shipley / Baildon
5	Extensions to the other urban areas on previously developed land which is accessible or capable of being made accessible to services and jobs by good public transport.	Keighley, Bingley, Ilkley, Queensbury
6	Extensions to the other urban areas on greenfield land which is accessible or capable of being made accessible to services and jobs by good public transport.	Keighley, Bingley, Ilkley, Queensbury
7	Development that supports the regional spatial strategy including around the nodes in good quality public transport corridors radiating from within the main urban areas.	Steeton, Burley, Menston, Thornton
8	Development in smaller settlements in the rural areas to meet local needs and/or support local services giving priority to previously developed land.	Including Silsden, Addingham, Oakworth, Haworth, Oxenhope, Cottingley, Harden, Cullingworth, Wilsden, Denholme

Paragraph 3.83 to 3.90 [Deleted]

### Location Implications for the Economy

- 3.91 Guidance in PPG13 advises that jobs should be located in places highly accessible by public transport, cycling and walking. In general the urban areas defined in the Plan meet these criteria as they are served by high frequency bus routes and/or by rail services. Much of the District's economic activity is found in the Bradford/ShIPLEY/Baildon and the Aire Valley towns and the strategy will seek to reinforce this and improve accessibility by public transport cycling and walking. Additional provision for employment will be made in South Bradford in conjunction with access improvements and in the Aire Valley to build on the good quality access the valley enjoys.
- 3.91a In addition to the framework for strategic provision the plan has sought to protect opportunities for meeting local needs particularly in the rural areas. This will support the Plans aim of a more sustainable district and aid the diversification of the local economy.

### The Role of Centres in Location Strategy

- 3.92 The main centres of Bradford, Shipley, Keighley, Bingley and Ilkley all contain public transport nodes where bus and rail services converge. The larger centres of Bradford Shipley and Keighley all support service employment and opportunities will be identified to make further provision in and adjacent to these centres. To help fulfil the Plan's objective and principal policy for centres increases in housing provision in centres particularly through conversions are encouraged.

### Areas of Restraint

- 3.93 Most of the District's countryside is subject to restraint policy through green belt. The general extent of the green belt in the adopted plan was originally defined in the West Yorkshire Structure Plan as approved in 1980. Detailed boundaries were confirmed in the Wharfedale Green Belt Subject Local Plan adopted in 1988 and the UDP adopted in 1998. The Inspector who considered objections to the UDP urged the Council to carry out a full scale review of the green belt, which has been done as part of the plan review. Further information can be found on the green belt review in the supporting text to principal policy UDP2.
- 3.94 This replacement UDP has where exceptional circumstances to justify such a change made one significant addition to the general extent of the green belt adding land to the north of Addingham to help prevent encroachment into the countryside. This has been done in recognition of the development pressures brought about by improved communication links between the Wharfe valley and the main centres of Leeds and Bradford.
- 3.95 There are areas of countryside west of Haworth and north of Silsden which lie beyond the outer edge of the green belt these will be subject to countryside restraint policies.
- 3.96 The detailed review of the green belt boundary has led to proposals for a number of changes where exceptional circumstances justify such change. However these do not relate directly to the location strategy and are considered under Principle Policy UDP2.
- 3.97 Within the main urban areas there are areas of open land which are important to defining the structure and form of these urban areas. These have been reviewed as part of the work on urban capacity and the identified areas will be subject to restraint policies to ensure the integrity of the structure and form of urban areas. Settlements across the District have sites of recreation and ecological value and these will be protected from development.
- 3.98 A Diagram articulating this location strategy accompanies the Proposals Maps.

### Performance Framework

- 3.99 Monitoring and alteration of development plans has not been a strong part of the plan-making process in the past. Recent changes in the approach adopted by Government in the national planning regime through promoting 'Plan, Monitor and Manage' rather than 'Predict and Provide' reflects the precautionary principle of sustainable development and Best Value. This is of particular importance to the housing topic and will allow the phasing of housing sites to be reviewed during the life of the Plan should this be required. National Best Value performance indicators now exist that require monitoring of the outcomes from development plans.
- 3.100 The replacement Plan includes performance indicators that monitor outcomes from all Principal Policies (new UDP1 to 9). This will be reported through regular (normally annual) monitoring of the replacement Plan and proposals to revise the policies and

proposals in the Plan in the event of the Plan not delivering the strategy. This would be done through formal Alterations which can be made as and when needed. Some of the performance information is collected already and some new arrangements will need to be made; the remainder may be obtained from other agencies. In particular it is important to ensure that a more comprehensive monitoring of trends in the economy and changes in patterns of employment is undertaken, to establish appropriate baseline data for the better monitoring of this aspect of the plan. Final Regional Planning Guidance (RPG) includes an extensive performance monitoring framework which is reported on annually and Strategic Planning Authorities such as Bradford Council will be contributing data to it. Where appropriate the indicators from RPG have been included in the Plan's performance framework and data provided to the Regional Planning Body will also be used to measure the success of this Plan. The requirement to measure the success of the Plan will help to incorporate the replacement plan within the Council's corporate objectives, community planning frameworks, other strategies and the Council's Best Value Performance Plan. At first deposit the Plan will not include specific targets for each indicator. Data is being collected to establish benchmarks for all indicators and targets will be included in the adopted Plan.

The table below sets out a list of sustainable development indicators and measures chosen to monitor the overall success of the Plan Strategy as described in the Principle Policies. They provide a structured framework and baseline by which progress towards meeting sustainable objectives can be recorded and monitored to provide a basis for policy direction and targets. The indicators chosen have been selected to provide a representative set which reflects local policy objectives and direction, while keeping the total number to a minimum and avoiding proliferation. For each local indicator a series of measures have been defined to which targets will be added, where appropriate, as the framework is developed. The definition of local indicators has been taken from national work supported by the DTLR measuring progress on sustainable development. Some of the measures are drawn from national targets such as the proportion of housing development on previously developed sites and others are drawn from the emerging Regional Planning Guidance performance framework. Where neither of these sources is appropriate a local measure has been devised.

Principle Policy	Local Indicator	Measure
UDP1	1.1 Patterns of Development	1.1.1 Proportion of dwellings on Brownfield Sites BVP106
		1.1.2 Proportion of employment development on Brownfield Sites
		1.1.3 Amount of housing development in each category of location in the Plan strategy
		1.1.4 Average density of housing development
	1.2 Reuse of existing buildings	1.2.1 Number of dwellings created through conversions
	1.3 Derelict land	1.3.1 Amount of derelict land
		1.3.2 Amount reclaimed

Principle Policy	Local Indicator	Measure
UDP2	2.1 Development in Flood Plains  2.2 Agricultural Land Use  2.3 Amenity Areas	2.1.1 Amount of development taking place within the flood plain  2.2.1 Area of agricultural land lost to development  2.3.1 Amount of amenity areas lost to development (open spaces parks etc)
UDP3	3.1 Woodland Areas  3.2 Nature Conservation  3.3 Listed Buildings  3.4 Conservation Areas  3.5 Landscape Features  3.6 Energy Efficiency	3.1.1 Area of woodland 3.1.2 Area of woodland with public access  3.2.1 Number of designated sites by type and area 3.2.2 Number of wildlife areas created through development  3.3.1 % buildings at risk 3.3.2 Number of listed buildings lost  3.4.1 Number of conservation area consents allowing demolition  3.5.1 Number of key features defined through character assessments which have been lost to development  3.6.1 % increase in energy efficiency of housing stock by type
UDP4	4.1 Employment land and development  4.2 Employment land Portfolio	4.1.1 Amount of employment land developed 4.1.2 Amount of employment land lost to other uses  4.2.1 Location size and quality of employment sites
UDP5	5.1 Housing provision Housing needs  5.2 Amenity Areas	5.1.1 Number of completions 5.1.2 Number of completions in non market sector  5.2.1 Level of recreation and sports provision in new development

Principle Policy	Local Indicator	Measure
UDP6	6.1 Retail Office and Leisure development 6.2 Vitality and Viability	6.1.1 New gross floorspace by location 6.2.1 % of vacant shop units in city and town centres 6.2.2 diversity of uses and retailer representation 6.2.3 changes in the quality of the environment
UDP7	7.1 Travel by Mode 7.2 Development within transport corridors  7.3 Control of parking  7.4 Supporting infrastructure	7.1.1 % of the population using different modes 7.2.1 Proportion of new development near railway stations or other interchanges 7.2.2 Density of new development near transport nodes 7.2.3 % of new development within 400m of the Plan's defined public transport corridors 7.3.1 Amount of provision allowed above the maximum standard 7.4.1 % of additional length of the cycle route/footpath
UDP8	8.1 Mineral production and recycling  8.2 Renewable Sources  8.3 Water Quality	8.1.1 Production of aggregates/block stone 8.1.2 Scale of reserves - land bank 8.2.1 Proportion of primary/secondary aggregates production 8.2.2 Megawatts of electricity generated from renewable sources in the district 8.2.3 Number of new developments making use of renewable/alternative sources of energy 8.3.1 % new development using sustainable surface water drainage systems 8.3.2 % new development with rainwater harvesting and use



Principle Policy	Local Indicator	Measure
UDP9	9.1 Air Quality  9.2 Waste  9.3 Derelict land recycling	9.1.1 % of area covered by air quality management areas  9.2.1 proportion of waste recycled/ disposed by type  9.3.1 Proportion of construction demolition waste going to landfill  9.3.2 Area of contaminated land remediated for development



# CHAPTER 4

---

## Urban Renaissance

## 4.0 Introduction

- 4.1 This Chapter sets out policies that will apply to all development. The Urban White Paper recognises the importance of the main urban areas to sustainable development. This will be of equal importance to the delivery of the District's 2020 Vision by the Council and its partners. The policies which flow from this include those which deal with the sequential approach to development, mixed use, regeneration areas and frameworks to guide development.

### Compliance with all Relevant Policies in the Plan

- 4.2 Government Policy as set out in Planning Policy Guidance Note No 1 states that applications for development should be allowed, having regard to the development plan and all material considerations, unless the proposed development would cause demonstrable harm to interests of acknowledged importance. The Plan therefore provides the context in which the Council will assess planning applications which will be determined in accordance with the Plan unless material considerations indicate otherwise (Section 54A Town and Country Planning Act 1990).
- 4.3 Each planning application will be considered having regard to its own particular merits. Where a proposal is in general accordance with appropriate policies and proposals contained within the Plan it will be permitted unless there are other material planning considerations for example highway constraints, which may mean that it would not be appropriate to grant planning consent until they were resolved.
- 4.4 It is possible that there may be proposals which do not comply with the provisions of the Plan but other material considerations such as the wider corporate aims on the Council justify permission a departure from the Plan's policies and proposals. However, where a proposal is clearly in conflict with the Plan an applicant will need to produce convincing reasons to demonstrate, why the Plan should not prevail.
- 4.5 A number of policies in the Plan state that development will be permitted provided that it does not "adversely affect" or "materially detract" or be "detrimental" to matters identified in the policies. In many cases, any development will have some minor effect on these matters that will need to be balanced against the merits of the proposal. However, in accordance with Government Policy, planning permission will be refused only where this is likely to be so significant and substantial as to cause demonstrable harm to the matters referred to in the policies.
- 4.6 All existing planning permissions will expire during the life of the Plan unless development has started. The Council will normally renew such permissions except where they are now contrary to the policies and proposals in the Plan or unless there has been some other material change in circumstances. For example the renewal of permissions which would involve significant amounts of development for housing, employment, retail and intensive leisure at unsustainable locations. Policies UR2 to UR4 provide further controls on renewals of planning permission.
- 4.7 The Council is concerned to ensure that all development is of a satisfactory nature. In determining planning applications the Council will assess proposals against all relevant policies in the Plan. Case law has established that in order for a proposals to be in accordance with the Plan for the purposes of Section 54A of the 1990 Town and Country Planning Act, it is sufficient that the proposal accords with the Plan as a whole.

### **POLICY UR1 [DELETED]**

## Promoting Sustainable Development

- 4.8 The planning system has a vital part to play in ensuring that land and other resources are used sustainably. Government guidance reflects this commitment to sustainable development and promotes planning as an important mechanism for achieving sustainable patterns of development. The aim of the Plan is to ensure that development 'meets the needs of the present without compromising the ability of future generations to meet their needs' PPG1 paragraph 4. Regional Planning Guidance provides more detailed advice on how to promote sustainable patterns of development particularly through Policies P1, H2 and E4 all of which have influenced the strategy for locating development in this Plan. Local planning authorities are advised to consider sustainability throughout the development plan process. This is recognised in the principle aim of the Plan, which seeks to promote 'a more sustainable district'. All development will be required to make a contribution to this aim.
- 4.9 The policies of the plan which guide development, have all been drafted in a manner which promotes more sustainable development and have been appraised to assess their impacts on sustainability (see Chapter 2 Vision and Objectives). Site allocations contained in the Plan have also been appraised using the same methodology. The Plan in addition provides general guidance below, on promoting more sustainable development, which applies to all developments. In applying this Policy and UR4 to housing development applicants should demonstrate that the principles in PPG3 have been properly considered. Applicants will be expected to assess the impacts on sustainability of their development and demonstrate how it supports the aim of the Plan.

### **POLICY UR2**

**DEVELOPMENT WILL BE PERMITTED PROVIDED THAT IT CONTRIBUTES TO THE SOCIAL ECONOMIC AND ENVIRONMENTAL ASPECTS OF SUSTAINABLE DEVELOPMENT AND:**

**MAKES EFFICIENT USE OF EXISTING PHYSICAL AND SOCIAL INFRASTRUCTURE AND MINIMISES ADVERSE IMPACTS FROM THE DEVELOPMENT.**

**PROVIDES APPROPRIATE MITIGATION WHERE NEGATIVE IMPACTS ARE IDENTIFIED**

**DOES NOT CONSTITUTE PIECEMEAL DEVELOPMENT THAT WOULD PREJUDICE THE PROPER PLANNING OF THE AREA.**

**IN MAJOR OR SIGNIFICANT DEVELOPMENTS THIS ASSESSMENT SHOULD BE UNDERTAKEN THROUGH A SUSTAINABILITY APPRAISAL.**

- 4.10 It is important that any new development makes effective use of existing infrastructure, such as sewerage and water services, and does not overload it to the detriment of existing users, or the environment. However, it is recognised that the scale of development envisaged in the Plan cannot be accommodated within existing infrastructure capacities, and additional investment will be required before some developments can proceed. In such cases, development should provide adequate infrastructure facilities to cater for the needs of the development. This may be ensured by the imposition of conditions to planning approvals to preclude development or use until adequate provision has been made. In some cases, for example, where off site works or financial settlement is proposed, the planning authority may consider it appropriate to secure improvements under a planning obligation (see Policy UR6).
- 4.11 Planning considerations also include the effects of traffic likely to be generated by the development in terms of possible noise and general disturbance, and possible dangers to

road safety. Developments should seek to minimise the reliance on the private car for access to the development and enable alternative means of travel such as walking, cycling and public transport, which have less adverse impact upon the environment.

- 4.11a It is not uncommon for development of land to take place in phases of smaller parcels. Piecemeal development can compromise sustainable development if it sets an inappropriate context for any further development through restricting or constraining the development of the remaining land, or promoting land use inefficiency. Therefore development will not be permitted in these circumstances.
- 4.12 For major or significant developments (sites over 0.4ha) the proponent will be expected to produce a sustainability appraisal. This appraisal will then be used by the decision maker as a material consideration in the assessment of the planning application. This will ensure that proposals which have not been subject to such a test through the Plan making process are assessed in a consistent manner. An example of such a proposal would be a windfall housing site. Sites below 0.4ha may also be required to carry out a sustainability appraisal depending on the nature and scale of the development. For example housing developments should include information which will enable the Council to assess the proposal against the criteria in paragraph 31 of PPG3. Further advice will be provided through Supplementary Planning Guidance based on the Sustainable Development Appraisal methodology devised for the Plan. These requirements are in addition to those under the Town and Country Planning (Environmental Impact Assessment) Regulations 1999, which require certain types of development to be subject to an environmental impact assessment. Under the Regulations, developments which are likely to have a significant effect on the environment such as mineral extraction, or large wind turbine development, would have to carry out a detailed assessment of the likely impacts on the environment (see DETR Circular 2/1999 Environmental Impact Assessment).
- 4.13 The Plan promotes sustainable design as a contribution to sustainability in Chapter 9 Design.

### **The Local Impact of Development**

- 4.14 All proposals for new development need to ensure they will be acceptable in terms of local planning considerations. These include the effects of the proposed development on the appearance of the area, noise, smell, visual character, nature conservation interests, agriculture etc.

#### **POLICY UR3**

**DEVELOPMENT WILL BE PERMITTED PROVIDED THAT IT DOES NOT HAVE AN ADVERSE EFFECT ON:**

**THE SURROUNDING ENVIRONMENT; OR**

**THE OCCUPANTS OF ADJOINING LAND.**

- 4.15 Impact on the local environment and on the amenity of adjoining land users needs careful consideration. Developments should contribute to improving the local environment. However adverse impact on amenity should not be used as an unreasonable barrier and a restriction on flexibility to facilitate job creation. There are many small scale employment activities, particularly service based ones that can readily co-exist with residential and other uses. Paragraph 4.5 includes a general explanation of the consideration of adverse affects in policies in the Plan.

### Supplementary Planning Guidance

- 4.16 The Council has adopted, following public consultation, a number of detailed guidance notes to assist applicants in the submission of planning applications and the Council in determining them. For instance, guidance notes are available on Affordable Housing, Children's Play Provision and Access there are also development briefs for some major sites. These guidance notes and briefs illustrate the standard of development that would normally be permitted. They will be added to, or amended, from time to time. Appendix A lists existing guidance that is to be carried forward as well as guidance that is to be revised or new guidance which is to be produced following adoption of the Plan.

### Sequential Approach to Accommodating Development

- 4.17 Many proposals for development will be made on sites and in buildings which do not have specific allocations on the Proposals Map and the Plan must provide general guidance for development on these unallocated sites and in buildings. As part of the wider agenda of promoting sustainable development the Government continues to stress the importance of making the best use of previously developed land and buildings and policy must reflect this. Regional Planning Guidance provides more detailed advice on how to promote sustainable patterns of development particularly through policies P1, H2 and E4 all of which have influenced the strategy for locating development in this Plan. Therefore, to ensure effective implementation of that part of the plan's strategy which seeks to maximise the amount of development on previously developed land and minimise development on unallocated greenfield sites the following sequential approach is proposed.

#### **POLICY UR4**

**DEVELOPMENT ON UNALLOCATED SITES (INCLUDING SITES UNDER 0.4 Ha) WITHIN THE DEFINED URBAN AREAS OR IN MENSTON, BURLEY, STEETON OR THORNTON WILL BE PERMITTED WHERE IT REUSES PREVIOUSLY DEVELOPED LAND. DEVELOPMENT NOT ON PREVIOUSLY DEVELOPED SITES IN THESE LOCATIONS WILL ONLY BE PERMITTED IF THERE IS AN OVERRIDING REASON FOR THE DEVELOPMENT IN THAT PARTICULAR LOCATION WITHIN THESE GENERAL PRINCIPLES;**

**HOUSING DEVELOPMENT WILL BE PREFERRED EXCEPT IN EMPLOYMENT ZONES OR WHERE PROPOSALS WOULD CONFLICT WITH EITHER POLICY E3 OR POLICY E4,**

**WITHIN MIXED USE AREAS HOUSING WILL BE PREFERRED PROVIDED IT IS WITHIN THE PARAMETERS SET FOR THE AREA IN THE PROPOSALS REPORT.**

**ON UNALLOCATED PREVIOUSLY DEVELOPED SITES (INCLUDING SITES UNDER 0.4 Ha) IN THE REST OF THE DISTRICT ONLY DEVELOPMENTS WHICH MEET A LOCAL NEED WILL BE PERMITTED.**

**DEVELOPMENTS WHICH MEET A LOCAL NEED WILL BE PERMITTED ON GREENFIELD SITES ONLY IF THERE IS NO SUITABLE PREVIOUSLY DEVELOPED SITE AVAILABLE OR THE GREENFIELD SITE IS CLEARLY MORE SUSTAINABLE THAN ANY OF THE PREVIOUSLY DEVELOPED ALTERNATIVES.**

- 4.18 The urban areas, other well located settlements and less well located settlements are defined in the location strategy which is found in the Principal Policies Chapter. Because some settlements are less well located and do not offer a range of services and facilities the Plan's aim of promoting a more sustainable district would be prejudiced if development other than to meet local needs is allowed in these areas, or in the countryside. Policies for

the control of development in the Green Belt and those concerning the rural economy also apply. In particular regarding the reuse of agricultural buildings where priority is given to be use for economic purposes. There will be in a limited number of circumstances need to accommodate unforeseen development on a Greenfield site. For example there may be a need for facilities such a health provision in a particular community and in the particular circumstances a Greenfield site provides a more sustainable solution than a previously developed site. The relative sustainability of particular sites will be examined through Policy UR2. In applying this Policy and UR2 to housing development applicants should demonstrate that the principles of PPG3 are properly considered. Housing development is given priority in some areas to support the drive to increase provision of housing on previously developed sites. For the purposes of this Policy the definition of previously developed land is that given in annex C of PPG3: Housing. This Policy does not override the other sequential tests in the plan which concern flood risk, leisure and retail development. Other overriding reasons for permitting development on greenfield land would be where the site is relatively more sustainable than alternative previously-developed land, or where there is a shortfall of housing land in the District.

### Safeguarded Land

- 4.19 The Plan defines a long term green belt with boundaries that will remain unaltered well beyond the Plan period (see the Development Strategy of the Plan in Part One for more information). To achieve this PPG2 on Green Belt states in paragraph 2.12 *“this will in some cases mean safeguarding land between the urban area and the green belt which may be required to meet longer term development needs”*.
- 4.20 The Plan defines safeguarded land as land between the built up area and the green belt. Details of all these sites can be found in the Proposals reports. These sites are protected by a policy which will ensure that any uses of the land do not prejudice the potential for development in the longer term.

### POLICY UR5

**DEVELOPMENT OF LAND DEFINED ON THE PROPOSALS MAP AS “SAFEGUARDED FOR LONGER TERM DEVELOPMENT” WILL NOT BE PERMITTED IF IT WOULD PREJUDICE THE POTENTIAL LONGER TERM NEED TO UTILISE THE LAND FOR HOUSING OR EMPLOYMENT PURPOSES. DURING THE PLAN PERIOD DEVELOPMENT WILL BE RESTRICTED TO THAT WHICH IS NECESSARY FOR THE OPERATION OF EXISTING USES.**

- 4.21 It is expected that land safeguarded for longer term development will remain in its existing use during the Plan period. As a guide appropriate development would be limited to that which would not significantly increase the costs of bringing forward the land for development should it be required. Any proposal would also be tested against any other relevant policies in the Plan.

### Planning Obligations and Conditions

- 4.22 PPG1 recognises the role of planning obligations in resolving obstacles to the granting of planning permission for development. It says *“Planning obligations are useful instruments, where they are necessary to the development and fairly and reasonably related in scale and kind”*. Circular 1/97 includes five key tests which will be borne in mind when applying this policy. These are that the content of the obligation is; necessary, relevant to planning, directly related to the proposed development, fairly and reasonably related in scale and kind to the proposed development, and finally reasonable in all other respects. The relevance and legality of planning obligations have also been considered by the courts and the Council will take account of such decisions in its consideration of obligations.



- 4.23 Policy UR6 sets out the Council's approach to planning conditions and obligations. It includes a list of the matters which may be included in conditions or an obligation.

#### **POLICY UR6**

**THE COUNCIL WILL IMPOSE CONDITIONS OR SEEK PLANNING OBLIGATIONS WHERE DEVELOPMENT PROPOSALS REQUIRE OR WOULD NOT BE ACCEPTABLE WITHOUT THE PROVISION OF;**

#### **PHYSICAL INFRASTRUCTURE**

**THE MITIGATION OF ADVERSE ENVIRONMENTAL IMPACTS AND/OR THE ENHANCEMENT OF THE ENVIRONMENT**

**AND**

#### **SOCIAL INFRASTRUCTURE**

- 4.23a Conditions or obligations could amongst other things include as physical infrastructure matters such as highway improvements including the provision of traffic calming, public transport improvements, green travel plans which would reduce reliance on the private car, and water and sewerage infrastructure. Environmental impacts could include matters such as tree and woodland planting other nature conservation and habitat improvements and the restoration of the built heritage. Social infrastructure could include sport and recreation provision, affordable housing, enlargement of and/or the provision of new schools, public art and employment compacts where new employment opportunities arising from developments can be targeted at particular groups or the local area to promote social inclusion.
- 4.24 [Deleted]
- 4.25 Planning conditions will also be used to resolve obstacles to the granting of planning permission. In accordance with circular 1/97 it is preferable to use conditions rather than obligations. As is the case with Planning Obligations there is in circular 11/95 a series of tests which the local planning authority will apply when considering the imposition of conditions on development. These test whether the condition is; necessary, relevant to planning, relevant to the development to be permitted, enforceable, precise and reasonable in all other respects. Other chapters in the Plan also refer to obligations and conditions in more detail as they relate to the particular policy area being examined. For example Policy OS5 which deals with the provision of recreation facilities in new development.

### **Urban Renaissance and Regeneration**

- 4.26 The Urban White Paper "*Our Towns and Cities: The Future - Delivering an Urban Renaissance*" was published in November 2000 as the policy development of the recommendations contained in the Report of the Urban Task Force in 1999.
- 4.27 The White Paper identifies the challenges of social change and the need to:-
- encourage people to remain in, and move back into, towns and cities to regenerate urban areas and to relieve pressure on the countryside
  - tackle the poor quality of life and lack of opportunity in some urban areas
  - address the weak economic performance of some urban areas and
  - improve urban environments to make sustainable choices more attractive.

- 4.28 The new vision of urban living is of communities shaping their own future, people living in attractive, well kept towns and cities, design and planning which promotes environmentally sustainable solutions, a sharing of prosperity created, and good quality services for everyone.
- 4.29 Principle strategic aims for regeneration have been set by the Regional Assembly for Yorkshire and Humberside in the Draft review of Regional Planning Guidance, "*Advancing Together - Towards a Spatial Strategy*", published in October 1999. The guidance supports these philosophies and recommendations to strengthen policy have been made in the Public Examination Panel Report of October 2000. Revised Policy S2 states that Local Planning Authorities may define local regeneration zones within Development Plans to focus investment on areas of greatest needs. A new Policy S3A proposes that in preparing Development Plans, Local Planning Authorities and other local and regional agencies should work together to foster renaissance of existing urban and rural settlements of all sizes, making them more attractive places to live, work, shop, spend leisure time and invest.
- 4.30 Regional Planning Guidance recognises the impact of public sector intervention in areas of need with funding priorities for those areas within the District which qualify for European Objective 2 designation. Priority is also given to local regeneration zones that would benefit from co-ordinated support from the EC and from national and local programmes.
- 4.31 The new proposal for a National Neighbourhood Renewal Strategy will complement the vision of an Urban Renaissance. It does not yet put forward any proposals that can translate into local action for physical renewal or regeneration. but provision is made in the Plan to anticipate future initiatives that may come forward during the life of the Plan. The Council is in the process of adapting its Local Regeneration Strategy to define strategic priorities and provide a framework for the implementation of the Neighbourhood Renewal Strategy. The Strategy will target the District's most disadvantaged communities and establish a programme for action.
- 4.32 The Council recognises that urban renaissance and regeneration is essential to the health of the District. 2020 Vision proposes a package of economic, social and environmental measures to create the right conditions for regeneration to occur. The Council's Economic Strategy develops the economic aspects of 2020 Vision - the importance of developing stronger links with Leeds, the development of an economic growth corridor in the Aire Valley and the promotion of strategic 'clusters' of activity.
- 4.33 The mechanism for moving this forward is the Community Strategy, the delivery plan for the first 5 years of 2020 Vision.
- 4.34 The UDP aims to further these strategic regeneration policies and initiatives by providing a clear indication of the priorities for physical regeneration activities in the urban areas over the next ten years. It identifies current regeneration strategies and indicates how the plan can adapt in a flexible way to new initiatives coming forward during the life of the plan via the preparation of planning and design frameworks and village design statements. It promotes the concept of mixed use regeneration areas as a way of stimulating activity in older parts of the urban fabric and introduces action areas where short term radical change is proposed to inject high levels of investment into the local economy.

### **Mixed Use Areas**

- 4.35 In the past, planning policy has tended to reinforce single use development through zoning of areas for housing, employment or retail use.
- 4.36 The current thrust of Government policy, recently expressed in PPG1 and the Urban White Paper, is to promote mixed use development as a way of achieving sustainable

development and improving the vitality and viability of urban areas and centres. PPG1 states that mixed uses “*can help create vitality and diversity and reduce the need to travel*” and advises that Local Plans should identify sites for mixed uses and list those uses which are considered suitable.

- 4.37 The mixed use approach will provide a stimulation for investment by allowing greater flexibility for a wide range of potential uses in older parts of urban areas where it is considered that potential exists for regeneration and where a more intensive and varied use of buildings and land is needed.
- 4.38 Within the Bradford District a number of areas can be identified which are highly accessible to a wide range of transport modes, are within or close to established centres, and which provide an environment that has the potential for opportunity and change to create successful places. This may be based on the presence of suitable redundant industrial buildings for redevelopment or conversion or a river or canalside location. The identification of such areas would have the benefit of encouraging a more focused approach to regeneration in locations accessible to alternative forms of transport and convenient for local labour markets.
- 4.39 The boundaries of the defined mixed use areas are shown on the proposals maps. A number of these areas are located adjacent to a town or city centre where a mixture of uses already exists, located within a community based regeneration area, or been formerly part of a defined employment zone where there is little current demand for traditional employment activities and where alternative uses have hitherto been discouraged. They range in scale from a specific site such as Manningham Mills to a broad area such as the Shipley-Saltaire Corridor. The agent for implementation and investment in these areas may be private sector led finance or public/private partnerships. One model, the Urban Village Company approach, is currently being followed in the Little Germany Quarter.
- 4.40 Within such areas it will be important to ensure that a balance of uses is maintained in order for the objectives of mixed use to be achieved. Elements would include:-
- Housing both for sale and rent
  - Shopping, leisure, cultural and community facilities and activities
  - A variety of work opportunities, including service industries
  - Environments which encourage walking, cycling and use of public transport
  - High quality of design not only of buildings but of the spaces around them.
- 4.41 The importance of good design is highlighted in the Report of the Urban task Force ‘*Towards an Urban Renaissance*’ and in *Planning Policy Guidance Note 1 ‘General Policy and Principles’*. Design policies are set out in the Design Chapter of the Plan.
- 4.42 Broad indications of the balance of uses envisaged and their disposition within mixed use areas are set out in the Proposals for each area. Some buildings may be suitable for a vertical mix of uses. These areas and the buildings within them are considered to have the greatest potential for change at the present time, but other areas may emerge during the life of the plan which would be appropriate for mixed use designation. Specific allocations for employment within these areas have not been carried forward from the current adopted Plan. Mixed use areas can contribute to the housing supply of the Plan through specific contributions for some areas, and through the general assumptions that influence the conversions and windfall allowances. Furthermore, the policy changes being introduced in this replacement Plan increase the probability of any extant planning

permissions for housing being implemented. Where appropriate, supplementary planning guidance has been or will be prepared to give greater detail, including an indication of how conditions and planning obligations would be used to achieve the objectives of mixed use.

- 4.43 In areas outside established centres, retail and leisure uses should be restricted to a scale necessary to support local needs, and accord to policies set out elsewhere in the Plan which seek to protect existing centres.

#### **POLICY UR7 [DELETED]**

- 4.44 During the life of the plan, it is conceivable that variations in market forces or the introduction of new national government programmes may present opportunities for the identification of new mixed use areas. Such incentives may provide other areas of the District with the potential for radical change in the urban form or fabric, give the impetus for increased economic activity or provide the focus where additional community regeneration initiatives can be directed. It is important that the Plan is sufficiently flexible to respond to this process of change, adopt a proactive role in exploiting these opportunities and provide appropriate guidance for new development proposals. When identified and approved, the boundaries of these areas will be shown accordingly as variations to the proposals map. Proposals for the designation of new mixed use regeneration areas or action areas will be brought forward as alterations to the Plan as and when it reviewed.

#### **POLICY UR7A**

**WITHIN THE AREAS DESIGNATED ON THE PROPOSALS MAP AS MIXED USE AREAS, DEVELOPMENT PROPOSALS WILL BE PERMITTED IN ACCORDANCE WITH THE PROVISIONS SET OUT IN THE CONSTITUENCY VOLUMES OF THE PLAN. NEW MIXED USE AREAS MAY BE IDENTIFIED DURING THE LIFE OF THE PLAN, WHERE THESE ARE CONSIDERED TO CONTRIBUTE TO THE ECONOMIC, SOCIAL OR ENVIRONMENTAL REGENERATION OF THE DISTRICT.**

#### **POLICY UR8 [DELETED]**

### **Area Based Regeneration**

- 4.45 Regional Planning Guidance for Yorkshire and Humberside gives priority to sustainable regeneration in local regeneration zones in urban and rural areas; zones which can benefit from co-ordinated support through national or local programmes. The Regional Economic Strategy endorses sustainable regeneration, targeted through the development of area wide regeneration plans which specify the actions and resources needed to overcome deprivation and market failure. It encourages community based regeneration programmes to unlock the potential of the most deprived communities and recognises the continued application of the Single Regeneration Budget as one of the key delivery mechanisms.

#### **(1) Single Regeneration Budget**

The Single Regeneration Budget was set up in 1994. It was designed to improve the fabric of local areas and enhance the quality of life by tackling need, stimulating wealth creation and improving competitiveness, thereby making regeneration more responsive to local needs.

The programmes were established through a series of bidding rounds and Bradford has been successful in securing funding for specific areas of the District each year since its inception. Although in recent years Bradford has had one City Challenge and six SRB programmes at various times, it is anticipated that only two SRB programmes will be in operation at the time when the replacement Unitary Development Plan becomes a statutory document. The boundaries of these targeted areas are shown on the proposals

map. They represent the continued integrated, social, economic and environmental regeneration activity in selected areas of the District with support funding provided by Yorkshire Forward. They are targeted, community based programmes with Council approved strategic objectives, activities and outcomes. A number have approved Planning Frameworks with a spatial dimension and these will be treated as a material consideration in all development proposals within these areas as Supplementary Planning Guidance.

### **(2) New Deal for Communities - 'Trident'**

The Social Exclusion Unit Report, *'Bringing Britain Together: A National Strategy for Neighbourhood Renewal'* set out the first steps towards a national strategy for tackling the problems associated with poor neighbourhoods. The Report noted the increasing gap between the poorest neighbourhoods and the rest of the country. It pointed out that previous regeneration initiatives by central and local government had ignored the needs of many disadvantaged communities and it identified the people from black and ethnic minority backgrounds as one of the key groups of people affected by the problems of poor neighbourhoods. The first major outcome of the *'Bringing People Together'* report was the establishment of New Deal for Communities initiative. In Bradford the area incorporating parts of Little Horton, West Bowling and Marshfield has been designated a New Deal regeneration area. The initiative is known as 'Trident' and the area boundary is identified on the proposals map for Bradford West. It is a 10 year programme which commenced in the year 2000 and provides the opportunity for the community to take responsibility for the regeneration of the locality. A delivery plan has been drawn up, entitled 'New Deal - New Community'. This will not only address the physical aspects of the area but also realise the full potential of the business and residential communities. The Council approved version of the Planning Framework/Master Plan for the area will take account of the Draft UDP Deposit policies as Supplementary Planning Guidance and provide the planning framework for this part of the District.

### **(3) Estates Action**

The Department of the Environment introduced the Estates Action Programme in 1985, with the primary objective of improving the quality of life on run-down council estates by providing local authorities with the means to tackle social, economic and physical problems. Much of the programme has been completed and this approach has been superseded by more recent Government initiatives, but funding remains in operation for the Bierley Estate.

### **(4) Village Design Statements**

The Village Design Statement is a concept initiated by the Countryside Commission as a means of raising awareness of local distinctiveness and encouraging residents themselves to consider how best to protect the character, landscape setting and the buildings, open spaces and other features within their villages. A number of Village Design Statements are well advanced and others will emerge during the life of the plan.

- 4.45a Within the above SRB areas, Estate Action Areas and the New Deal (Trident) area, and where village design statements exist, which have been prepared in the proper manner and are consistent with the plan, proposals for new development should have regard to these approved planning frameworks.
- 4.46 It is anticipated that the Council, from time to time during the early years of the Plan period, will adopt planning frameworks for the remaining SRB areas or the Estates Action initiative. The frameworks will constitute a material planning consideration for subsequent development proposals in these locations and such proposals should accord with the principles of these frameworks. In the absence of planning frameworks, proposals for development will be guided by all relevant policies in the Plan.

**Action Areas**

- 4.47 The Plan designates action areas where radical change is expected to take place during the life of the Plan through comprehensive development, redevelopment or improvement, either by the private sector or as a partnership between the private sector and public authorities.
- 4.48 The Plan designates action areas where radical change is expected to take place during the life of the Plan through comprehensive development, redevelopment or improvement, either by the private sector or as a partnership between the private sector and public authorities.
- 4.49 These action areas will be supported by detailed planning guidance to guide implementation. Where appropriate, potential action areas will be identified where it is prudent to control piecemeal development pending the future availability of detailed guidance.

**POLICY UR11**

**WITHIN AREAS DESIGNATED AS ACTION AREAS NEW DEVELOPMENT PROPOSALS WILL BE PERMITTED PROVIDED THAT THEY ARE IN ACCORDANCE WITH THE GENERAL PRINCIPLES AND DISPOSITION OF USES SET OUT IN THE RELEVANT CONSTITUENCY VOLUME OF THE PLAN, AND HAVING REGARD TO THE DETAILED PLANNING GUIDANCE.**

# CHAPTER 5

---

## The Economy, Employment and Tourism

## 5.0 Introduction

- 5.1. One of the key aims for the district outlined in the 2020 Vision document launched by Bradford Congress in April 2000, is to achieve a prosperous, well diversified local economy with particular strengths in the new technology, financial services and cultural industries. The Unitary Development Plan can help achieve this objective by providing development land in attractive locations, particularly for fast growing local companies on which the future prosperity of the district depends.
- 5.2. Between 1993 and 1998 the total number of people employed in the district increased by 7833, a rise of 4%. In some areas of traditional manufacturing there were large declines in employment, while the new technologies of electronics, multimedia and biotechnology showed particularly rapid growth, with employment in this sector increasing by 3404 (64%). As the new technology sector is forecast to continue to grow rapidly, it is likely to generate a significant proportion of the new jobs created in the district along with the finance, tourism and leisure sectors.

### Employment Uses

- 5.3. Various land uses generate employment opportunities, including retail, cultural and service sectors. Provision for these activities is made elsewhere in the plan. Accordingly, employment in the context of the plan refers to:
  - (a) core employment uses, comprising activities included within the 1987 Use Classes Order B1 [Light Industry, certain Office uses and Research and Development], B2 [General Industry] and B8 [Warehouse and Distribution Centres] where supportive on the business and industry sectors of the District, and
  - (b) other employment activities, such as car sales, vehicle repair and maintenance and tourism related developments such as hotels, that do not have specific allocations in the plan or do not fall into any particular Use Class.

### Tourism and Other Employment Related Activities

- 5.4. The Policy Framework policies relate to both (a) and (b) while the Proposals Reports indicate those sites on which only (a), core employment activities and/or other specified uses, will be permitted. Such sites are those considered to be in prime employment locations, usually in Airedale or Bradford South, or have physical characteristics well-suited for the needs of the fast-growing modern business sectors. Employment sites not so specified will be available for activities included in both (a) and (b).

### The Locational Requirements of Business and Industry

- 5.5. Planning Policy Guidance Notes PPG4 Industrial and Commercial Development and Small Firms and PPG61 General Policy and Principles, state that it is important that the locational requirements of business are taken into account in the preparation of development plans. PPG4 states that industry and commerce have always sought locational advantages in response to various external factors and that the locational demands of business and industry are therefore a key input into the preparation of development plans.
- 5.6. The locational requirements of business and industry usually fall into one of the following categories;
  - Local companies seeking larger or more efficient premises close to their existing location ensuring ease of access to customers and their existing workforce.



- Local companies seeking expansion but preferring a location that offers large site development opportunities with ease of access to good road and motorway connections.
  - Inward investing companies who require high quality accommodation, with good communications, high quality environment and access to centres of population for recruitment purposes.
- 5.7. The Aire Valley and South Bradford fulfil most of these locational requirements and are generally attractive prime locations for the fast growing business sectors in the district. The Aire Valley has good public transport links, an attractive environmental quality, and is able to share the sub-regional integration benefits with the economy of Leeds. South Bradford on the other hand has good links to national motorway networks and benefits from good access to nearby centres of population.
- 5.7a Although South Bradford is the main gateway between the district and the rest of the country, the area does have a number of problems with respect to public transport provision. There is considerable existing congestion on the main roads and difficulty for people getting to and from work. Proposed improvements which are linked to the large employment allocations in the area include; bus promotion measures on the Wakefield Road corridor, the provision of Park and Ride sites at Odsal, the guided bus route up Manchester road and a new rail station at Low Moor. These measures should assist in providing improved public access to the new and existing employment sites in South Bradford.
- 5.8. One of the effects of modern business and industry seeking locational advantages for their operations has however been the decline of employment opportunities in the inner urban areas of the district, although many traditional employment activities still exist in the designated Employment Zones in these areas. In many cases land and buildings in the inner urban areas are less well located for the requirements of modern business and as a consequence some employment sites have been vacant for a number of years. Whilst business and industry uses will still be encouraged on these sites a degree of flexibility exists in the plan to allow employment uses other than core employment uses on some of these sites, which should assist the Council's regeneration initiatives in these areas.

### **The Need for Additional Employment Land**

- 5.9. The recent (1993-1998) average annual take up of employment land for employment use has been around 20 hectares. About 13 hectares was development on sites between 0.4 and 4.99 hectares, approximately 5 hectares was development on sites 5.0 hectares and above, whilst the rest was for small developments of less than 0.4 hectares including extensions. The average annual loss of employment land to non-employment uses was around 5 hectares over this period.
- 5.10. If this level of take up was maintained over the period of the plan to 2016 there would be a demand for around 345 Hectares of land on sites 0.4 hectares and above after taking into account the loss of land to other uses. Because the supply of employment land has been limited in the past, due to a general shortage of available unconstrained sites for development, the predicted demand only reflects the level of past demand that has been satisfied.
- 5.11. The replacement plan allocates around 30 hectares of employment land between 0.4 and 4.99 hectares in addition to the land previously committed for employment use. After the deletion of the previously committed sites that were considered no longer suitable for employment use, this provides a total supply of around 240 hectares which represents just over a 10 year supply based on historical take-up rates and the assumed loss of employment land to other uses.

## Employment Land Allocations

- 5.11a All existing employment sites in the adopted plan were reassessed for their continuing suitability for employment use. This assessment was based on the Plans Location Strategy, the sustainability assessment carried out on the site, the locational requirements of 2020 Vision and the specific local circumstances affecting each site.
- 5.12. The current plan allocated land for employment uses in various locations around the district including Airedale and South Bradford. Amongst these allocations were large employment sites to the south of Silsden and around the M606 corridor. However environmental constraints and the topography of the district, particularly in Airedale, has restricted further large land releases from the green belt in these areas and this is reflected in the new employment allocations made in the replacement plan.
- 5.13. In Airedale, development opportunities particularly from Esholt in the east to Silsden in the north west are restricted by the flood risk associated with the low lying nature of the undeveloped land. Much of the land is also green belt and performs an important function in maintaining the separation between individual settlements. These considerations have meant that it has not been possible to release further land for employment purposes in this area. Additional employment land has however been provided by reallocating the Coolgardie housing site in Bingley, as the site is more appropriately located for employment use.
- 5.14. In South Bradford development opportunities are not as restricted and new employment allocations have been made to the west Staithgate Lane, to the north of the former Transperience site, and to the north of Burnham Avenue. All these sites are in attractive locations for business and industry, close to good transport links and existing clusters of employment.
- 5.15. Although additional land has not been allocated for employment in the smaller settlements, it is still important to retain existing employment land and buildings in these areas to provide some local employment opportunities and reduce commuting to work, and this is reflected in the accompanying policies. Some of these settlements are also very attractive and tourism is a significant source of employment, so it is essential that their overall character is not adversely affected by inappropriate large scale development. There are however existing employment land allocations in these smaller settlements which provide opportunities for rural development and diversification.
- 5.16. The overall shortage of land in good primary locations for business and industrial use in the district means that bringing forward constrained employment land in the inner urban areas using Objective 2 funding will be an important priority. Some of this land whilst not in prime locations, is nevertheless important for the provision of employment opportunities in areas of high unemployment in the district. The clearance and redevelopment of underused land and buildings now unattractive for business use, will also be an important factor in meeting the future need for employment land. It is very important that land and buildings that are currently in employment use are not lost for other non employment uses as these existing buildings make an important contribution to the overall supply.
- 5.16a Although the location of Leeds and Bradford Airport is outside the Bradford Metropolitan District its impact on land uses affects a wider area, including land within the District. The scope for the airport to serve as a major regional airport for passenger and freight traffic was considerably enhanced following the extension of the runway in 1984. The associated improvements to terminal facilities at the airport have also helped to safeguard and improve air services, and there are employment land allocations in the plan that reflect the airport's potential for generating economic growth.

### Protecting Allocated Sites Shown on the Proposals Maps

- 5.17. The land shown for employment on the proposals maps allows for a range of business and industrial uses in a variety of locations and for sizes of site in the district. Because there is a limited supply of suitable land in the district it is crucial that the best use is made of the Plan's allocations and the job creation potential is realised by ensuring that land allocated for business and industry is retained for such development. Uses such as extensive warehousing developments although an essential requirement of business and industry (see Policy E7) are less able to increase the overall level of jobs in the district. Therefore;

#### **POLICY E1**

#### **PROPOSALS FOR EMPLOYMENT DEVELOPMENT ON SITES SHOWN ON THE PROPOSALS MAPS AS EMPLOYMENT SITES WILL BE PERMITTED SUBJECT TO POLICY E7. PROPOSALS FOR OTHER USES ON THESE SITES WILL NOT BE PERMITTED UNLESS:**

- (1) THE SITE IS BELOW 1.0 HA IN SIZE; AND**
- (2) IT IS WITHIN THE URBAN AREAS OF BRADFORD/SHIPLEY/ BAILDON/KEIGHLEY; AND**
- (3) IT IS NOT WITHIN AN EMPLOYMENT ZONE; OR**
- (4) THERE HAS BEEN A MATERIAL CHANGE IN CIRCUMSTANCES WHICH HAS ARISEN SINCE THE DATE OF ADOPTION OF THE PLAN OR DURING THE LIFE OF THE PLAN, OR,**
- (5) THE SITE IS NO LONGER APPROPRIATE FOR EMPLOYMENT USE BECAUSE OF POSSIBLE ADVERSE EFFECTS ON SURROUNDING LAND USES.**

- 5.18. The criteria attached to the policy set out the circumstances where other proposals will be acceptable on employment sites. They reflect the Council's concern to safeguard medium and large employment sites in attractive locations whilst allowing a degree of flexibility of employment use, particularly on the less strategically located employment land in the Inner urban areas.
- 5.19. In the free-standing towns of Bingley, Ilkley, Silsden and Queensbury and the rural settlements the policy safeguards all allocated employment sites however small. This is to maintain a local provision of employment opportunities and to reduce the growth in commuting.
- 5.20. Towards the end of the Plan period the situation could arise where an employment site might become surrounded by other uses, for example, housing. In the few cases where this may happen criterion (4) provides for flexibility where the restriction of development only to employment uses would be incompatible with, and harmful to the surrounding land uses. However, many modern employment uses happily coexist with other non employment activities.

### Protecting Larger Sites from Fragmented Development

- 5.21. The Replacement Plan has allocated a number of larger employment sites primarily for the purpose of providing land for fast growing local companies to relocate or for inward investment opportunities. As there are only a small number of these large sites in the district it is important that they are retained for these purposes, and not lost through a series of fragmented smaller scale developments. In the District there is a relatively

generous supply of employment sites below 3 hectares, but relatively few sites above this size. Therefore;

#### **POLICY E2**

**FOR THOSE LARGER EMPLOYMENT SITES IDENTIFIED IN THE PROPOSALS REPORTS TO BE DEVELOPED IN ACCORDANCE WITH POLICY E2, THE LAYOUT AND DEVELOPMENT SHALL ENSURE THAT A SIGNIFICANT PART OF THE LAND SHALL BE MADE AVAILABLE FOR SINGLE-USER BUSINESS OR INDUSTRIAL PURPOSES.**

- 5.22 Of the larger sites allocated for employment use in the Plan that are 3 hectares or above in size, some are subject to policy E2, as set out in the Proposals Reports. These sites are either well located or have the physical characteristics suitable to accommodate inward investment opportunities or for the relocation of fast growing local companies. The layout and development of these sites should ensure that about 50% of the developable area, or some 3 hectares, [whichever is the less] is available for a single-user development.
- 5.23 In the case of West Bowling Golf Course Policy BS/E11 will apply, requiring that the layout and development will ensure that not less than 2 sites of at least 5 hectares each will be available for single-user developments.

#### **Protecting Land and Buildings In The Urban Areas**

- 5.24 Whilst Policy E1 protects the allocated sites for business and industry, there is also a need to ensure that land and buildings which are in use or were last used for business and industry, but are not shown as allocations on the proposal maps are also protected. Because of the overall shortage of employment land in the district it is important to retain existing land and buildings for employment use and prevent the loss to other uses. Therefore;

#### **POLICY E3**

**WITHIN URBAN AREAS THE DEVELOPMENT OF EXISTING EMPLOYMENT LAND OR BUILDINGS FOR OTHER USES WILL NOT BE PERMITTED UNLESS:**

- (1) THE PROPOSAL IS IN A MIXED USE AREA SHOWN ON THE PLAN; OR**
- (2) THE PROPOSAL IS WITHIN THE DEFINED CITY, TOWN, DISTRICT OR LOCAL CENTRES OR THE TOWN CENTRE EXPANSION AREAS OR WITHIN THE VALLEY ROAD RETAIL AREAS SHOWN ON THE PLAN OR**
- (3) THE PROPOSAL IS WITHIN BRADFORD/SHIPLEY/BAILDON OR KEIGHLEY, IS LESS THAN ONE HECTARE IN SIZE, AND IS NOT WITHIN AN EMPLOYMENT ZONE; OR**
- (4) THE PROPOSAL IS WITHIN THE TOWNS OF BINGLEY, ILKLEY, QUEENSBURY OR SILSDEN AND IS LESS THAN 0.4 HECTARE IN SIZE AND NOT WITHIN AN EMPLOYMENT ZONE; OR**
- (5) THE PROPOSAL CONTRIBUTES POSITIVELY TO THE RE-USE OF A LISTED BUILDING OR OTHER HISTORIC BUILDINGS IN A CONSERVATION AREA; OR**
- (6) THE PROPOSAL CONTRIBUTES POSITIVELY TO PRESERVING OR ENHANCING THE CHARACTER OF A CONSERVATION AREA; OR**

**(7) IT IS NO LONGER APPROPRIATE TO CONTINUE AS AN EMPLOYMENT USE BECAUSE OF THE ADVERSE AFFECT ON THE SURROUNDING LAND USES; OR**

**(8) THE BUILDING HAS BECOME FUNCTIONALLY REDUNDANT FOR EMPLOYMENT USE.**

- 5.25 The criteria attached to the policy sets out the circumstances where other uses will be acceptable for existing employment land and buildings. These reflect the Council's concern to retain existing employment opportunities in the outer urban areas and the smaller towns, whilst allowing for some flexibility in the inner urban areas.
- 5.26 The areas designated for Mixed Use will promote a mix of uses to promote sustainability and encourage vitality. Proposals falling within these areas will be subject to the appropriate policies in Chapter 4 (Urban Renaissance). In the areas designated for retail expansion, proposals will be subject to the appropriate policies in Chapter 7 (Town Centre, Retail and Leisure).
- 5.27 In the smaller free-standing towns the lack of expansion opportunities for meeting future business needs makes it important to retain existing employment land and buildings for business use and to reduce the growth in commuting.
- 5.28 Proposals that are likely to be acceptable under Criteria (5) and (6) will need to further the Plan's objectives regarding the enhancement of Conservation Areas and protection of Listed Buildings.
- 5.29 Where following housing development an employment use is now located in the middle of a residential area, and there will be significant detriment to residential amenity, then criterion 7 of Policy E3 provides for its reuse for alternative purposes.
- 5.30 Criterion (8) refers to the cases where because of certain physical characteristics such as the age, height, scale or physical configuration of the building and the provision for parking and vehicle manoeuvring the building can no longer be considered appropriate for business and industry uses. However, many older buildings can be successfully adapted for employment uses and therefore persuasive evidence of functional redundancy will be required in these circumstances.

### **Office Development**

- 5.30a The Government's objectives on the location of employment proposals for office development are most recently set out in Regional Planning Guidance for Yorkshire and the Humber (RPG12) (2001).
- 5.30b This document makes clear the Government's concern that uses falling within B1a of the Use Classes order ("pure offices") in out of centre locations, can undermine the vitality of existing main centres. Such locations also are not convenient for employees who do not have access to a car. Neither do they help encourage and provide people with the option of using modes of transport other than the car.
- 5.30c The Government in RPG12 (Policy E4b) states that it wishes to promote and focus office development in city, town and district centres and near to major urban public transport interchanges. In this metropolitan district there are no major urban public transport interchanges outside the city and town centres. The Government also requires such development to reflect the scale and character of the centre to which it relates (Policy E1a of RPG12). Therefore:

**POLICY E3A**

**PROPOSALS FOR OFFICE DEVELOPMENT SHOULD WHEREVER POSSIBLE BE LOCATED IN THE CITY, TOWN AND DISTRICT CENTRES AND REFLECT THE SCALE AND CHARACTER OF THE CENTRE. OFFICE DEVELOPMENTS ON SITES OUTSIDE THESE CENTRES WILL BE ASSESSED AGAINST THE FOLLOWING CRITERIA:**

- (1) WHETHER THE DEVELOPMENT TOGETHER WITH RECENT AND POTENTIAL DEVELOPMENT ARISING FROM OTHER UNIMPLEMENTED PLANNING PERMISSIONS FOR OFFICE DEVELOPMENT WOULD BE UNLIKELY TO HAVE AN ADVERSE EFFECT ON FUTURE PRIVATE INVESTMENT IN THE CITY, TOWN AND DISTRICT CENTRES;**
- (2) WHETHER THERE WOULD BE CONVENIENT ACCESS TO THE PROPOSED DEVELOPMENT FOR THE WORKFORCE BY A RANGE OF TRANSPORT MODES;**
- (3) WHETHER THE DEVELOPMENT WOULD NOT LEAD TO AN INCREASE IN THE NEED TO TRAVEL AND RELIANCE ON THE PRIVATE CAR;**
- (4) WHETHER THE DEVELOPMENT WOULD NOT UNDERMINE THE STRATEGY FOR THE CITY AND TOWN CENTRES STATED IN THE PLAN;**
- (5) WHETHER THE NEED FOR THE DEVELOPMENT IN THE PROPOSED LOCATION HAS BEEN DEMONSTRATED.**

- 5.30d This Policy does not apply to proposals for employment developments where the offices are ancillary to the prime use such as the offices of a factory whose function is incidental and ancillary to the factory use.
- 5.30e The strategy for the City and town centres is stated in Part One Policy UDP 6 and in Part Two of the Plan where it is articulated in more detail in the Retail and Leisure sections of the Town Centres, Retail and Leisure Developments Chapter and the vision statements for each centre in the Proposal Reports.
- 5.30f It is possible under the Town and Country Planning (Use Classes) Order 1987 for employment uses within class B1 to change to a pure office use without the need for any subsequent planning permission. In order to ensure the effective implementation of this Policy any planning permissions granted for development falling within class B1b and class B1c on sites outside the City and town centres will be conditioned to ensure the development cannot later change to a pure office use without being the subject of further consideration by the Local Planning Authority.

**Protecting Land and Buildings in The Rural Areas**

- 5.31 In recent years the smaller settlements have suffered a decline in employment as a result of their development as commuter villages. To aid the rural economy the Plan seeks to ensure that appropriate employment uses are encouraged by retaining existing employment uses and encouraging new developments of an appropriate scale on land that is not allocated as Green Belt. This will help to retain and enhance local employment opportunities and reduce commuting flows. Therefore:

**POLICY E4**

**IN SETTLEMENTS IN RURAL AREAS NOT SUBJECT TO POLICY GB1 THE DEVELOPMENT OR REDEVELOPMENT OF EXISTING EMPLOYMENT LAND OR BUILDINGS FOR OTHER USES WILL NOT BE PERMITTED UNLESS:**

- (1) THE PROPOSAL CONTRIBUTES POSITIVELY TO THE RE-USE OF A LISTED BUILDING OR OTHER HISTORIC BUILDINGS IN A CONSERVATION AREA; OR**
- (2) THE PROPOSAL CONTRIBUTES POSITIVELY TO PRESERVING OR ENHANCING THE CHARACTER OF A CONSERVATION AREA; OR**
- (3) IT IS NO LONGER APPROPRIATE TO CONTINUE AS AN EMPLOYMENT USE BECAUSE OF THE ADVERSE EFFECT ON THE SURROUNDING LAND USES; OR**
- (4) THE BUILDING HAS BECOME FUNCTIONALLY REDUNDANT FOR EMPLOYMENT USE.**

5.32 The policy includes the same criteria as (6),(7),(8) in Policy E3, the purpose of which is explained under that policy.

#### **Farm Diversification and New Employment Uses in the Rural Areas**

5.33 Agricultural employment is declining and this trend is likely to continue, and diversification both at farm level and within the wider rural economy is important to help maintain rural employment and also maintain the viability of existing farm businesses and thus avoid disruption to farm structure. Planning Policy Guidance Note 7 'The Countryside - Environmental Quality and Economic and Social Development (February 1997) emphasizes this important role that the adaption of existing rural buildings has in meeting the needs of rural areas for commercial and industrial development. Buildings for conversion should be of permanent and substantial construction and capable of conversion without major or complete reconstruction. Therefore:

#### **POLICY E5A**

**FOR PROPOSALS INVOLVING THE ADAPTATION OF AGRICULTURAL AND RURAL BUILDINGS, BUSINESS USE IS PREFERRED. IF THE PROPOSAL IS FOR A NON-BUSINESS USE THE APPLICANT WILL BE REQUIRED TO DEMONSTRATE THAT ALL REASONABLE EFFORTS HAVE BEEN MADE TO SECURE BUSINESS USE.**

5.33a The Council wishes to encourage proposals which might lead to the diversification of the rural economy where they are compatible with other relevant policies in the Plan, particularly those relating to the countryside. The Plan seeks to encourage new smaller-scale employment uses in the rural areas. This is particularly welcome where it involves the adaptation of farm and other rural buildings. Therefore:

#### **POLICY E5**

**NEW EMPLOYMENT USES WILL BE PERMITTED IN RURAL AREAS WHERE THIS INVOLVES THE RE-USE OF AGRICULTURAL AND OTHER RURAL BUILDINGS PROVIDED THAT THE DEVELOPMENT SATISFIES ALL OF FOLLOWING CRITERIA:**

- (1) IT IS ON A SCALE APPROPRIATE TO THE LOCALITY;**
- (2) THE PROVISION OF SATISFACTORY ACCESS FROM THE HIGHWAY NETWORK CAN BE OBTAINED WITHOUT DETRIMENT TO VISUAL AMENITY;**
- (3) IT RETAINS OR ENHANCES THE EXISTING CHARACTER OF BUILDINGS, OR GROUPS OF BUILDINGS;**
- (4) IT ACCORDS WITH THE PLAN'S GREEN BELT POLICIES GB1 TO GB6**

- 5.34 In relation to criteria (1) scale refers to the physical effects of the proposal on the setting of the building and surrounding environment. On this basis appropriate scale will normally mean a generally small, low intensity use, that has little impact on the landscape, and does not create any activity outside the building which would adversely affect the visual amenity of the area.
- 5.35 Proposals which are acceptable under this policy will need to be tested against other relevant policies in the Plan, in particular those related to the Landscape Character Areas.
- 5.35a It is important that in the case of the re-use of an agricultural building that is occupied by an important species of wildlife these species are protected. In these cases the development will be subject to policies NE10 and NE11 which appear in Chapter 14 (Natural Environment and Countryside).

### Employment Zones

- 5.36 In the main urban areas of the district there are a number of locations where existing business and industrial uses predominate. In these areas traditional employment activities will continue to play an important role in providing jobs for local communities and are defined on the Proposals Maps as Employment Zones.
- 5.37 The boundaries of the Employment Zones have been recently reviewed to reflect the changes that have taken place in these areas since the adopted plan was formulated. Some Zones have now been extended in area, some reduced and parts of others now designated as Mixed Use Areas. The Proposals Reports include specific policies applicable to individual employment areas.
- 5.38 Within the Employment Zones it is important to maintain and encourage new industrial and commercial investment. Any other development that is permitted must support the predominantly industrial and commercial function of the Zone. Therefore;

### POLICY E6

**WITHIN THE DEFINED EMPLOYMENT ZONES ON THE PROPOSALS MAPS NEW EMPLOYMENT USES WILL BE PERMITTED PROVIDED THAT THE DEVELOPMENT ACCORDS WITH POLICY E7. OTHER USES WILL NOT BE PERMITTED UNLESS IT CAN BE DEMONSTRATED THAT THE PROPOSAL:**

- (1) RELATES TO A USE WHICH SUPPORTS THE FUNCTION OF THE EMPLOYMENT ZONE AS A PREDOMINANTLY INDUSTRIAL AND COMMERCIAL AREA AND THE DEVELOPMENT WOULD BRING POSITIVE ENVIRONMENTAL IMPROVEMENTS; OR**
- (2) CONTRIBUTES POSITIVELY TO THE REUSE OF A LISTED BUILDING OR OTHER HISTORIC BUILDING IN A CONSERVATION AREA; OR**
- (3) CONTRIBUTES POSITIVELY TO PRESERVING OR ENHANCING THE CHARACTER OF A CONSERVATION AREA; OR**
- (4) ACCORDS WITH THE PLAN'S RETAIL POLICIES AND PROPOSALS REPORTS WHICH PERMIT THE EXPANSION OF ADJOINING RETAIL CENTRES.**

- 5.39 Criterion (1) relates specifically to other uses which would support the function of the Employment Zones, as predominately industrial and commercial areas. Examples of such uses include cafes and hot food takeaways, or small shops like newsagents, which serve the needs of the local workforce, or employment training establishments. Proposals must also bring about environmental improvements such as the removal of noxious or unsightly uses or the enhancement of derelict or degraded land.



## Warehousing

- 5.40 Warehousing and distribution facilities Use Classes order (B8) are an important component of the activities of modern business and industry and provision for these uses needs to be made in the Plan. These facilities can vary in size and be either free-standing or exist side by side with other business uses. It is important that land allocated in the Plan for business and industry is used to maximise the job creation and is safeguarded for business and industry use. In general, warehousing uses have low employment densities and large warehouse developments particularly so. Therefore;

### **POLICY E7**

#### **LARGE STORAGE AND DISTRIBUTION WAREHOUSE DEVELOPMENT (USE CLASS ORDER B8) WILL NOT BE PERMITTED UNLESS IT IS DIRECTLY RELATED AND/OR ANCILLARY TO LOCAL MANUFACTURING AND DISTRIBUTION PROCESSES.**

- 5.41 The largest proportion of B8 developments in the district are for units less than 2,500sq metres, therefore large warehousing refers to developments over 2,500sq metres. It is recognised however that the efficient operation of local businesses may require some smaller-scale warehousing to complement their main activity. Exceptional circumstances may arise which could justify larger developments, in particular if a major employer within the District required such a development in order to retain its existing employment.
- 5.42 In determining planning applications the Council will have regard to the average densities for different floorspace bands identified in the Report to the then, Environment "Employment Densities in Urban Planning" undertaken by Land and Urban Analysis Ltd., in 1989, and to any relevant further published research work.

### **"Bad Neighbour" Employment Uses**

- 5.43 "Bad neighbour" uses such as scrapyards, car breakers or open processing of minerals have the potential to create environmental problems.
- 5.44 Applicants seeking planning permission will be required to undertake a thorough assessment of how such proposals relate to the surrounding environment, and provide that assessment in support of the planning application.
- 5.45 Proposals which are aimed at recycling waste materials need also to be considered in the context of Policy P8 in Chapter 16 (Pollution Hazards and Waste) which offers support for such proposals in order to reduce the need for landfill.

## Tourism

- 5.46 The large range of activities which make up the tourist industry, include hotels and guest house provision, are not covered within a specific section of the plan as tourism cannot be regarded as a single or Distinct category of land use. However tourism plays an important role in the diversification of the districts economy and its continuing growth generates a range of economic activity and new job opportunities. The findings of a recent study (Bradford Impact Assessment 1998) on the impact of tourism in the District, showed that the overall expenditure on tourism was around £270 million in 1998, and tourism and related activity supported some 6572 full-time equivalent jobs in the District.

### **Tourist Facilities**

- 5.47 Although tourism is providing a growing source of employment in the District it does create particular planning problems. For example, the increased attraction of visitors to villages like Saltaire and Haworth has led to a loss of amenity to local residents through the

increased vehicular and pedestrian movement that tourist developments have attracted. The advantages that tourism can bring to the District has to be balanced against the likelihood of environmental damage that increased tourism can bring. Therefore;

#### **POLICY E8**

**PROPOSALS FOR THE CREATION OR EXPANSION OF TOURIST FACILITIES (INCLUDING HOTELS) PARTICULARLY THROUGH THE RE-USE OR CONVERSION OF BUILDINGS WILL BE PERMITTED PROVIDED THAT THE DEVELOPMENT SATISFIES ALL OF THE FOLLOWING CRITERIA:**

- (1) IS ON A SCALE APPROPRIATE TO THE LOCALITY;**
- (2) HAS GOOD ACCESS TO THE HIGHWAY NETWORK AND PUBLIC TRANSPORT SERVICES;**
- (3) PROVIDES INFRASTRUCTURE WORKS TO ACCOMMODATE THE INCREASED VISITOR PRESSURE BROUGHT ABOUT BY THE DEVELOPMENT.**

- 5.48 The test for criterion (1) relates to the setting of the proposed development and the impact of a tourist facility on the immediate neighbourhood in terms of visual and residential amenity.
- 5.49 To accord with Policy E8 proposals for tourism facilities will need to have good access to the highway network. Wherever possible, tourist developments should also be well located to the public transport network to ensure ease of access to the facilities by all sections of the population, and encourage the increased use of existing public transport in rural areas.

#### **Major Hotels**

- 5.50 To take advantage of the benefits of tourism, hotels and guesthouses are needed to encourage people to come and stay in the district and they are therefore an important part of the tourist industry. Larger hotels also serve the needs of the business traveller and are frequently used for conference venues. The locational requirements, particularly for larger hotels, are therefore closely related to these needs which are for sites close to motorways, the main transport routes and the city and other district centres. It is also important that hotels have good access to public transport. Therefore;

#### **POLICY E9**

**PROPOSALS FOR MAJOR HOTELS AND CONFERENCE FACILITIES WILL BE PERMITTED ON LAND ALLOCATED FOR EMPLOYMENT PROVIDED THEY ACCORD WITH POLICY E8.**

- 5.51 There will be a number of sites, particularly in the prime employment locations which will be safeguarded for the fast growing sectors of the local economy, and on these sites hotel developments will not be permitted. The Proposals Reports indicate which sites are reserved for core employment uses only.

#### **Smaller Hotels**

- 5.52 The demand for tourist accommodation tends to be for smaller premises in the main centres and smaller attractive outlying villages. Small hotels and guest houses can also make a contribution to the regeneration of inner urban areas by providing an additional source of employment to local people and tourism development is particularly suitable

where it can be used to assist the regeneration of older areas and the re-use or adaptation of buildings in both the urban areas and the countryside.

- 5.53 Tourism related development in the countryside will be considered in the context of the Plan's aims of controlling development in the Green Belt, protecting the landscape and other environmental matters. Therefore:

**POLICY E10**

**PROPOSALS TO ESTABLISH SMALL HOTELS AND GUEST HOUSES WILL BE PERMITTED PROVIDED THEY ACCORD WITH POLICY E8.**

- 5.54 In the urban areas the policy does not limit the development of small hotels and guesthouses to just reuse and conversion. However, in the countryside the construction of new buildings for tourism (including hotels) will not normally be appropriate under policies for protecting the Green Belt (Policies GB1- GB5)
- 5.55 Some proposals to convert buildings into tourist facilities may also involve extension to the buildings. In such cases proposals will also be assessed against Policy GB4.



# CHAPTER 6

---

Housing

## 6.0 Introduction

- 6.1 The context for the Housing chapter has been established in Part 1 of the Plan. The lower case text and Policy of UDP5 sets the housing requirement for the District. The Dousing chapter is primarily influenced by Government guidance on housing, contained in Planning Policy Guidance Note 3: Housing (PPG3) (2000) and by Regional Planning Guidance for Yorkshire and the Humber to 2016 (RPG12) (2001). This chapter applies the RPG12 housing requirement figure to the time periods of the Plan, documents the components of the housing supply, and, within the provisions of PPG3, deals with phasing of the housing land supply, monitoring, supply protection, density, affordable housing and the accommodation of gypsies and travelling showpeople.
- 6.2 The Housing chapter also provides the policy framework to guide the determination of development proposals and planning applications for residential development. This chapter does not, however, include all policies relevant to residential development. Consideration should be given to other policies, for example, those found in the chapters on Design, Transport and Movement, Urban Renaissance, Community Facilities and Open Land in Settlements.

### The Housing Requirement

- 6.3 The housing requirement for the Bradford District is set by RPG12, and, as noted in paragraph 3.22, the target is an annual average of 1390 additions to the housing stock over the period 1998 to 2016.
- 6.3a The time period for proposals in the Plan is to 2014, as noted in paragraph 3.7.
- 6.3b In setting the housing requirement, RPG12 has taken into account a regional target for a reduction in vacant dwellings. The Council is pursuing this target, as part of the Bradford Housing Partnership, through the Joint Housing Strategy and the Empty Homes Action Plan.

### The Housing Supply

- 6.4 At an early stage in the replacement Plan process, steps were taken to better establish how much additional development, particularly for housing, could be accommodated within the urban areas of the District. This is noted in paragraph 3.7 and documented in Background Document No. 3 Urban Capacity in the Bradford District.
- 6.4a Decisions on the phasing of sites have been made using the location strategy of the Plan and the sustainability appraisal of sites, as noted in paragraph 3.7. The sequential approach to housing allocations, advocated by PPG3 and developed in a more region specific way in Policy H2 of RPG12, is dealt with in the Plan through the location strategy, as noted from paragraph 3.8. These paragraphs explain how the allocated sites have been phased to ensure the more sustainable, well-located, sites are developed first.
- 6.4b Mixed use areas are described in the Urban Renaissance chapter, commencing at paragraph 4.35. These areas can contribute to the housing supply through specific contributions for some mixed use areas, and through the general assumptions that influence the conversions and windfall allowances.
- 6.4c The housing supply of the Plan is documented in the following paragraphs, in terms of committed sites; the assumed contributions from sources of supply other than allocations, namely, infill sites, conversions, and windfall sites; and new housing allocations in the Plan. The housing supply is derived and calculated on a District wide basis.

## Commitments

- 6.4d Monitoring of land available for housing development at the base date of the Plan, 1st April 2000, identified the following commitments:

	<b>Number of Dwellings</b>
New homes built since 1st April 1998	2218
The remaining yield of sites under construction ( $\geq 0.4$ ha)	1262
Planning permission for sites with a specific yield ( $\geq 0.4$ ha)	515
<b>Total commitments</b>	<b>3995</b>

- 6.4e Data on housing completions is compiled from inspections carried out by the Council's Building Control Service and returns supplied to them by the National House Building Council. The completion figures for 1998-1999 and 1999-2000, that total 2218, are included in the supply calculations to take account of activity between the start date of the RPG12 housing requirement figure and the base date of the Plan.
- 6.4f In the Plan sites under construction have been included in the Phase 1 supply, though they have not all been shown as allocated sites on the Proposals Maps, particularly those sites where the remaining area is  $< 0.4$ ha. The remaining yield for all sites under construction has been included in the Phase 1 supply calculations.
- 6.4g Sites with planning permission, with either a specific or estimated yield (number of dwellings), that were not under construction at the base date, are allocated as Phase 1 sites. Sites with permission for a specific yield have been included in the housing supply as a commitment. Where permission was not granted for a specific yield, the contribution for these Phase 1 allocations has been derived using the density appraisal noted in paragraph 6.4o.

## Sources of Supply Other than Allocations

- 6.4h Dwellings are also provided on sites smaller than 0.1ha known, for monitoring purposes, as 'infill' sites; by the 'conversion' of non-residential buildings, increasing the number of units in residential buildings; and through the development of larger sites not identified in the Plan, known for monitoring purposes, as 'windfall' sites.
- 6.4i The contribution from infill development is assumed to be 40 dwellings per year, which reflects the declining trend from this source.
- 6.4j The annual contribution from conversions is assumed to be 200 dwellings per year. This reflects the national imperative to maximise the production of dwellings from recycling, and the potential for conversions that exists particularly in the City and town centres, mixed use areas and in redundant mills generally.
- 6.4k The contribution from windfall development is assumed to be 200 dwellings per year. This recognises the general policy concentration on urban development and the opportunities presented in mixed use areas.
- 6.4l The annual sum of these three assumptions is 440 dwellings.

## Allocations

- 6.4m All prospective new housing allocations were tested for their suitability for inclusion in the Plan through the sustainability appraisal, as described in paragraph 3.7.

- 6.4n RPG12 assumes that all new housing land can be developed at an average density of 38 dwellings per hectare (dph), which is much higher than the 25 dph historical average achieved across the District.
- 6.4o Following the policies in the Plan on density and land use efficiency, H7 and H8, it is assumed, solely for the supply calculations, that within City and town centres and good quality public transport corridors, 75% of development will be at 38 dph, but 25% will be at a higher density of 50 dph. Outside these centres and corridors the assumption is that only 50% of development will be at 38dph, the remainder will be at 30 dph.
- 6.4p These percentage densities have been applied to the total area of all allocations that were not subject to objections and consideration at the Public Inquiry.
- 6.4q For Phase 1 the total yield for unobjected allocations within centres and corridors is 3190 dwellings, and outside centres and corridors is 1043 dwellings. A discount of 400 units has been included to take account of greenfield sites where planning permission may expire without development taking place, and where planning permission may not be renewed.
- 6.4r For Phase 2 the total yield for unobjected allocations within centres and corridors is 346 dwellings, and outside centres and corridors is 369 dwellings.
- 6.4s For those allocations that were the subject of objections and consideration at the Public Inquiry, a more specific figure has been used in calculating the contribution to the housing supply.
- 6.4t If, since the base date of the Plan, planning permission has been granted for housing on an objection allocation, the site specific yield of the permission has been used in assessing the contribution to the housing supply.
- 6.4u The total yield for such permissions for Phase 1 objected allocations is 1368 dwellings.
- 6.4v The total yield for such permissions for Phase 2 objected allocations is 231 dwellings.
- 6.4w For those objected allocations, where no subsequent planning permission had been granted at the time of the Public Inquiry, a site specific yield has been attributed to each, solely for the purposes of calculating the housing supply, based on evidence presented at the Inquiry.
- 6.4x The total yield for these objected allocations is 2047 dwellings for Phase 1. This comprises 1341 dwellings on urban previously developed land and 706 dwellings on urban greenfield land.
- 6.4y The total yield for these objected allocations is 3750 dwellings for Phase 2. This comprises 588 on urban previously developed land; 1088 dwellings on urban greenfield land; 498 dwellings which are extensions to the main urban area; 857 dwellings which are extensions to other urban areas; 704 dwellings at nodes in good quality public transport corridors and 15 dwellings which are to meet local needs in rural areas.
- 6.4z The calculation of the housing supply, using the components documented in the preceding paragraphs, is shown for both phases of the Plan.
- 6.4aa The Phase 1 housing supply totals 15603 dwellings which meets the housing requirement of 15290 dwellings as shown in the following table:



<b>Phase 1 Housing Supply</b>	<b>Number of Dwellings</b>
Phase 1 Housing Requirement 1998-2009	15290
Commitments	3995
Sources other than allocations (Infill, Conversions, Windfall.)	3960
Unobjected sites in centres/corridors	3190
Unobjected sites outside centres/corridors	1043
Objected sites granted permission since the base date	1368
Objected sites which are urban previously developed land	1341
Objected sites which are urban greenfield	706
<b>Total Phase 1 Housing Supply</b>	<b>15603</b>

6.4ab The Phase 2 housing supply totals 6896 dwellings which meets the housing requirement of 6950 dwellings as shown in the following table:

<b>Phase 2 Housing Supply</b>	<b>Number of Dwellings</b>
Phase 2 Housing Requirement 2009-2014	6950
Sources other than allocations (Infill, Conversions, Windfall.)	2200
Unobjected sites in centres/corridors	346
Unobjected sites outside centres/corridors	369
Objected sites granted permission since the base date	231
Objected sites which are urban previously developed land	588
Objected sites which are urban greenfield	1088
Objected sites which are extensions to main urban area	498
Objected sites which are extensions to other urban areas	857
Objected sites at nodes in good quality public transport corridors	704
Objected sites to meet local needs in rural areas	15
<b>Total Phase 2 Housing Supply</b>	<b>6896</b>

- 6.4ac Appendix F contains a matrix of housing sites in Phase 1 of the Plan. Appendix G contains a matrix of housing sites in Phase 2 of the Plan. Both appendices show the status of sites in relation to the sequential approach of the Plan, including whether or not the land is previously developed.

### Previously Developed Land

- 6.4ad Policy H1a) of RPG12 also refers to aspirational development targets for the proportion of housing development taking place on previously developed land. Table H1, of RPG12, sets a figure of 57% for the Bradford District. Analysis of the wider housing supply from 1998 to 2014 suggests that if development takes place in accordance with the expectations of the plan, 57% will be on previously developed land.
- 6.4ae In Phase 1, if development takes place in accordance with the expectations of the Plan, 64% will be on previously developed land.
- 6.4af In Phase 2, if development takes place in accordance with the expectations of the Plan, 41% will be on previously developed land.

### Safeguarded Land

- 6.4ag The amount of safeguarded land in the Plan is 187.49 ha. If all this safeguarded land were to be allocated for housing, using the density reappraisal figures in paragraph 6.4o, and the annual rate of contributions from sources other than allocations remained at 440 dwellings, from paragraph 6.4l, this would meet the current RPG12 housing requirement for 7 years, from 2014.

### Phasing the Housing Land Supply

- 6.5 Paragraph 3.7, in the lower case text to Policy UDP1, explains how sites have been placed in phases. Both Phase 1 and Phase 2 housing sites are listed in Appendix F and Appendix G, respectively, and in the Proposals Reports.
- 6.6 Local authorities should include policies in their Plan for the release of sites for residential development to “*manage the release of sites over the plan period*” and “*control the pattern and speed of urban growth*” (PPG3, paragraph 33). The aim of this is to “give priority to re-using previously-developed land within urban areas”, “*create more sustainable patterns of development*” and deliver part of the Government’s objectives and expectations of local planning authorities, as set out in paragraph 2 of PPG3. Consideration of planning applications through the development control process will have regard to the purposes of phasing in this chapter and in Policy UDP1.
- 6.7 The Council is committed to meeting the requirements of PPG3, ensuring that Phase 1 sites are developed before those in Phase 2, and reflecting the approach to phasing advice contained in the DTLR Good Practice Guidance, “*Planning to Deliver - The Managed Release of Housing Sites: Towards Better Practice*”. Therefore:

#### **POLICY H1**

**PROPOSALS FOR RESIDENTIAL DEVELOPMENT ON ANY SITE ALLOCATED ON THE PROPOSALS MAPS AS A PHASE 1 HOUSING SITE WILL BE PERMITTED, SUBJECT TO OTHER HOUSING POLICIES AND OTHER RELEVANT POLICIES ELSEWHERE IN THE PLAN.**

#### **POLICY H2**

**PROPOSALS FOR RESIDENTIAL DEVELOPMENT ON ANY SITE ALLOCATED ON**

**THE PROPOSALS MAP AS A PHASE 2 HOUSING SITE WILL NOT BE PERMITTED UNTIL THE TOTAL OF DWELLINGS COMPLETED OR COMMENCED DURING PHASE 1 IS 90% OF THE CUMULATIVE PHASE 1 DWELLING REQUIREMENT. THE EARLY RELEASE OF PHASE 2 SITES WILL BE CONSIDERED IN THE FOLLOWING CIRCUMSTANCES:**

- (1) ALLOCATED PHASE 1 SITES, AND INFILL CONVERSIONS AND WINDFALLS TOGETHER, PROVIDE CONSISTENTLY AND SIGNIFICANTLY FEWER DWELLINGS THAN CALLED FOR BY THE HOUSING REQUIREMENT, OR WOULD FAIL TO PRODUCE A 5 YEAR SUPPLY OF DWELLINGS. THIS COULD LEAD TO THE RELEASE OF INDIVIDUAL SITES OR GROUPS OF SITES, OR PHASE 2 AS A WHOLE COULD BE BROUGHT FORWARD.**
- (2) WHERE A SITE COULD MAKE A SUBSTANTIAL CONTRIBUTION TO MEETING A LOCAL NEED FOR AFFORDABLE HOUSING IN CIRCUMSTANCES WHERE THERE IS A DEMONSTRABLE LACK OF AFFORDABLE HOUSING.**
- (3) WHERE A SITE REQUIRES AN UNUSUALLY LONG LEAD TIME FOR INVESTMENT.**

**POSTPONEMENT OF THE RELEASE OF PHASE 2 AS A WHOLE WILL BE CONSIDERED IF THE ANNUAL CONTRIBUTION OF DWELLINGS FROM PHASE 1 SOURCES IS SIGNIFICANTLY GREATER THAN THE REQUIREMENT.**

**WHERE THE COUNCIL CONSIDERS IT DESIRABLE TO RE-ASSIGN SITES BETWEEN PHASES OR TO CHANGE THE TIMING OF THE RELEASE OF PHASE 2, THIS WILL NORMALLY BE DONE BY PROMOTING A LOCAL DEVELOPMENT DOCUMENT AS PART OF THE LOCAL DEVELOPMENT FRAMEWORK.**

- 6.8 The housing supply of the Plan has been derived to meet the housing requirement set by RPG12, in accordance with the 'plan, monitor and manage' approach advocated in PPG3.
- 6.8a Monitoring the sources of the supply will identify whether the requirement is being met, the cumulative total of housing completions, and the remaining supply in the Plan. It may also indicate changed circumstances that could constitute other material circumstances sufficient to justify granting planning permission for individual planning applications, within the context documented in paragraphs 4.2 to 4.7 of the Urban Renaissance chapter. Monitoring could also point to the need for a reconsideration of the phasing of sites, particularly those in Phase 2.
- 6.8b It is not possible to predict all the potential outcomes of monitoring the components of supply, nor is it practical to cater for these eventualities and subsequent actions in a policy. However, if the housing requirement is not being met, the two principal situations that can be foreseen are that the housing completions are consistently and significantly below the requirement, or, that completions are significantly greater than the requirement. Both these are recognised in Policy H2, together with the actions the Council will consider in relation to the Phase 2 allocations in the Plan.
- 6.9 In the event of a slower than expected flow of completions during Phase 1 of the Plan, the Council, working with the development industry, will seek to overcome any constraints affecting allocated sites and the development of potential infill, conversions and windfalls. If this effort fails, and completions remain consistently and significantly below the housing requirement, the Council would consider re-assigning some part of the Phase 2 supply to Phase 1. Any sites chosen would be the most sustainable sites in Phase 2 which could be developed early.
- 6.9a If completions from Phase 1 sources of housing supply are considerably greater than the

requirement, the Phase 2 supply may not be required as soon as envisaged in the Plan, and the Council would consider the postponement of the release of Phase 2 as a whole. It is important, for reasons of sustainability, that Phase 1 sites are developed first, and that Phase 2 sites are not released prematurely.

- 6.9b The Good Practice Guidance, "*Planning to Deliver*", notes the possibility of a demonstrable lack of affordable housing to meet local needs leading to the early grant of planning permission for sites which could meet such a need. This possibility is allowed for in the second exception to Policy H2. However, in considering any site under this exception, the Council will weigh the contribution towards meeting demonstrable unmet local needs for affordable housing against the harm, which the development of any particular site might cause, to sustainability objectives. The aim is not to allow the development of less sustainable sites, which are not in accordance with the location strategy/settlement hierarchy, or the phasing policy, or both, just because they could contribute affordable housing.
- 6.9c There may be a very few major sites, in the Phase 2 housing supply, that will need site specific arrangements so that allowance can be made for unusually long lead times and complexities such as infrastructure provision. This possibility is allowed for in third exception to Policy H2. In these instances the Council could consider granting planning permission for development before the generality of Phase 2 sites are released. In so doing, the Council would have to be satisfied that any planning conditions and obligations imposed would be sufficient to prevent the unsustainably premature completion of dwellings.
- 6.10 If the Council sought to amend the phasing provisions of the Plan, necessitated by Phase 1 completions being consistently and significantly below the requirement or being significantly greater than the requirement, or, where fundamentally changed circumstances affect the strategy of the Plan, it would normally seek to do so by promoting a Local Development Document, as part of the new Local Development Framework. This course of action would be subject to the prescribed public consultation.
- 6.11 Residential development is meant in its widest sense, including housing constructed by the market and Registered Social Landlords (RSLs), but also includes institutions, e.g. rest homes, nursing homes and care homes, as well as sheltered housing and student accommodation. Residential development can also include ancillary development of landscaped areas, recreation open space, playing fields and other local community facilities which are required to ensure adequate provision in the area, in view of the additional demands arising from the proposed development.

### Monitoring

- 6.12 The new policy direction for the delivery of housing through the planning system, based on the 'plan, monitor and manage' approach, is set out in PPG3. Monitoring is central to this approach to planning and to achieving sustainable housing provision.
- 6.12a An essential feature of this approach is that the housing requirement, and the way it is being met, should be kept under regular review. In particular, paragraph 76 of PPG3 states that effective monitoring is "essential to the strategy of maintaining an adequate supply of land for housing and to enable its managed release." Therefore, particularly following from the provisions of Policy H2:

### **POLICY H3**

**THE COUNCIL WILL REGULARLY MONITOR THE ANNUAL ADDITIONS OF DWELLINGS WITHIN THE DISTRICT. MONITORING WILL BE UNDERTAKEN ON AN ANNUAL BASIS, LEADING TO THE PUBLICATION OF AN ANNUAL REPORT ON THE**

**RESULTS OF THE MONITORING EXERCISE. THESE RESULTS WILL BE A MATERIAL CONSIDERATION IN DETERMINING WHETHER TO MAKE AN EXCEPTION TO THE PHASING PROVISIONS, AS SET OUT IN POLICY H2.**

- 6.12b Monitoring is part of the Council's wider role in pursuing progress in the implementation of housing allocations, particularly those in Phase 1. Without this, there is a danger that the housing requirement would not be met, and that less sustainable sites would have to be brought forward, unnecessarily, from Phase 2.
- 6.12c Monitoring is also essential to assessing the effectiveness of the policies in the Plan and providing base data for a subsequent review of the Plan. The Performance Framework of the Plan is documented in paragraphs 3.99-3.100.
- 6.12d Paragraph 77 of PPG3 lists the features of the housing supply and characteristics of new residential development which will be central to monitoring activity. These are:
- Numbers of dwellings provided in a plan area;
  - Proportion of dwellings provided on previously developed land or by the re-use of existing buildings;
  - Number of dwellings provided on windfall sites;
  - Numbers of affordable dwellings provided;
  - The variety of types and mix of sizes of housing;
  - Density of new development; and
  - Car parking provision.
- 6.12e An analysis of these features would be carried out by the Council and would be based upon:
- The various components of supply comprising infill, conversions, windfall and allocations;
  - The location of the development in relation to the sequential approach to housing provision, noted in paragraphs 3.82c;
  - The location of development in relation to good quality public transport corridors and the City and town centres noted respectively in paragraphs 3.72 and 7.17;
  - The detailed advice in the good practice guide to PPG3, "Monitoring Provision of Housing through the Planning System Towards Better Practice".
- 6.12f It is the Council's intention to undertake monitoring on an annual basis and to produce an annual monitoring report as soon as practical thereafter. Data collection, analysis and reporting for the annual monitoring report will be co-ordinated with that required for other returns to Government and the Regional Assembly to maximise efficiency and effectiveness.
- 6.12g The Council recognises that the house-building industry delivers the housing supply. It also appreciates the contribution the industry can make to monitoring, as it has particular knowledge that might not otherwise be available to the Council. The Council looks forward to creating a constructive dialogue, including meetings, and to the sharing of information for mutual benefit.

### **Protecting the Supply**

- 6.13 The pattern and speed of new housing development cannot be controlled in accordance with PPG3 unless it is ensured that land is allocated and protected for residential development. There is a need to safeguard land allocated on the Proposals Maps to meet the need for housing by new building. Therefore:

**POLICY H4**

**PROPOSALS FOR USES OTHER THAN RESIDENTIAL DEVELOPMENT ON ANY SITE ALLOCATED ON THE PROPOSALS MAPS AS HOUSING WILL NOT BE PERMITTED UNLESS IT CAN BE DEMONSTRATED THAT THE LONG TERM DEVELOPMENT OF THAT SITE FOR RESIDENTIAL PURPOSES IS SEVERELY PREJUDICED.**

6.14 [Deleted]

6.15 Not all the housing delivered during the Plan period will be on allocated sites shown on the Proposals Maps and protected by Policy H4. The components of supply are shown in paragraphs 6.4 to 6.4ac. Protection also needs to be applied to the other sources of supply, in line with paragraph 22 of PPG3, to maximise the re-use of urban land and buildings for housing, and minimise the amount of greenfield land being taken for residential development. Policy UR4 also seeks to prioritise housing development wherever possible. Therefore:

**POLICY H5**

**PROPOSALS FOR RESIDENTIAL DEVELOPMENT OF:**

**(1) ANY LAND OR BUILDING CURRENTLY USED FOR RESIDENTIAL PURPOSES,**

**OR,**

**(2) ANY LAND OR BUILDING CURRENTLY USED FOR ANY PURPOSE OTHER THAN RESIDENTIAL, IF NOT PROTECTED FOR ANY OTHER PURPOSE BY POLICIES IN THE PLAN,**

**WILL BE APPROVED SUBJECT TO OTHER HOUSING POLICIES AND OTHER RELEVANT POLICIES ELSEWHERE IN THE PLAN.**

**POLICY H6**

**SUBJECT TO OTHER RELEVANT POLICIES ELSEWHERE IN THE PLAN PROPOSALS FOR NON-RESIDENTIAL DEVELOPMENT OF LAND AND BUILDINGS CURRENTLY USED FOR RESIDENTIAL PURPOSES WILL NOT BE APPROVED UNLESS IT CAN BE DEMONSTRATED THAT**

**(1) THE LONG TERM DEVELOPMENT OF THE LAND FOR RESIDENTIAL PURPOSES IS SEVERELY PREJUDICED,**

**OR,**

**(2) THE CONTINUED USE OF THE BUILDING FOR RESIDENTIAL PURPOSES WOULD BE UNVIABLE FOR THE FORESEEABLE FUTURE.**

6.16 Policy H5 should be read in conjunction with, and development proposals will also be tested against, policies UR2, UR3 and UR4, covering 'promoting sustainable development', 'the local impact of development' and 'the sequential approach to accommodating development'.

6.17 [Deleted]

6.18 Non-residential buildings should be considered first for residential development, except where the existing use is protected by another policy of this plan. However, it is

recognised that in some of the district's housing and commercial markets, financial constraints may make housing an economically unviable option for the foreseeable future. If non-residential uses are proposed, applicants will be required to demonstrate that a residential use is economically unviable for the foreseeable future. Agricultural buildings in rural areas should be considered first for business use in accordance with policies UR4 and E5a.

### Density

- 6.19 PPG3 requires local authorities to encourage higher density developments to promote efficiency in the use of land. Development in the Bradford District has historically averaged around 25 dwellings per hectare, which falls short of the standards set in PPG3. Paragraph 58 of PPG3 states that "local planning authorities should avoid developments which make inefficient use of land (those less than 30 dwellings per hectare net); encourage housing development which makes more efficient use of land (between 30 and 50 dwellings per hectare net); seek greater intensity of development at places with good public transport accessibility such as city, town, district and local centres or around major nodes along good quality public transport corridors". Therefore to promote and ensure the delivery of both land use efficiency and the specific density expectations of PPG3:

#### **POLICY H7**

**ON PLANNING APPLICATIONS FOR RESIDENTIAL DEVELOPMENT PLANNING PERMISSION WILL ONLY BE GRANTED IF A DENSITY OF 30 TO 50 DWELLINGS PER HECTARE NET AT LEAST IS PROPOSED, EXCEPT WITHIN THE CITY AND TOWN CENTRES AND IN GOOD QUALITY PUBLIC TRANSPORT CORRIDORS, WHERE PLANNING PERMISSION WILL ONLY BE GRANTED IF A MINIMUM DENSITY OF 50 DWELLINGS PER HECTARE NET IS PROPOSED.**

#### **POLICY H8**

**SUBJECT TO OTHER HOUSING POLICIES AND OTHER RELEVANT POLICIES ELSEWHERE IN THE PLAN, THE COUNCIL WILL REFUSE PLANNING PERMISSION WHERE IT IS SATISFIED THAT THE SITE IS CAPABLE OF ACCOMMODATING A GREATER DENSITY OF DEVELOPMENT THAN THAT PROPOSED, IN ACCORDANCE WITH POLICY H7.**

- 6.20 Policies H7 and H8 apply to development of both land and buildings and will be monitored as part of UDP1.
- 6.21 Good quality public transport corridors encompass both the 400m radii around stops on high frequency bus routes and corridors and the 800m radii around railway stations, as noted in paragraph 3.72 of the location strategy. City and town centres are identified in paragraph 7.17 of the Centres chapter.
- 6.21a The 10 minute frequency bus routes and corridors in the District are relatively constant, however, some changes may take place during the lifetime of the Plan, particularly in relation to the bus priority network expansion, referred to in the Proposals Reports, under Policy TM6. These changes may be able to be taken into account in advance of coming into operation and their impact on site density expectations, under Policies H7 and H8, made known to potential developers at an early stage in pre-application discussions or through a planning brief. The impact of new railway stations, referred to in the Proposals Reports, under Policy TM4, may also be able to be taken into account in advance in a similar way.
- 6.21b Other changes to the 10 minute frequency bus routes and corridors may not be able to be taken account of in this way. However, during the determination of a planning application

- the precise level of service operating at that time will be taken into account when testing the proposal against Policies H7 and H8.
- 6.21c The boundaries of the City and Town Centres will endure for the lifetime of the Plan.
- 6.21d Net site density is defined in Annex C, PPG3.
- 6.21e Outside the City and town centres and away from good quality public transport corridors, the density range of 30 to 50 dwellings per hectare net shall not be regarded as setting an upper limit of 50 dwellings per hectare.
- 6.22 There is an expectation that the House Building Industry will seek to make the most efficient use of land to play a full role in the implementation of PPG3, and the Council will seek to achieve this through the Development Control process.
- 6.22a Proposals for residential development must also comply with Policy D1. The acceptable design solution to the development of the site must meet the density expectations set by Policies H7 and H8, it is not a mitigating factor to avoid meeting the requirements of H7 and H8.
- 6.22b In addition, proposals should also reflect the principles set out in the companion guide to PPG3, *“by design - better places to live”*, DTLR and CABE (September 2001), and should use all land efficiently. Any development should involve a coherent and comprehensive approach to design, as highlighted in the Design chapter, especially paragraphs 9.5 to 9.7.

#### **Affordability In The Bradford Metropolitan District**

- 6.23 Government Circular 6/98 states that affordable housing policies within development plans should be based on a clear and up to date assessment of the local need for affordable housing. A range of research and survey work has been carried out by the Council and its partners, informing both the Replacement Plan and its affordable housing policies and the Council’s wider housing strategy. This up to date assessment is found within the following documents;
- Modelling Housing Markets In Bradford 2000 - research carried out for the Council by the Northern Consortium of Housing Authorities providing a comprehensive overview of the housing situation in Bradford across all tenures and geographical areas;
  - Local Housing Assessment 2000 (LHA) - produced by the Bradford Housing Forum and Bradford Council;
  - The Joint Housing Strategy 2000-2010 (JHS) - produced by the Bradford Housing Forum and Bradford Council, which, based in part on the above documents, provides a clear assessment of the affordability issues across the district and proposals for addressing them.
  - A Decent Home in a Decent Neighborhood - Joint Housing Strategy 2003-2010 - produced by the Bradford Housing Partnership and Bradford Council, which updates the above document.
- 6.24 Bradford Housing Forum was a well established independent multi-agency body, the prime purpose of which was to improve and develop the Joint Housing Strategy and to co-ordinate the work of partner agencies in implementing it. It was succeeded by the Bradford Housing Partnership in November 2001 who will continue and develop this work.
- 6.25 In the JHS affordability is based on a comparison of the number of households which would not be able to purchase property above Council Tax Band A (currently valued above £40,000) and the supply of property below that threshold. Affordable housing comprises four types of tenure;



- Social rented.
- Low cost private market rented.
- Low cost private market owner occupied.
- Private market housing which, through subsidy, is available at significantly below the market rate for rent or owner occupation.

This approach follows and complies with the approach advocated in paragraph 4, Circular 6/98, Planning and Affordable Housing.

- 6.26 In the District as a whole there is currently an approximate balance between need and supply of affordable housing but at a more local level there are significant imbalances. In Wharfedale Housing Market Area, for example, the JHS notes at paragraph 5.26 that "Private sector prices are very high and only 5% of the stock is valued lower than £40,000. In spite of generally high incomes 21% of households have low incomes and there is an acute affordability gap". In the Bradford Inner City Housing Market Area the situation is very different, with the JHS noting at paragraph 5.20 that "Over 78% of the dwelling stock is valued under £40,000 and although there is a high proportion of low income households, 58% with net weekly incomes less than £160, there is an excess of affordable housing."
- 6.27 Objective 5 of the JHS is to "*Ensure a sufficient supply of affordable and social rented housing in the places where people need it*". Action to achieve this involves the application of varying quotas to private housing developments for the provision of affordable housing, based on need in different market areas, through policies of the UDP and the Development Control process. The JHS expresses the quotas as a percentage of the total development by Housing Market Area. They are:

Wharfedale	40%
Airedale	30%
The Villages	25%
Bradford and Keighley Inner and Suburbs	15%.*

\* *To meet the needs of the Black and Minority Ethnic (BME) communities and the elderly.*

There is no percentage target for the Peripheral Local Authority Housing Estates.

- 6.28 The Bradford Housing Partnership will review and revise the documentation and data on a regular and frequent basis.

### **The Provision Of Affordable Housing**

- 6.29 The Government's preferred approach to planning and affordable housing is contained in Circular 6/98 which was issued in April 1998 by DETR. It provides the framework for preparing development plan policies, and practical advice to local planning authorities on how they should encourage the supply of affordable housing in appropriate circumstances. It states in paragraph 1 that "where there is a need for affordable housing, local plans (including part 2 of unitary development plans) should include a policy for seeking an element of such housing on suitable sites. Such policies will be a material consideration in determining an application for planning permission."
- 6.30 Supplementary Planning Guidance on Implementing Affordable Housing (SPG) was adopted by the Transportation Planning and Design Committee of the Council on 28 June 1999. It summarises the Council's approach to Circular 6/98 and elaborates upon matters considered in the previous Adopted Plan. In particular it provides additional advice on the Council's preferred mechanisms for delivering affordable housing within private housing developments.

- 6.31 PPG3 reaffirms the Governments commitment to delivering affordable housing and states that Circular 6/98 continues to apply, within the framework set out in that guidance.
- 6.32 In particular, at paragraph 14, PPG3 states that “*where there is a demonstrable lack of affordable housing to meet local needs - as assessed by up-to-date surveys and other information - local plans and UDPs should include a policy for seeking affordable housing in suitable housing developments*”. Therefore:

#### **POLICY H9**

#### **ON PLANNING APPLICATIONS FOR SUBSTANTIAL RESIDENTIAL DEVELOPMENT THE COUNCIL WILL NEGOTIATE FOR A PROPORTION OF AFFORDABLE HOUSING BASED ON THE EXTENT AND TYPE OF NEED, THE SUITABILITY OF THE SITE OR BUILDING IN THE CASE OF CONVERSIONS, AND THE ECONOMICS OF PROVISION.**

- 6.33 Paragraph 17 of PPG3 states that “*where a local planning authority has decided, having regard to the criteria set out in paragraph 10 of Circular 6/98, that an element of affordable housing should be provided in the development of a site, there is a presumption that such housing should be provided as part of the proposed development of the site. Failure to apply this policy could justify the refusal of planning permission.*”
- 6.34 For the purposes of the policy substantial means sites of 1 hectare and above or developments yielding 25 dwellings or more. This follows the advice in paragraph 10 of Circular 6/98 and the provisions of the Council’s SPG. Although Circular 6/98 allows for the inclusion of lower thresholds for smaller settlements under 3,000 population where based on detailed local evidence, this universal threshold reflects the information available to the Council at this time. Nevertheless developers are encouraged to provide affordable housing on sites which fall below the threshold, in line with paragraph 11 of Circular 6/98, if there is a proven need. Irrespective of the thresholds, Policy H9 will apply to developments which have been manipulated in size, either area or yield, or constitute piecemeal development, in an attempt to avoid the provision of affordable housing.
- 6.35 In implementing the policy the Local Planning Authority will normally ask developers to enter into a Planning Obligation under S106 of the Town and Country Planning Act 1990 (as amended) to ensure the affordable housing is built. The use of planning conditions will also be considered where appropriate. In accordance with Circular 6/98, planning conditions or obligations will, where justified, be used to ensure that the affordable housing remains affordable in perpetuity.
- 6.36 The JHS, related Action Plans and the LHA, will be used to provide the basis for assessing the need for affordable housing, and the quantity required, on a site-specific basis. In assessing whether there is a need for affordable housing the overall situation for the Housing Market Area will be a relevant consideration. So too will be other matters at the Local Housing Area level, for example, the dwelling stock profile, the local affordability ratio, the need for social rented housing and similar shared equity schemes, and the land supply. Affordable Housing will only be provided, therefore, where there is a need.
- 6.37 The regular review and revision of this documentation and data will ensure that only the most relevant and up-to-date information is used for this purpose. This application of up-to-date local data is considered to be a flexible, reasonable and realistic approach to the delivery of affordable housing.
- 6.38 Consideration is currently being given to the update of the SPG to reflect the approach to the identification of need for, and provision of, affordable housing stemming from the work of the Bradford Housing Partnership.
- 6.39 An assessment of the likely provision of affordable housing through Policy H9 has been carried out based on the percentage quotas for Housing Market Areas, noted in paragraph

6.27. If all allocated sites above the threshold, excluding those under construction; those with planning permission for a true yield (as noted in paragraph 6.4g), at the base date of the Plan; and those sites granted planning permission between the base date and the Public Inquiry (as noted in paragraphs 6.4s and 6.4t), delivered these quotas, over 1800 affordable units could be provided over the lifetime of the Plan, with over 900 during Phase 1 and over 900 during Phase 2. In addition, affordable units will also be delivered on allocated sites both under construction and with planning permission (as noted above), as well as through the application of Policy H9 to building conversions and windfall sites.

### The Provision Of Affordable Housing In Rural Areas

6.40 PPG3, at paragraph 18, advises Local Planning Authorities that in seeking to meet the needs of local people for affordable housing in rural areas, their affordable housing policy can be made more effective through the use of an 'exceptions' policy. *"This enables local planning authorities to grant planning permission for land within or adjoining existing villages which would not normally be released for housing, in order to provide affordable housing to meet local needs in perpetuity."* Therefore:

#### **POLICY H10**

**THE COUNCIL WILL PERMIT AFFORDABLE HOUSING DEVELOPMENT IN RURAL AREAS WHICH MEETS A PROVEN LOCAL NEED THAT CANNOT BE ACCOMMODATED IN ANY OTHER WAY, ON LAND THAT WOULD NOT NORMALLY RECEIVE PLANNING PERMISSION FOR RESIDENTIAL DEVELOPMENT PROVIDED THAT IT SATISFIES ALL OF THE FOLLOWING CRITERIA:**

- (1) IT WOULD NOT UNDERMINE THE PURPOSES OF THE GREEN BELT IN THAT AREA**
- (2) IT IS WITHIN THE SETTLEMENT OR FORMS A SMALL SCALE NATURAL EXTENSION TO IT**
- (3) IT HAS SATISFACTORY ARRANGEMENTS THAT BOTH ENSURE THE HOUSING REMAINS AFFORDABLE AND RESERVES THE HOUSING FOR LOCAL NEEDS. THESE ARRANGEMENTS SHALL REMAIN IN FORCE IN PERPETUITY.**

6.41 The general need for affordable housing in the rural parts of the District is set out within the Joint Housing Strategy prepared by the Bradford Housing Partnership and within paragraphs 6.26-6.27 of this plan. For the purposes of this policy the Council will use the Local Housing Areas set out in 'Local Housing Assessments 2000' as the starting point in defining 'local' need. However other information such as existing or future local housing needs surveys carried out by the District's Rural Housing Enablers may also be used. Proposals to construct dwellings offering a discounted initial purchase price only or which include an element of open market housing are not considered to fall within this policy.

### Gypsies

6.42 The latest definition of gypsies is in paragraphs 2 and 3 of DoE Circular 18/94 "Gypsy Sites and Unauthorised Camping".

6.43 There are two permanent local authority gypsy sites in the District detailed below:

<b>Location</b>	<b>Pitches</b>	<b>Caravans</b>
Mary Street / Bowling Back Lane, Bradford	28	56
Esholt Lane, Esholt, Baildon	19	38

- 6.44 Applications for additional sites will be tested against the Urban Renaissance policies. Policies UR2, UR3 and UR4 will be particularly relevant. Provision should be made within the site for a satisfactory amount of land for work and playspace, and where appropriate land for the grazing of horses. Particular attention will be given to ensuring that the location of development and the use of landscaping or other forms of screening are such that visual and vehicular impact of any development is acceptable.

#### **Travelling Showpeople**

- 6.45 The latest definition of travelling showpeople is in paragraph 2 of DoE Circular 22/91.
- 6.46 Bradford District has a site of 1.97 hectares for travelling showpeople at Paley Road, in Bradford West constituency.
- 6.47 Applications for sites for travelling showpeople will be tested against the Urban Renaissance policies. Policies UR2, UR3 and UR4 will be particularly relevant.

# CHAPTER 7

---

## Town Centres, Retail and Leisure Developments

## 7.0 Introduction

- 7.1 A key objective of the Plan set out in Part One is to sustain and enhance the role of the City, town, district, local (including village) centres in the District. Policies in this chapter and the corresponding policy statements and proposals in the Proposals Reports seek to achieve this.
- 7.2 This chapter includes policies that apply to all proposals for new developments in the City Centre and the town centres of Bingley, Ilkley, Keighley and Shipley, and for new retail and leisure development throughout the District.
- 7.3 The national and regional policy context and the hierarchy of centres in the District is described in paragraphs 7.7 to 7.16. The Section which contains policies specific to the city and town centres starts at paragraph 7.17, that relating to retail policies at paragraph 7.61 and that relating to leisure policies at 7.137.
- 7.4 Local policy statements and proposals in each of the Proposal Reports set out how the Council as local planning authority will guide land use change in each of these centres during the Plan period.
- 7.5 The policies and proposals further the objectives in Part One of the Plan and the Government's planning objectives in Planning Policy Guidance Note 6 Town Centres and Retail Development (PPG6) (June 1996), and Regional Planning Guidance for Yorkshire and Humberside (RPG12) (October 2001). They also reflect subsequent relevant ministerial planning policy statements and the Government's response to the Second Report of the Environment, Transport and Regional Affairs Committee (May 2000).
- 7.6 All new proposals requiring planning permission will be assessed against policies in this chapter, and other relevant policies in the Plan. PPG's, RPG's and ministerial statements are also material considerations in the determination of planning applications.

### The Government's National Planning Policy

- 7.7 Government planning policy places great importance on the strength of city and town centres as a sustainable focus for investment activity and cultural exchange.
- 7.8 The objectives in PPG6 for town centres that policies and proposals in development plans need to further are:
- "to sustain and enhance the vitality and viability of town centres;
  - to focus development, especially retail development, in locations where the proximity of businesses facilitates competition from which all consumers are able to benefit and maximises the opportunity to use means of transport other than the car;
  - to maintain an efficient, competitive and innovative retail sector; and
  - to ensure the availability of a wide range of shops, employment, services and facilities to which people have easy access by a choice of means of transport".
- 7.9 The guidance states that "*town centres should be the preferred locations for developments that attract many trips*" and that the Plan's policies and proposals should:
- "locate major generators of travel in existing centres, where access by a choice of means of transport, not only the car, is easy and convenient;

- enable town, district and local centres to meet the needs of residents of their area;
- safeguard and strengthen existing local centres, in both urban and rural areas, which offer a range of everyday community, shopping and employment opportunities;
- maintain and improve choice for people to walk, cycle or catch public transport; and ensure an appropriate supply of attractive, convenient and safe parking for shopping and leisure trips.”

### The Government's Regional Planning Guidance

- 7.10a The current Regional Planning Guidance for Yorkshire and The Humber (RPG12) was published in October 2001 and the Plan has had regard to this. The thrust of the guidance follows that of PPG6 of promoting and safeguarding the economic and social role of the city, town, district and local centres. It directs retail, leisure, office, cultural and social facilities to appropriate centres, and encourages investment in these centres to upgrade their environment, attractiveness and accessibility.
- 7.12 The principle of maintaining the City and town centres as the main focus of activities is supported by the increasing emphasis on the implementation of Local Agenda 21 and changes in transportation strategy outlined in the Transport White Paper (1998) and the Urban White Paper (2000).
- 7.13 The Urban Task Force Report in July 1999 “Towards an Urban Renaissance” reported on a range of initiatives to stimulate the renaissance of towns and cities. Among over one hundred recommendations it called for:
- Plans to be more flexible and avoid rigid zoning to create a mix of work, home and leisure uses;
  - New urban developments to be designed to a much higher standard;
  - 65% of transport public expenditure over the next ten years should be committed to walking, cycling and public transport;
  - The processing of compulsory purchase orders to be speeded up and the right to use them without having to prove the economic viability of a redevelopment scheme should be accepted.
- 7.14 The Government responded to this report by publishing its Urban White Paper “*Our Towns and Cities: The Future - Delivering an Urban Renaissance*” in November 2000. This identified the need to encourage people to remain in and to move back into towns and cities to regenerate urban areas and to relieve pressure on the countryside.
- 7.15 The policy approach in the Plan to the City, town, district and local centres seeks to further the government's approach to make the urban areas more attractive places to live.

### The Centre Hierarchy

- 7.16 The principal centres in the District are the City Centre and the four town centres of Bingley, Ilkley, Keighley and Shipley. The Plan designates a further seven centres within the urban area of Bradford itself as district centres. These are at Five Lane Ends, Gillington, Great Horton, Greengates, Mayo Avenue, Thornbury and Tong Street. It also identifies 40 local centres (including village centres) across the District which are listed in the Proposal Reports and defined on the Proposal Map, and which the policies and supporting text of the retail and leisure sections refer to.

## Boundaries

- 7.16a Centre boundaries are defined to facilitate the operation of the retail and leisure policies of the Plan. Car parking and servicing areas are included within centres where they are between groups of buildings forming the centre. Where car parking and service areas are outside but adjoin centre boundaries they shall be considered to be within the centre for the purposes of applying the Plan's policies, provided they are in use, are essential for the efficient functioning of the centre or uses within the centre and their size is not out of scale with the facilities in the centre.

## The City and Town Centres

- 7.17 For the purposes of this Plan the spatial extent of the City and town centres is that area defined on the Proposal Map where Policy CL1 applies (areas within which leisure and other key town centre uses are acceptable). The centre boundaries need to be interpreted in the context of paragraph 7.16a. Expansion areas have been defined beyond the boundaries of this area, primarily to cater for likely future retail development. Over time they may become part of the centre. Guidance on acceptable developments within the centres and in these expansion areas is included in the appropriate Proposal Report.
- 7.18 The City Centre is by far the largest and most important centre offering the greatest amount of comparison goods retail floorspace, leisure and entertainment facilities, and other service uses in the District. As a shopping centre it is second only to Leeds in West Yorkshire in terms of size. It is also the most important centre in the District for administrative, educational, and cultural uses. It lies at the hub of the District's public transport system and road network, with good accessibility by car, bus and rail.
- 7.19 The town centres of Bingley, Ilkley, Keighley and Shipley function to serve these towns to the north and west of Bradford. The centres have had mixed fortunes in recent years. Keighley continues to be a strong shopping centre and has the largest amount of convenience retail floorspace and the most superstores and supermarkets of any centre in the District. In contrast the shopping offer of Bingley has continued to decline in both quantity and quality.
- 7.20 Public consultation indicated a need to provide for better retail and leisure offers and experiences, car parking, exciting and attractive pubs, clubs and restaurants, to encourage people to use the centres more. Public consultation also underlined the need for the City and town centres to function more as the main centres that serve the needs of all ethnic groups in the District.
- 7.21 At the heart of the Council's corporate objectives is the vision of a sustainable District with the promotion of equal rights being central to that ambition. The Plan seeks to reinforce the social and economic role of these centres to assist in the pursuit of this objective.

## The Need to Enhance and Safeguard the City and Town centres

- 7.22 The economic health, profile and image of these centres are vital to the overall economic success of the District. The buildings and established land uses represent substantial economic and social investment that has taken place over many years. The centres provide the greatest concentrations of jobs, shopping, social and leisure facilities in the District and as the focal points of the public transport system they are the most accessible locations for all citizens for these functions.
- 7.23 The centres offer particular advantages namely:
- the wide range of services and facilities that they offer, which encourages competition from which all consumers are able to benefit;



- their high accessibility by public transport, which benefits public transport users, particularly those without access to a car, and provide for the most sustainable pattern of development in the future;
  - their attractive built environment and urban heritage.
- 7.24 The centres do however exhibit inherent planning problems compared with out of centre locations namely:
- sites for development are not always easy to obtain, assemble and develop;
  - roads within the centres are more congested;
  - access to and use of car parking facilities is not always as convenient. There is a need to cater for those who wish to use cars since failure to do so will inevitably result in continuing pressure for out of centre development;
  - there is a legacy of buildings which are not easily adapted for current activities. These are often small, having upper floors, and no parking or loading facilities. Areas of neglect and dereliction are created where these buildings are underused or vacant.
- 7.25 The Plan aims through its policies and proposals to both safeguard and enhance the centres and address these specific planning problems. This will help:
- pursue the Council's equal rights objective of good access for all sections of the community;
  - sustain existing economic investment;
  - minimise the amount of vacant or underused properties;
  - foster civic pride and local ownership and identity; and
  - further Government planning policy.
- 7.26 Policies and proposals in this chapter and the Proposal Reports provide the positive planning framework that will stimulate the creation of:
- Additional and improved shopping facilities;
  - More and better quality leisure opportunities and facilities for social interaction;
  - Opportunities for living in the centres;
  - More and better job opportunities;
  - Sustained improvements to the built environment - both buildings and connecting spaces within the centres.
- 7.27 Elsewhere in the Transport and Movement and Design Chapters policies and proposals aim to:
- improve people's ease of accessibility within and to the centres and providing access for all buildings and public spaces;
  - make the most effective use of existing car parking facilities and ensure car parks for new developments in the City and town centres that are provided above the operational minimum are available for users of the centre as a whole (Policy TM11);
  - safeguard and improve the appearance of the centres by promoting good urban design, including attractive and secure car parks.

- 7.28 Local policies in the Proposals Reports for the City and town centres:
- set out how areas within the centres and identified expansion areas adjacent to the centres may change and the form development should take place during the Plan period, to cater for the diverse needs of a multi-cultural society for retail, leisure, jobs and cultural activities;
  - provides the confidence that will facilitate site assembly and identifies where compulsory purchase powers may be used by the Council to secure benefits for the public;
  - promotes mixed use development to increase activity within the centres outside shopping hours and improve personal safety.
- 7.29 The local policy statements for the City Centre are to be found in the Bradford West Proposal Report, those for Keighley and Ilkley town centres in the Keighley Proposal Report, and those for Bingley and Shipley town centres in the Shipley Proposal Report.
- 7.30 If significant new developments are to be encouraged in the City and town centres, problems of land acquisition and assembly may need to be overcome. Where necessary Compulsory Purchase Orders will be promoted to assist the assembly of larger sites to improve the attractions and facilities of the centres.

## **New Developments Within the City and Town Centres**

### **Developments to Accord with Policy Statements in the Proposal Reports**

- 7.31 The urban fabric of the City and town centres continues to be the subject of change as a result of economic, social and environmental pressures. These centres are the focus of the public transport and highway systems and the Council expects new development, where appropriate, to be multi-level incorporating mixed uses, in order to maximise the accessibility advantages of the centres and to ensure the most efficient use of land and buildings within them.
- 7.32 The City and town centres make an important contribution to the vitality of the District and provide 'shop windows' for visitors to the District. A high quality city and town centre environment creates a sense of place and civic pride, improves investor confidence and assists in the wider regeneration of the District as a whole.
- 7.33 The Plan allows for the innovative and radical design of new buildings and the spaces between which can contribute to the attractiveness of the centres. New buildings should be inspirational and modern but at the same time need to respect and acknowledge the existing architecture. Proposals that could impact on the heritage of the centres need to be designed in a manner which is sensitive to them.
- 7.34 New development in these centres should aim to improve the image of these centres, encourage civic pride and ownership and further the objectives of the Plan and PPG6. Proposals therefore need to accord with the guidance on how these centres should develop in the area policy statements in the Proposal Reports. Accordingly:

#### **POLICY CT1**

**LAND AND BUILDINGS WITHIN THE CITY AND TOWN CENTRES AND THE DEFINED EXPANSION AREAS SHOULD BE DEVELOPED IN ACCORDANCE WITH THE AREA POLICY STATEMENTS FOR EACH CENTRE AS SET OUT IN THE PROPOSAL REPORTS.**

### **Making use of Underused Floorspace in the City and Town Centres**

- 7.35 The Council is concerned to ensure that vacant upper floors of buildings in the City and town centres are brought into productive use. This will help to ensure buildings are kept in good repair, revitalise the centres, and reduce the need for further development on green field sites. In particular, within the central shopping areas the more efficient use of this space could help improve the vitality of the centres after the shops close and the shoppers go home. There is potential to use this underused space for a variety of purposes provided the appearance and retail function of these areas is not harmed. Accordingly:

#### **POLICY CT2**

**PROPOSALS FOR THE USE OF VACANT OR UNDERUSED UPPER FLOORS OF BUILDINGS WITHIN THE CENTRAL SHOPPING AREAS OF THE CITY AND TOWN CENTRES WILL BE PERMITTED PROVIDED THEY DO NOT ADVERSELY AFFECT THE APPEARANCE AND RETAIL FUNCTION OF THE CENTRAL SHOPPING AREAS.**

### **City and Town Centre Living**

- 7.36 There are advantages in living in the City and town centres, created by the easy access to shops, leisure attractions, public transport facilities, and places of work.
- 7.37 Encouraging further residential accommodation will help to maintain vibrant City and town centres when the shops close and the normal working day is over.
- 7.38 Such development should also help to regenerate these centres and reduce pressure for building in the countryside. However it is important to ensure that residential development does not adversely affect the vitality of the retail areas, their compact nature, or their retail and leisure offer by occupying ground floor accommodation which is currently used for retail, leisure or other service use appropriate to town centres. Accordingly:

#### **POLICY CT3**

**THE REUSE OR REDEVELOPMENT OF PROPERTY FOR RESIDENTIAL PURPOSES IN THE CITY AND TOWN CENTRES WILL BE PERMITTED PROVIDED THE GROUND FLOOR OF THE DEVELOPMENT REMAINS AVAILABLE FOR RETAIL, LEISURE, OR OTHER SERVICE USES APPROPRIATE TO THE FUNCTION OF THE CENTRE IF THE GROUND FLOOR OF THE PROPERTY IS CURRENTLY USED OR WAS LAST USED FOR THESE PURPOSES.**

- 7.39 It is possible that some proposals may come forward to use the ground floor of properties on the periphery of the central shopping areas for residential purposes. Where it can be shown that such development would not adversely affect the objectives of this policy then the application of the policy will be relaxed.
- 7.40 The approach in policies CT2 and CT3 to encourage more people to live in the centres may give rise to possible potential conflict with proposals for late night uses like night-clubs. As a consequence, it may lead to a restrictive attitude to night-clubs and other similar proposals when planning permission is sought and where there is existing or proposed residential property in the vicinity.

### **Access To and Within Centres**

- 7.41 The City and town centres need to be accessible for the delivery of goods to shops and offices, for members of the public on shopping, business or leisure trips, and for commuters working in the centre. Once in the centres all these groups become pedestrians and require a safe, secure and convenient network of routes to gain access to

all parts of the centre. People with mobility difficulties, the old and young children in push chairs also need easy access into buildings.

- 7.42 Pedestrian movements and window shopping in the centres during inclement weather need to be made as pleasant as possible in order to help maintain and enhance the vitality of the centres. Developments within the central shopping areas should wherever possible provide shelter for pedestrians by safeguarding existing arcades and canopies over adjoining footways and/or incorporating new ones. This should be done in all cases where it is practical to do so and where it can be achieved without seriously detracting from the appearance of the buildings on which they would be sited or the wider streetscape. Accordingly:

#### **POLICY CT4**

**DEVELOPMENTS WITHIN THE CENTRAL SHOPPING AREAS SHOULD SAFEGUARD EXISTING ARCADES AND CANOPIES OVER ADJOINING FOOTWAYS AND/OR INCORPORATE NEW ONES WHERE THIS CAN BE ACHIEVED WITHOUT SERIOUSLY DETRACTING FROM THE APPEARANCE OF THE DEVELOPMENT OR THE WIDER STREETScape.**

#### **Non Retail Uses in the Primary Shopping Areas**

- 7.43 PPG6 recognises that whilst retailing is a major contributor to the vitality and viability of town centres this depends on more than just retailing and stems from the range and quality of the activities that take place within the centres.
- 7.44 Uses such as banks, building societies, betting offices, amusement centres, estate agents, and “fast food” cafes often want to locate in busy shopping streets. In recent years there has been a breaking down of traditional boundaries in high street providers and in the catering trade. The availability of uses like restaurants and cafes, hotels, public houses and financial services in the shopping centres of the City and town centres can add variety.
- 7.45 Such uses serve the public and shopping centres are appropriate locations for them. However, there is a danger that if too many non retailing activities take place in a busy shopping street its whole character may change, and it can suffer loss of attraction to shoppers and undermine the vitality and viability of the centre.
- 7.46 Amusement centres and arcades are of particular concern because of the potential high levels of noise and general disturbance that can be created by customers. PPG6 (Annex D) states that they are unlikely to be appropriate in primary shopping areas and are most appropriately sited in secondary shopping areas, or in areas of mixed commercial development.
- 7.47 Shopping centres need to maintain the attraction and relevance of the centre to shoppers. Policy CT5 aims to ensure that associated service uses like banks and restaurants can be accommodated in shopping streets without affecting their character or the compactness of a shopping centre, and both retail and non-retail uses are sited so that they are convenient to use. Accordingly:-

#### **POLICY CT5**

**IN THE PRIMARY SHOPPING AREAS OF BRADFORD, BINGLEY, ILKLEY, KEIGHLEY AND SHIPLEY AS DEFINED ON THE PROPOSAL MAP USES OTHER THAN THOSE OF CLASS A1 OF THE TOWN AND COUNTRY PLANNING (USE CLASSES) ORDER 1987 WILL ONLY BE PERMITTED WHEN:**

**(1) THE CUMULATIVE EFFECT OF THE PROPOSAL ON THE BALANCE OF THE RETAIL AND NON RETAIL USES IN THE SHOPPING STREET, OR**

**(2) THE EXTENT OF THE FRONTAGE PROPOSED, OR**

**(3) THE VISUAL IMPACT CREATED BY THE DEVELOPMENT OF A PROMINENT CORNER SITE,**

**WOULD NOT BE SO GREAT AS TO ADVERSELY AFFECT THE CHARACTER OF THE SHOPPING STREET WITHIN WHICH THE PROPOSAL WOULD BE LOCATED AND ITS ATTRACTIVENESS FOR THE SHOPPING PUBLIC.**

- 7.48 In cases where the future of heritage buildings is threatened by long term vacancy, a flexible approach in the application of this policy will be taken in order to ensure such buildings are preserved and put to good use.
- 7.49 It may be that during the Plan period the 1987 Order may be revoked or re-enacted with or without modification. Should this happen then the policy will apply to proposals whose use is equivalent to those in Class A1 of the 1987 Order.

### **Inappropriate Uses**

- 7.50 Certain uses, particularly some types of industrial uses, can be inappropriate in or near the City and town centres due to, for example, their discharge of pungent smells. Such developments would not accord with objectives for enhancing these centres. Developments which might have a detrimental effect on the City Centre or the town centres for users of the centres, including people who live in them, will not be permitted. Accordingly:-

### **POLICY CT6**

**PROPOSALS WHICH WOULD HAVE A SIGNIFICANT ADVERSE EFFECT ON THE AMENITY OF PEOPLE WHO USE THE CITY OR THE TOWN CENTRES WILL NOT BE PERMITTED.**

### **Positive Action and Management of the City and Town Centres**

- 7.51 In addition to its role as local planning authority the Council will be taking other positive measures to enhance the vitality and viability of these centres. In particular the Council through the Local Transport Plan:
- will pursue the Bradford City Centre Integrated Transport Scheme to facilitate the proposed development of the Broadway/Cheapside area by the removal of through traffic, road closures to achieve site assembly, and associated measures to accommodate revised traffic flows and provide priority for public transport, pedestrians and cyclists;
  - will pursue a programme for further road safety and environmental improvements to the public realm within the City Centre, Keighley (including the East Parade/Worth Way relief road), Ilkley and Shipley to make the centres more pedestrian friendly;
  - in Bingley during the Plan period will undertake a major scheme for road safety and environmental will pursue a improvements on Main Street and the surrounding highway system following the opening of the new relief road , together with the provision of new car parking facilities to replace that lost to the road construction.
- 7.52 The Council is also committed to town centre management and there are town centre managers and supporting staff in place in the City Centre, Keighley, Bingley and Shipley

helping to create a better shopping and leisure environment. It is anticipated this initiative will shortly crystallise into private City and town centre management companies who will take direct control of other local authority functions such as street cleaning in these centres.

### The District Centres

- 7.53 Within the urban area of Bradford the previous Plan designated six centres as district centres. These were Dudley Hill, Five Lane Ends, Girlington, Great Horton, Mayo Avenue/Bankfoot, and Thornbury. These designations remain unchanged except for the Dudley Hill District Centre which has ceased to function as such and is replaced by a new designation at Tong Street, and Greengates, which has been re-designated as a District Centre.
- 7.54 Government Guidance in PPG6 advises that district centres usually contain at least one food supermarket or superstore and non retail services such as banks, building societies and restaurants; provide a range of facilities and services; act as a focus for the community and be well served by public transport.
- 7.55 The designated district centres are in the main, large centres close to substantial catchment populations. They are located at strategic points on the transport network and can be accessed relatively easily by users of buses and cars. Each is well located to serve the residents of separate and distinct parts of Bradford's urban area. Not every large centre within Bradford is designated a District Centre because there is a need to ensure that the growth of retail and leisure development outside the City Centre is limited in order not to weaken it. Also, where growth does take place, it is important that it is directed to those centres at the focal points of the transport network which are best located to serve the residents of that part of Bradford, whatever mode of transport they use.
- 7.56 The purpose of the district centres is to provide retail and leisure facilities that complement but not significantly compete with the City Centre, to enable people to meet their day to day needs and minimise their need to travel. Policies in the retail section aim to provide for a strong convenience goods offer by safeguarding and where appropriate allowing for the enhancement of food superstores and supermarkets in these centres. They do not however provide for any significant comparison retail developments to take place, in order to focus such development to the City Centre. Likewise policies in the leisure and entertainment section allow for limited leisure development in the District Centres where it is of a scale and nature that will only attract custom from the part of Bradford the centre is meant to serve. Other non retail uses are encouraged in the District Centres to consolidate the centres and further the guidance in PPG6.
- 7.57 The boundaries of these centres for the purposes of applying the retail and leisure policies are shown on the Proposal Map and need to be interpreted in the context of paragraph 7.16a.

### The Local Centres

- 7.58 Policies in the retail section refer to local centres within the urban areas and villages. In line with the advice in PPG6 these policies aim to safeguard and allow for the enhancement of these centres. They encourage the provision of appropriately sized local supermarkets and small shops to meet people's day-to-day needs and so reduce the need to travel. Whilst the defined centres vary both in size and range of facilities provided, they all form a focus for the provision of local needs. The boundaries of the centres were defined to include the following uses: shops; financial and professional services such as banks, building societies, veterinary services and estate agencies; cafes, restaurants and take-aways; medical centres, doctors surgeries; libraries, community

centres/halls, places of worship; and any type of use which was primarily frequented by the people within the area it served, where they formed a compact group.

- 7.59 The centres are named in the appropriate Proposal Report and their boundaries are shown on the Proposal Map and need to be interpreted in the context of paragraph 7.16a.
- 7.60 There are many parts of the urban areas and villages in the District that contain groups of shops but which are not defined as local centres. Some of these do not fit the criteria in PPG6 to warrant designation because of their small size or lack of other facilities. There are other cases where the centre cannot be clearly defined because the shops and other uses do not form a group but are interspersed amongst residential uses. The retail policies do however provide a positive planning context that encourages the provision of additional retail development at these locations, appropriate in scale to the size of the residential areas.

## RETAIL POLICIES

### Introduction

- 7.61 New retail development is encouraged in the District provided the different shopping needs of all sections of the community continue to be met.
- 7.62 Retail proposals will be assessed against policies in this Chapter and other relevant policies of the Plan.
- 7.63 Planning Policy Guidance Note 6 is also a material consideration. The general approach set out in this Chapter and the specific references to Government guidance reflect the stance of PPG6 (June 1996) and ministerial statements which post-date this Guidance Note.

### Context for Policy Formulation

#### The Adopted UDP

- 7.64 The thrust of the Adopted UDP policies are taken forward into the new UDP.

#### The Colliers, Erdman and Lewis Study

- 7.65 Shoppers can exercise their activities in a way that does not respect administrative boundaries. As a result in 1998, the West Yorkshire District Councils jointly commissioned consultants Colliers, Erdman and Lewis (CEL) to examine the likely scope for new retail floorspace in each local authority area up to 2011, with more generalised forecasts for the county area up to 2016.
- 7.66 The CEL Study was published in 1999, the findings of which for Bradford are based on October 1997 data. To ensure that Bradford's new UDP is based on the most accurate and up to date information available, the Council undertook in-house surveys of changes which have occurred between the CEL basedate and June 2001 to update the capacity forecasts.
- 7.67 The provision for growth and improvement in the City and town centres has been guided by the conclusions of the CEL Study. The Study indicates little quantitative justification for additional comparison and convenience goods retailing, but recognises the scope for additional developments which bring about qualitative improvements. The Centres Chapters of the Proposal Reports refer to the forecasts in more detail. The forecasts were based on an assumption that people's existing shopping patterns would continue, and the

Council's consideration of them as indicators of need was tempered by a number of other factors.

- 7.67a The Council's retail floorspace survey of October 1997 identified the composition of centres (number, type and size of convenience and comparison shops, associated service facilities and vacant units). Analysis of this and detailed information from the survey's fieldwork enabled deficiencies in the composition of centres, both type of facility and the quality and quantity of the shopping offer, to be identified.
- 7.67b Tables in the CEL study enabled flows of expenditure from residential areas to centres to be identified. This showed considerable leakage of expenditure from the catchment areas of some centres, such as the City Centre and Bingley Town Centre, to other locations and indicated they were not adequately performing their designated role.
- 7.67c Extensive pre-deposit public consultation took place in the autumn of 1999 via specially arranged conferences and workshops with community and business groups, the Council's Neighbourhood Forum Network and Parish Councils (as referred to at paragraph 7.20). These discussions highlighted issues about the strengths and weakness of centres that were subsequently considered in preparing the Plan.
- 7.67d Account was taken of quantitative and qualitative need identified in the existing adopted UDP that had not been met, such as the need for a large new supermarket in Bingley Town Centre. The potential need for additional shopping development that may result from the Plan's disposition of the residential land allocations such as at Silsden, was also assessed.
- 7.67e As a result of considering all of these matters the Council recognised the need to provide for improvements to certain centres. In some cases this is in quantitative terms substantially more than indicated in the CEL capacity forecasts, such as the major redevelopment and expansion area proposals in the City Centre and smaller scale redevelopment proposals in Bingley Town Centre. The Centre Chapters of the Proposal Reports explain the reasons for the proposals in each centre.

### **Investment Confidence**

- 7.68 The maintenance of existing shops and the construction of new ones involve substantial long term financial investment. The Council is concerned to ensure that investors continue to have a high degree of confidence in planning policy so that it can be seen that investments will not be undermined by future development decisions.

### **Government Policy**

- 7.69 Planning Policy Guidance Note 6 sets out the Government's national objectives on planning for new retail developments which it states are compatible with the aim of encouraging sustainable development.
- 7.70 The objectives of PPG6 are stated in paragraph 7.8. These stress the need to sustain and enhance the vitality and viability of town centres, as defined in PPG6. Consequently, the focus for new retail development should be within, or failing that, on the edge of existing town centres.
- 7.71 These objectives have been reinforced by various ministerial statements since PPG6 was published in June 1996. Specific examples of these are referred to in the context of the appropriate retail policy.
- 7.72 The Government's objectives for Yorkshire and Humberside are set out in its Regional Planning Guidance (October 2001). The objectives of this guidance are stated in paragraph 7.10a.



- 7.73 The Council has, in recent years, sought to accommodate development that accords with this collective guidance. Centres have been consolidated and expanded and a restrictive approach taken to proposals for out of centre development. The Council has sought to make the best use of city and town centre locations as the main focus of development and as the most accessible locations for the majority of the shopping public. This strategy is continued in the new UDP.

### **The Plan's Retail Strategy**

- 7.74 The objectives of the Plan's retail strategy are:
- To support Principle Policy UDP6,
  - To support the Government's aim, set out in PPG6, to sustain and enhance the vitality and viability of existing centres,
  - To support retail development proposals for the sale of comparison goods in the City and town centres,
  - To support retail development proposals for the sale of convenience goods in the City, town, district and local centres,
  - To support the creation of new local centres in residential areas which are poorly served by existing centres,

provided that in all cases, retail development proposals are of a scale appropriate to the role of the centre and the size of the catchment the centre serves.

### **Applying the Strategy**

- 7.75 Major development proposals should be steered towards the City and town centres. These centres provide the widest range of shopping facilities to meet the needs of the District's population. They offer good access, particularly to those with no or limited access to a car, since these centres are at the hub of the public transport network as well as the highway network. They also allow for the opportunity to combine shopping trips and combine them with other activities. Encouraging the grouping of developments in centres therefore enables one journey to serve several purposes, thereby minimising polluting emissions.
- 7.76 Development proposals which have a District-wide catchment area will only be permitted within, or failing that, on the edge of the City Centre unless it can be demonstrated that if developed elsewhere, they would not have an adverse impact upon the City Centre. Development in lower order centres will only be permitted where it does not adversely affect a higher order centre or another at its level within the hierarchy. Similarly, development outside an existing centre will only be permitted if it does not adversely affect any centre.
- 7.77 The Plan's retail strategy requires that comparison goods retailing should be steered towards the City and town centres. Conversely, the strategy takes a more permissive stance towards additional convenience goods retailing. In accordance with PPG6 and subsequent Government policy statements, it recognises that people should be able to meet their daily needs for convenience goods, particularly food, close to where they live. The Plan therefore allows for the development of convenience goods outlets in district and local centres where they are of a scale appropriate to the role of the centre and the size of the catchment the centre is meant to serve. The Plan also allows for the creation of new local centres in residential areas which are poorly served by existing centres.

- 7.78 The Plan promotes development to take place within centres, with additional development in identified expansion areas. Other development should only be permitted if need is proven. In such cases, developers should seek to locate as close as possible to existing centres. Alternative sites should therefore be assessed sequentially, based on their proximity to existing centres. This approach, set out in PPG6, was reinforced and emphasised in Planning Minister, Richard Caborn's written answer to a parliamentary question in February 1999.
- 7.79 Each Proposals Report gives guidance on how the centres may be expanded beyond their defined boundaries.
- 7.80 To facilitate the sequential approach, the Plan has identified various levels of retail concentration on the Proposals Map. At the core of the City and town centres are the "Primary Shopping Areas". These areas form the basis of Policy CT5 and are comprised predominantly of "Class A1" uses. They are the areas from which the sequential approach required by Policy CR4A should be measured when the nearest centre is the City Centre or a town centre. Surrounding each "Primary Shopping Area" is the "Central Shopping Area". These larger areas comprise a greater proportion of "Class A2 and A3" uses. As a whole, these uses are complementary and define "the shopping centre", the vitality and viability of which, the Plan seeks to protect (see paragraph 7.85). Finally, surrounding each "Central Shopping Area" is the "City Centre" or "Town Centre" as appropriate. These comprise all uses appropriate to "the centre", including leisure, public offices, bus/rail stations, etcetera.
- 7.81 The same basic approach is taken with regard to district and local centres. However, such centres are more simply defined. District centres, for example, have a "Retail Area" defined on the Proposals Map. This is the area from which the sequential approach required by Policy CR4A should be measured when the nearest centre is a district centre and is therefore equivalent to the "Primary Shopping Areas" of the City and town centres. The defined "District Centre" as a whole includes leisure and other non-retail uses. Local centres, on the other hand, are defined on the Proposals Map as a single line: they are not sub-divided. Thus the whole of a local centre is used for the purposes of Policy CR4A when the nearest centre is a local centre.
- 7.82 Although it is not within the ability of the Plan to safeguard independent speciality shops in the City and town centres, the Council will as far as it is possible encourage their growth. A preponderance of such shops helps to keep a centre vibrant and prosperous and lend charm and individuality in a way that enhances its character and makes a shopping trip to that centre different from a trip to any other. In promoting further development within the centres, the Council will therefore seek to support the retention and growth of independent retailers.
- 7.83 The retail strategy is complemented by other Council initiatives for the centres intended to enhance their vitality and viability; for example, Town and City Centre Management, undertaking environmental improvements, improving pedestrian safety through traffic calming, pedestrianisation and CCTV, improving accessibility, including shopmobility, etcetera.

### Definitions

- 7.84 The retail policies use the words "areas" and "centres". These are defined in paragraphs 7.80 and 7.81 and, where appropriate, in the text relating to the specific policies to which they apply, or are cross-referenced to other policies to avoid repetition.
- 7.85 The retail policies refer to effects on the vitality and viability of the City Centre, town centres, district centres and/or local centres. For clarity, these refer to the Central Shopping Area of the City Centre (not the whole of the City Centre), the Central Shopping

Areas of the town centres (not the whole of the town centres), the Retail Areas of the district centres (not the whole of the district centres) and to the whole of the local centres.

### City Centre and Town Centres

- 7.86 The Plan's retail strategy aims to concentrate the largest development proposals in, or failing that, on the edge of the City Centre in order to serve the greatest number of people, whatever their mode of travel. There is no limit in principle to the acceptable scale of development in the City Centre as long as the proposal accords with the Government's Regional Planning Guidance.
- 7.89 After the City Centre, the town centres of Keighley, Ilkley, Bingley and Shipley serve the greatest catchment population and are well located for access by public or private transport. The Plan's retail strategy aims to concentrate development proposals in, or failing that, on the edge of these town centres as long as the scale and format of development does not adversely affect the vitality and viability of the City Centre or of any other town centre and lead to changes in the hierarchy of centres.

### District and Local Centres

- 7.91 The Plan designates seven District Centres and 40 Local Centres. All lie within the city of Bradford. Their location and role is described in paragraphs 7.53 to 7.59.
- 7.92 The Council recognises that people should be able to buy convenience goods, particularly food, without having to travel far from home. The Plan's retail strategy therefore aims to concentrate development proposals for convenience goods in the district and local centres so long as the scale and format of development does not adversely affect the vitality and viability of any equivalent or higher order centre. The scale of development should also be appropriate to the role of the centre and the size of population that it is intended to serve (as stated in PPG6 and re-iterated by Planning Minister, Beverley Hughes in her address to delegates at the Third Annual Food Retailing Conference, July 2000), and by Tony McNulty MP in a Ministerial Statement on 10 April 2003. Development proposals for comparison goods will only be acceptable where they are to serve the day to day needs of the catchment population of the centre. It is not desirable or acceptable that a district or local centre should become so large as to attract custom from outside its catchment area. This would lead to unnecessary travel and undermine the vitality and viability of other centres. Accordingly:-

#### **POLICY CR1A**

#### **RETAIL DEVELOPMENT WILL BE PERMITTED IN THE FOLLOWING LOCATIONS:**

- (1) WITHIN THE CENTRAL SHOPPING AREAS OF THE CITY CENTRE AND TOWN CENTRES OR, WHERE SITES CANNOT BE FOUND WITHIN THE CENTRAL SHOPPING AREAS, A FLEXIBLE APPROACH HAVING BEEN TAKEN, WITHIN THE DEFINED BOUNDARY OF THE CITY OR TOWN CENTRES OR IN THE EXPANSION AREAS WHERE IT ACCORDS WITH THE PROPOSALS REPORTS;**
- (2) WITHIN THE RETAIL AREAS OF DISTRICT CENTRES, AND WITHIN LOCAL CENTRES, AS DEFINED ON THE PROPOSALS MAP;**

**PROVIDED IT IS OF A SCALE WHICH IS COMPATIBLE WITH THE ROLE OF THE CENTRE AND THE CATCHMENT IT SERVES, AND, TOGETHER WITH RECENT AND POTENTIAL DEVELOPMENT ARISING FROM UNIMPLEMENTED CURRENT PLANNING PERMISSIONS, WOULD BE UNLIKELY TO HAVE AN ADVERSE EFFECT ON THE VITALITY AND VIABILITY OF ANY EQUIVALENT OR HIGHER ORDER CENTRE.**

- 7.92a In order to allow for expansion of the City Centre and town centres to meet future needs for retail floorspace, the Plan has identified various “Expansion Areas” as defined on the Proposals Map. Their designation allows for retail developments to take place when they cannot be accommodated within the Central Shopping Areas. This ensures a sequential approach to development is adopted in accordance with PPG6. Expansion Areas have not been identified at District Centres since only Tong Street and Great Horton lack a large modern foodstore, and no such sites could be identified at these centres that were appropriate to designate as Expansion Areas.

### Areas of Deficiency

- 7.98 In July 2000, Planning Minister, Beverley Hughes stated that the Government wanted planners to address the problems of social exclusion, including action to ensure that, wherever possible, local communities are served by local shops which meet their daily needs, particularly for food. The Minister suggested that residential areas lying beyond a 500 metre catchment area of local facilities should be described as “food deserts” and that planners should seek to rectify this situation. An objective of the Plan’s retail strategy is that all communities should be served by a local centre and that where they are not, the formation of new local centres should be encouraged. Accordingly:-

#### **POLICY CR2A**

**CONVENIENCE GOODS RETAIL DEVELOPMENT WILL BE PERMITTED WITHIN RESIDENTIAL AREAS LYING BEYOND 500 METRES FROM ANY OF THE SHOPPING AREAS DEFINED IN POLICY CR1A. HOWEVER, DEVELOPMENT WILL NOT BE PERMITTED IF IT IS NOT APPROPRIATE IN SCALE TO THE SIZE OF THE RESIDENTIAL AREA, OR, TOGETHER WITH RECENT AND POTENTIAL DEVELOPMENT ARISING FROM OTHER UNIMPLEMENTED CURRENT PLANNING PERMISSIONS, IT WOULD BE LIKELY TO HAVE AN ADVERSE EFFECT ON THE VITALITY OR VIABILITY OF THE CITY CENTRE OR ANY NAMED TOWN, DISTRICT OR LOCAL CENTRE. IN ORDER TO FOSTER THE CREATION OF NEW LOCAL CENTRES IN AREAS OF DEFICIENCY, DEVELOPERS SHOULD LOCATE NEW SHOPS IN CLOSE PROXIMITY TO EACH OTHER AND IN LOCATIONS WHICH ARE CONVENIENT TO CUSTOMERS RELIANT ON FORMS OF TRANSPORT OTHER THAN THE PRIVATE CAR.**

- 7.99 This policy gives flexibility to developers who wish to provide shops of a size greater than that permitted by Policy CR3A in areas which are not well served by existing centres without having to satisfy the requirements of Policy CR4A. Proposals which do not meet the requirements of Policy CR2A will be considered against Policy CR4A.
- 7.100 Some residential areas and villages contain all or most of the elements which make up a local centre, but the components are not grouped together and so cannot be defined as a centre. In such cases, Policy CR2A will be used to encourage the grouping of additional facilities to create new local centres where this is physically possible, subject to the caveats provided by the Policy. The contribution being made by existing local shops (and potential development arising from unimplemented planning permissions) towards meeting local needs will be taken into consideration when applications for additional facilities are determined.
- 7.101 As with existing local centres, the scale or format of development should be limited to that which is appropriate to the size of the catchment the centre is intended to serve and which will not undermine the vitality and viability of any centre. Therefore, any proposal which is greater in scale than would be permitted under Policy CR3A, will be refused if it is considered to be larger than is needed for the size of the community which lies within a 500 metres catchment area of the proposal.

- 7.102 Development proposals must accord with other policies of the Plan. For example, development will not be permitted on sites allocated for housing or employment or in the Green Belt.

### Small Shops

- 7.103 There continues to be a demand for the local service provided by small shops. The traditional corner shop can offer a convenient service to local communities without necessitating the need to travel by bus or car to the nearest centre. They are particularly valuable in rural areas where they can help to maintain rural services and help to keep the rural economy healthy. Policy CF5 in the Community Facilities Chapter seeks to help to retain such facilities in these areas. Proposals for small shops of say 150 square metres are unlikely to prejudice the overall pattern of shopping provision, or the support the Council wishes to give to the City, town, district and local shopping centres. Accordingly:-

#### **POLICY CR3A**

**SMALL SHOPS WILL BE PERMITTED PROVIDED THAT THE DEVELOPMENT WOULD NOT LEAD TO THE CREATION OF A SHOP OR GROUP OF SHOPS WHICH COLLECTIVELY WOULD HAVE AN ADVERSE EFFECT ON THE VITALITY OR VIABILITY OF THE CITY CENTRE OR ANY NAMED TOWN, DISTRICT OR LOCAL CENTRE.**

- 7.104 Proposals for small shops will still need to accord with other relevant policies of the Plan and other planning considerations. These include the amenity of residents of nearby properties, road safety and design, as well as policies that protect land that is required for employment, housing or Green Belt.
- 7.105 The Plan requires that developments acceptable under Policy CR3A need also to be acceptable under CR4A. Where there is doubt as to whether a proposal is "small" and is not in a location that accords with Policies CR1A or CR2A, then the appropriate policy to test it against is Policy CR4A.
- 7.106 A proposal for one or more retail units will also be tested against Policy CR4A if it would be likely to create a group of shops which collectively could attract custom into the area and away from identified centres, thereby adversely affecting their vitality and viability.

### Other Development

- 7.107 The Plan's retail strategy is to sustain and enhance the centres. Policy CR1A allows for development consistent with the strategy and the Small Shops Policy (CR3A) allows development elsewhere. But larger scale development may also be permitted where it accords with the criteria in Policy CR4A below and other policies in the Plan. Accordingly:-

#### **POLICY CR4A**

**RETAIL DEVELOPMENT WILL ONLY BE PERMITTED OUTSIDE ANY OF THE SHOPPING AREAS DEFINED IN POLICY CR1A IF ALL OF THE FOLLOWING CRITERIA ARE SATISFIED:**

- (1) THE DEVELOPER IS ABLE TO DEMONSTRATE A NEED FOR THE ADDITIONAL RETAIL FLOORSPACE;**
- (2) THERE ARE NO ALTERNATIVE SITES WHICH ARE SUITABLE, VIABLE FOR THE PROPOSED USE, AND LIKELY TO BECOME AVAILABLE WITHIN A REASONABLE PERIOD OF TIME, IN THE DEFINED SHOPPING AREAS OF RELEVANT CENTRES, A FLEXIBLE APPROACH HAVING BEEN TAKEN;**

- (3) WHERE THE RELEVANT SHOPPING AREA IS THE CITY CENTRE, OR A TOWN CENTRE, THERE ARE NO ALTERNATIVE SITES ON THE EDGE OF THAT CENTRE;**
- (4) THE DEVELOPMENT, TOGETHER WITH RECENT AND POTENTIAL DEVELOPMENT ARISING FROM OTHER UNIMPLEMENTED CURRENT PLANNING PERMISSIONS, WOULD BE UNLIKELY TO HAVE AN ADVERSE EFFECT ON THE VITALITY AND VIABILITY OF THE CITY CENTRE OR ANY NAMED TOWN, DISTRICT OR LOCAL CENTRE;**
- (5) THERE WOULD BE CONVENIENT ACCESS TO THE PROPOSED DEVELOPMENT FOR CUSTOMERS RELIANT ON FORMS OF TRANSPORT OTHER THAN THE PRIVATE CAR;**
- (6) THE DEVELOPMENT WOULD NOT LEAD TO AN INCREASE IN THE NEED TO TRAVEL OR RELIANCE ON THE PRIVATE CAR AND WOULD HELP TO FACILITATE MULTI-PURPOSE TRIPS COMPARED WITH THE DEVELOPMENT OF OTHER SITES; AND**
- (7) THE DEVELOPMENT WOULD NOT UNDERMINE THE RETAIL STRATEGY OF THE PLAN.**

- 7.108 In applying the sequential approach, sites on the edge of the City and town centres will be preferred to out-of-centre locations, and the relevant centres in which to search for alternative sites and buildings, will depend on the nature and scale of the proposed development and the catchment that the development seeks to serve. Policy CR4A should be applied in a similar way to the leisure policies. Detailed guidance on the latter is included in paragraphs 7.148 - 7.150. So, for example, the relevant centre for a very large development with a District wide catchment area would be the City Centre, even though there may be other local, district or town centres between the proposed site and the City Centre. However, developers would also have to consider the availability of sites in town, district and local centres, if there were no suitable sites within or adjacent to the City Centre. Where the relevant centre is the City Centre, developers will be expected to consider the availability of sites within the Valley Road Retail Area before the local planning authority is likely to consider out-of-centre locations. This is because the area abuts the centre and is predominantly in retail use, providing opportunities for linked trips.
- 7.108a In assessing whether a site is “edge of centre”, measurements will be taken from the defined Primary Shopping Area of the City or Town Centre.
- 7.109 to 7.127 [Deleted]
- 7.128 In Criterion (2), “defined shopping areas” refers to all areas where retail development is permitted in accordance with Policy CR1A, including Expansion Areas. Where development is unable to be accommodated within a centre or edge of centre location, then those sites which are nearest to the relevant centre and which have the highest accessibility by public transport will be favoured over those which are more remote, in accordance with Government guidance.
- 7.130 “Suitable” is not to be interpreted as meaning suitable for the size and format which retailers wish to develop. To do so could mean that developers would seek to develop sizes and forms of store that could be accommodated only on out of centre sites. In its response to the Second Report of the Environment, Transport and Regional Affairs Committee, May 2000, the Government makes clear that developers should be flexible about format and scale of development and that decisions should not be made on the basis of whether a developer has a preferred format that might not fit into a centre, but on whether there is any reason why such goods cannot be sold from alternative sites in the centre. Planning Minister, Beverley Hughes, in July 2000, emphasised this point by

stating that the “one-size-fits-all” approach advocated by some retailers is inappropriate and that greater flexibility by developers is required, and Tony McNulty MP, in April 2003, re-stated that a retailing format that can only be provided at an out of town location is not regarded as meeting the requirements of the Government’s policy.

- 7.130a Developers may also be required to carry out a retail assessment. Refer to paragraph 7.134.

### **Specialist Retailing**

- 7.131 Some forms of retail development may be inappropriate in shopping centres. Raw building materials like timber, sand and cement sold mainly to the trade by builders merchants are not normal forms of comparison shopping. The large display areas needed for car sales and garden centres mean these uses have not traditionally located in shopping centres. Car accessories are not normally purchased by people who do not own a motor vehicle. Therefore the establishment of these uses in other locations is not likely to adversely affect the Plan’s retail strategy. Accordingly:-

### **POLICY CR5A**

#### **PROPOSALS FOR ESTABLISHMENTS FROM WHICH THE SALES WOULD BE STRICTLY LIMITED TO HEAVY RAW MATERIALS, MOTOR VEHICLES AND PARTS AND GARDENING SUPPLIES WILL BE PERMITTED OUTSIDE EXISTING SHOPPING CENTRES.**

- 7.133 Planning permission for proposals that are acceptable under this policy will be conditioned to these uses only, where the scale or location of the proposal is such that a general retail permission would not have been granted. For example, proposals for garden centres out of centre will have a condition imposed limiting the range of goods to be sold to those used in connection with the maintenance, upkeep and improvement of domestic gardens and plants including greenhouses, garden stores and conservatories. However garden centre proposals in Green Belt locations will also be subject to Green Belt policies. Since the latter seek to keep the land open in character, only those garden centre proposals which retain the open character of the land, and where the prime purpose of any necessary buildings is for growing plants rather than for the sale or display of goods, sheds, greenhouses and conservatories, etcetera, are likely to be permitted. Development proposals acceptable under this policy are also subject to other policies in the Plan, such as, for example, policies ensuring that employment land is not used for other purposes.

### **Other Policy Considerations**

- 7.134 It may also be necessary for a developer to carry out a formal assessment of how his/her proposal complies with the retail strategy and other policies in the Plan in order to justify a planning permission. The approach and methodology of any such study should be agreed in advance with the Local Planning Authority.
- 7.135 In some cases, it is possible that one or more large retail units could be created through the amalgamation of adjoining units in out of centre locations. This could happen through the removal of internal walls or the creation of new doorways between units, since such works do not normally require planning permission. This might result in a form of development that would not itself have been permitted. The Council will consider this possibility in determining planning applications. Where appropriate, planning permission will be conditioned to ensure that such works do not happen without the Council having the opportunity to consider the matter further.
- 7.136 Different types of retailing can have different effects on the vitality and viability of shopping centres. In considering planning applications for large developments, the Council will wish

to be clear about the kind of development proposed. Retail establishments can change over time. If such a change could create development that would have been refused on grounds of adverse impact on the vitality and viability of the centres, then a condition is likely to be imposed to ensure that the centre's character does not change unacceptably. Any condition will apply only to the main ranges of goods (e.g. food and other convenience goods), and will not seek to control the details of particular products to be sold.

- 7.137 Employment and residential sites have been allocated to cater for future demands for land for these uses. The state of the economy will influence the timing of development. That a site remains undeveloped therefore does not imply it is not needed and if a site is lost from its allocated use, it will eventually require a replacement, possibly from the Green Belt. Consequently, other policies ensure that retail development will not normally be permitted on sites allocated for other uses, except under the circumstances indicated in those policies. However, criterion (3) of Policy CR4A allows for retail development on sites adjacent to the shopping areas of the City and town centres. Where such sites are allocated for other uses in the Plan, the relative merits of the conflicting proposals will be assessed against the Plan's objectives and the characteristics of the sites in question.

## LEISURE AND ENTERTAINMENT POLICIES

### Introduction

- 7.138 This section is concerned with proposals for leisure and entertainment development where the activities involved mainly take place within buildings. Such proposals will be assessed against the policies in this Chapter. Other proposals for leisure and recreational activities which principally involve the use of land, such as golf or riding schools, and which therefore would be inappropriate in town, district and local centres will be assessed against appropriate policies in the Open Land in Settlements and Natural Environment and Countryside Chapters. All proposals in any event will be assessed against all other relevant policies of the Plan.

### Government Policy

- 7.139 The government's objectives in PPG6 for town centres are referred to earlier. The 1996 PPG6 gives stronger support to town centres than its predecessor and includes additional guidance on leisure developments. It introduced the sequential test for all key town centre uses including leisure. Thus developments which "...need to attract customers from a wider catchment area." should be "...in or on the edge of town centres". "*Where this is not possible, such developments should be encouraged to locate on sites which are or will, as part of the development, be made highly accessible by public transport.*" Other leisure uses it says "...are best located in local centres." It specifically states that "*small multi-screen cinemas (i.e. up to six screens) and bowling*" fall into the first category, whilst bingo and pubs would be included in the latter.
- 7.140 The test as to the type of leisure and entertainment developments that should be directed to town centres was clarified in correspondence between the Council and the then Department of the Environment in October 1996. This made clear that the critical factor is not the actual use proposed but whether the development is likely to attract a lot of people from a wide area. Some bingo halls proposals for example because of their size and other features could attract a lot of people from a wide area and be inappropriate in local centres. In such cases the Plan directs these proposals to the city, town or district centre that corresponds with their likely catchment areas, in order to further the government's objectives.
- 7.141 Planning Minister Richard Caborn made it clear in February 1999 that proposals for retail



and leisure development may also in certain circumstances be the subject of an additional test of need. He said “.... proposals (including new leisure developments) which would be located at an edge-of-centre or out-of-centre location and which....are not in accordance with an up-to-date development plan strategy; or.....that plan..... is inconsistent with national planning policy guidance, or otherwise fails to establish adequately the need for new leisure development.....should be required to demonstrate both the need for additional facilities and that a sequential approach has been applied in selecting the location or the site.”

### Trends and Likely Pressures for New Leisure and Entertainment Development

7.142 In recent years there has been developer interest and pressure for the development of out of centre proposals for multiplex cinemas, bingo halls and bowling alleys, particularly around the City of Bradford. This pressure has resulted in one major development at Thornbury, which forms part of the Bradford urban area although it lies outside the administrative boundary. At the time this development opened the Odeon multi cinema in the City Centre closed, as did the only cinema in Shipley. Despite this the City Centre has since seen a major leisure and entertainment development take place at Vicar Lane, whilst prior to this, Shipley town centre’s original bowling alley reopened, and the cinema in Keighley centre was refurbished. The current proposals for the Broadway redevelopment in the City Centre include the scope for further leisure uses in line with government policy.

### The Plan’s Leisure Strategy

7.142a The objectives of the Plan’s leisure strategy are:

- To support Principal Policy UDP6;
- To support the Government’s aim, set out in PPG6, to safeguard and enhance the vitality and viability of existing centres;
- To support and promote leisure development proposals in the City, town and district centres which attract a lot of people from a wide area provided that such proposals are of a scale compatible to the role of the centre and the size of the catchment the centre serves.

### Developments within Centres

7.143 The Council wishes to encourage new investment to improve existing and provide for new leisure and entertainment facilities in the District in a manner that furthers the Government’s objectives. Thus proposals within centres that are appropriate in scale to the role of that centre and the size of the catchment the centre serves will be permitted. Accordingly:

#### **POLICY CL1**

**PROPOSALS FOR LEISURE AND ENTERTAINMENT DEVELOPMENT WITHIN THE CITY, TOWN OR DISTRICT CENTRES AS DEFINED ON THE PROPOSAL MAP WILL BE PERMITTED PROVIDED THE PROPOSAL IS APPROPRIATE IN SCALE TO THE ROLE OF THE CENTRE AND THE SIZE OF THE CATCHMENT THAT THE CENTRE SERVES.**

7.144 The boundaries of these centres for the purposes of this policy are shown on the Proposal Map.

### Developments Within the City and Town Centre Expansion Areas

- 7.145 The defined city and town centre expansion areas normally fall outside the boundaries of the centres. Their designation provides the ability for leisure and entertainment developments to take place when they cannot be accommodated within the centre. Thus proposals for leisure and entertainment developments will be permitted in these expansion areas where there are no alternative sites in the relevant centres and the scale of the proposed development is appropriate to the role of the centre and the catchment the centre serves. Accordingly:

#### **POLICY CL2**

**PROPOSALS FOR LEISURE AND ENTERTAINMENT DEVELOPMENT THAT WOULD ATTRACT A LOT OF PEOPLE FROM A WIDE AREA WILL ONLY BE PERMITTED IN THE EXPANSION AREAS OUTSIDE THE CITY AND TOWN CENTRES DEFINED ON THE PROPOSAL MAP IF:**

- (1) THERE ARE NO ALTERNATIVE SITES IN THE CENTRE; AND**
- (2) THE PROPOSAL IS APPROPRIATE IN SCALE TO THE ROLE OF THE CENTRE AND THE CATCHMENT THE CENTRE SERVES.**

- 7.146 It is possible that some proposals may emerge on other “edge of centre” sites (as defined in PPG6) that are as close to the centre as available sites in the expansion areas. In such cases proposals will be tested against Policy CL3 and other relevant policies of the Plan, taking into account the merits of the proposal.

### Developments Outside Centres

- 7.147 Leisure and entertainment proposals outside centres that are likely to attract a lot of people from a wide area may be permitted where they accord with the criteria in Policy CL3 below. Such developments also need to accord with other relevant policies of the Plan. Accordingly:

#### **POLICY CL3**

**PROPOSALS FOR LEISURE AND ENTERTAINMENT DEVELOPMENT THAT WOULD ATTRACT A LOT OF PEOPLE FROM A WIDE AREA WILL ONLY BE PERMITTED ON SITES OUTSIDE THE CITY, TOWN AND DISTRICT CENTRES IF:**

- (1) NEED FOR THE ADDITIONAL LEISURE OR ENTERTAINMENT FLOORSPACE CAN BE DEMONSTRATED BY THE DEVELOPER AND;**
- (2) THERE ARE NO ALTERNATIVE SITES IN THE APPROPRIATE CENTRE, OR FAILING THAT IN ONE OF THE EXPANSION AREAS TO THE CENTRE DEFINED ON THE PROPOSAL MAP, OR FAILING THAT OTHER EDGE OF CENTRE SITES, OR FAILING THAT OTHER SITES CLOSER TO THE CENTRE; AND**
- (3) THE SCALE OF THE PROPOSAL IS COMPATIBLE WITH THE ROLE OF THE APPROPRIATE CITY, TOWN OR DISTRICT CENTRE AND THE SIZE OF THE CATCHMENT THAT THE CENTRE SERVES; AND**
- (4) THE DEVELOPMENT TOGETHER WITH OTHER RECENTLY COMPLETED DEVELOPMENTS AND UNIMPLEMENTED EXTANT PLANNING PERMISSIONS IS UNLIKELY TO HAVE AN ADVERSE EFFECT ON THE VITALITY OR VIABILITY OF ANY OF THE CITY, TOWN AND DISTRICT CENTRES; AND**

**(5) THE SITE IS OR WILL AS PART OF THE DEVELOPMENT BE MADE HIGHLY ACCESSIBLE FOR CUSTOMERS RELIANT ON FORMS OF TRANSPORT OTHER THAN THE MOTOR CAR; AND**

**(6) THE DEVELOPMENT WOULD NOT LEAD TO AN INCREASE IN THE NEED TO TRAVEL OR RELIANCE ON THE PRIVATE CAR, AND WOULD HELP TO FACILITATE MULTI-PURPOSE TRIPS COMPARED WITH THE DEVELOPMENT OF OTHER SITES; AND**

**(7) THE DEVELOPMENT WOULD NOT UNDERMINE THE LEISURE STRATEGY OF THE PLAN.**

- 7.148 In considering proposals against the criteria of Policy CL3 applicants need to assess the possibility of accommodating the development on alternative sites in or closer to centres. Applicants should have regard to the requirement in PPG6, recently emphasised in the Government's response to the Second Report of the Environment, Transport and Regional Affairs Committee (May 2000), to demonstrate flexibility in the format of developments and tailor them to fit local circumstances when undertaking such assessments.
- 7.149 The phrase "alternative sites" used in Policy CL3 refers to alternative sites and buildings where the development could be accommodated which are suitable, viable and likely to become available for development within a reasonable period of time, as advised in PPG6.
- 7.150 In order to accord with policies CL1, CL2 and CL3, proposals that would be of a scale and function that their likely catchment area would encompass predominately:
- all the District, should be in or failing that as close as possible to the City Centre;
  - all the Bradford urban area, should be in or failing that as close as possible to the City Centre;
  - all Keighley area, should be in or failing that as close as possible to Keighley town centre;
  - all Bingley area, should be in failing that as close as possible to Bingley town centre;
  - all Shipley area, should be in or failing that as close as possible to Shipley town centre;
  - all Ilkley area, should be in or failing that as close as possible to Ilkley town centre;
  - only part of the Bradford urban area, should be in or failing that close as possible to the District Centre in that part of Bradford.
- 7.151 Policies CL1, CL2 and CL3 seek to ensure that proposals are located in or as close as possible to the centres which correspond to their own catchment areas. This is in order to ensure development best serves the community, and to minimise the length of journeys to the development and the use of the motor car. The 'appropriate' centre referred to in Policy CL3 will therefore be the City, town or district centre which serves the likely catchment area of the proposal.
- 7.152 Planning applications should be accompanied by an assessment of the anticipated catchment areas of proposals from which most of the trade would be drawn from. The extent of catchment areas will be influenced by the size and composition of the proposal and the availability and quality of similar facilities as well as geographical and transport considerations.

#### **Small Leisure Uses Outside Centres**

- 7.153 Policies CL2 and CL3 apply to those developments whose size and/or activity could result in the attraction of a lot of people from a wide area. This is unlikely to be the case with small scale leisure uses like restaurants, Internet cafes, amusement centres, health and

fitness clubs, and public houses. Whilst these uses are encouraged to locate in the city, town, district, local and village centres, the fact that they are unlikely to attract large numbers of people from a wide area means they can be permitted outside centres subject to other policies of the Plan. However, on the rare occasions when such a proposal would be “a key town centre use”, that is by virtue of its size and activity it would be likely to attract a lot of people from a wide area, then the proposal will fall to be tested against these policies.

# CHAPTER 8

---

## Transport and Movement

## 8.0 Introduction

- 8.1 Policies in this chapter are concerned with the integration of land-use decisions with those on transport investment and management and consequently reducing reliance on the private car. The policies relate to the transport impact of developments and to new transport proposals with land-use implications.
- 8.2 Bradford's transport problems do not begin or end at its borders. A sustainable transport strategy for Bradford therefore is only meaningful as one piece in the jig-saw of a sustainable transport strategy for West Yorkshire - implemented in partnership with neighbouring districts, transport operators, health authorities and various other bodies with an interest in transport. The most important contribution of planning to this is to influence the design, amount of parking, traffic and environmental impact, and location of new development.

### Transport Problems

- 8.3 The current trend of increasing car use, with the associated problems of congestion, road danger and environmental pollution, is unsustainable.
- 8.4 Car ownership has brought considerable benefits for many people by improving access to a wide range of facilities. Increased car ownership, however, will lead to increased car usage, if alternative modes of transport are not good.
- 8.5 High levels of car ownership and usage not only cause traffic-related problems but also result in less use of public transport and dispersed journey patterns. This leads to bus services becoming more expensive, less frequent and less reliable because of congestion. Walking and cycling also becomes less attractive.
- 8.6 The overall decline in public transport reduces travel choices for those people without access to a car, leading inevitably to increased car ownership and use. This situation may become worse, because as car ownership in Bradford is low compared to the national average, there is every likelihood of continuing growth. Car ownership is not something the Council can influence through its planning policies but it can influence car use by encouraging use of alternative modes of transport through location policies.
- 8.6a Some of the consequences of growth in car ownership and use can be summarised as follows:

#### Economic Impacts

- Congestion affecting the ability of firms to obtain and make deliveries and to attract a workforce;
- Discouraging inward investment in urban areas.
- Increased absenteeism due to traffic related ill health.

#### Social Impacts

- Affecting and limiting choices of non-car transport modes, such as cycling, walking and buses;
- Social & health problems (e.g. stress) resulting from long and difficult commuting times;
- Safety of vulnerable road users, in particular children and the elderly.
- Health problems due to air pollution.

### Environmental Impacts

- Poor and deteriorating air quality and the consequent impact on public health;
- Noise & vibration;
- Severance and visual impact of transport, both directly and indirectly, on the form and appearance of places;
- Loss of non-renewable resources, e.g. oil;
- Effect on global warming through the release of green house gases, such as carbon dioxide. More than a quarter (28%) of carbon dioxide emissions in the UK comes from road transport.

## STRATEGIC CONSIDERATIONS

### The Government's Integrated Transport White Paper 1998

8.7 The 1998 White Paper is concerned with integration, which it defines as: integration within and between different types of transport to make connections work; between transport and environment policy for a better environment; with land use planning to reduce the need to travel; and between transport and our policies on education, health and wealth creation so that transport helps make a fairer, more inclusive society.

8.8 The White Paper aims to achieve a better balance so that people are encouraged to use the car less and make more use of environmentally friendly modes, such as public transport. The proposed planning related measures include:

- New income streams for local authorities to tackle pollution and congestion by levying charges for driving into town centres and for workplace parking;
- Local Transport Plans to deliver five-year strategies to meet local needs. These will cover all forms of transport and include local targets for improving air quality, road safety, walking and cycling, public transport and road traffic reduction.
- Greater investment in bus services, through up-graded Quality Partnerships between Local Authorities and operators.
- A Strategic Rail Authority, which will take on the task of managing passenger railway franchising, driving up service quality;
- Better Land Use Planning; it proposes emphasising access to leisure, jobs and services by foot, bicycle and public transport. Policies for parking should support this. Development plans should better safeguard facilities for sustainable transport. New housing should avoid undue reliance on the car. Where major development cannot provide good public transport then the place should be used for activities that do not generate significant travel demands. Development plans should be integrated with local transport plans.

### Local Transport Plan Guidance (1999 and 2000)

8.14 This stresses the importance of integrating local transport plans and development plans, and that ideally their preparation should take place in parallel. Authorities need to undertake a fundamental review of their transport strategy. Planning policies on parking need to minimise the level of parking associated with development through the adoption of maximum standards.

### PPG12 Development Plans (December 1999)

8.15 This particularly stresses the role of development plans in integrating transport and land

use policies. The development plan strategy should underpin the land use issues arising from the implementation of a local transport plan. Development plans should include specific policies and proposals on the overall development of the transport network and related services. Traffic reduction and air quality targets should be included.

- 8.16 There is a strong presumption against the building of new roads unless all other options are shown to be impractical. Alternative options include making better use of the existing road network, traffic management measures, public transport improvements, alternative locations for the development.

### **PPG13: Transport (March 2001)**

- 8.17 The revised PPG13 aims to promote more sustainable transport choices and reduce the need to travel, especially by car. The objectives within the guidance require that:

- the UDP and the Council's Local Transport Plan complement each other;
- major generators of travel demand are focused in city, town and centres and near to major public transport interchanges;
- day to day facilities are located in local centres where they are accessible by walking and cycling;
- parking policies are used to promote sustainable transport choices and reduce reliance on the car;
- priority is given to people over traffic in town centres, mixed use areas and local neighbourhoods, giving more space to pedestrians, cyclists and public transport;
- the needs of people with disabilities are taken into account; and
- sites and routes critical to developing choices for passenger and freight movements are protected.

- 8.18 Amongst the main planning policies that it promotes are focusing major generators of travel demand in town and district centres and near to major transport interchanges and locating day to day facilities in local centres so that they are accessible by walking and cycling. A key planning objective is to ensure that jobs, shopping, leisure and services are highly accessible by public transport, walking and cycling. It particularly stresses contributing to social inclusion by ensuring that development is accessible by public transport from deprived areas. It requires parking policies, which restrain the overall amount of parking to reduce reliance on the car for work and other journeys.

- 8.19 [deleted]

### **PPG3 Housing**

- 8.20 PPG3 recommends that new housing is located on derelict or under-used land, preferably in or near to existing city, town and district centres, and that it is located where there is good access to public transport, and to jobs, shopping and leisure services. The guidance recommends that housing density standards should avoid low densities, while those near places with good public transport should be higher.

### **Regional Planning Guidance 12 (October 2001)**

- 8.21 RPG 12 sets out the regional planning framework for achieving the above national objectives within Yorkshire and the Humber to 2016. It recognises that high levels of road transport use have led to traffic congestion. Local authorities should focus new developments on locations which will reduce the need for travel, but where new developments will impose extra travel demands, authorities should consider the scope for securing contributions to help finance necessary improvements to roads and public transport.



### The National Air Quality Strategy (1997)

- 8.22 This sets out a new system of local air quality management in which local authorities will take the lead. Local authorities are required to identify and designate Air Quality Management Areas (AQMAs), with air quality action plans setting out how acceptable levels of air quality can be reached by 2005. Development Plans and Air Quality Action Plans should have regard to each other, and it is stressed that the impact of a development on air quality is a material planning consideration.

### Rural Transport Issues

- 8.23a The Rural White Paper published in November 2000 recognises that transport within rural areas is not as readily available as in urban areas. For one-third of rural households, private motoring is not an available option. Good transport connections provide the lifeline for villages, and good transport links between the market towns and the rural hinterland are essential. The White Paper seeks to increase the range of travel options available to people in rural areas and encourages locally based and innovative solutions to problems of exclusion.
- 8.23b Rural transport issues are primarily being addressed through the Local Transport Plan. A key aim is to encourage greater use of public transport, cycling and walking both on their own and in combination with the use of cars, motorcycles and taxis. As well as improving mobility it is also important to bring services to people to reduce the need to travel to urban areas.
- 8.24 [deleted]

## LOCAL CONSIDERATIONS

### Transport Objectives

- 8.25 Taking into account the district's transport problems mentioned earlier and the various requirements of government policy and guidance, the transport objectives of the Unitary Development Plan are as follows:
- (1) To improve the environment and reduce air pollution by restricting non-essential traffic particularly in residential areas.
  - (2) To reduce reliance on the private car, restrain its use and encourage greater use of alternative modes of transport.
  - (3) To co-ordinate planning and regeneration to achieve transport improvements which enhance the attractiveness of regeneration areas, as well as ensuring that development in regeneration areas is designed and located so that it is attractive to access by public transport, where necessary by securing service improvements.
  - (4) To provide real choice of transport for the district's residents, workforce and visitors. In particular to improve the quality of accessibility by public transport, walking and cycling.
  - (5) To make better use of existing road space and reduce the environmental impact of traffic by prioritising sustainable modes of transport - such as walking, cycling and buses - in managing traffic. Using this to minimise the amount of road building to that which is essential to secure access to regeneration areas;
  - (6) To improve access to town centres by means of transport other than the car, while

continuing to provide a reasonable level of parking for shopping and leisure visits.

- (7) To improve road safety where opportunities arise through the land use planning process.
- (8) To ensure that the needs for freight transport and servicing are met - including a greater emphasis on non-road based freight transport.

## DISTRICT STRATEGY

- 8.25a The Council and its partners have developed a 2020 vision, which provides an overview and strategic vision for the district to the year 2020. The vision will be delivered through the Unitary Development Plan and the Local Transport Plan taking into account the district's transport problems and strategic guidance mentioned above. In meeting the 2020 vision the transport challenge is 'the need to develop a transport system that allows business and regeneration of the District to flourish and expand whilst improving the environment and road safety generally'.
- 8.26 Transport is very rarely an end in itself. Its role is to facilitate social and economic activities. Therefore land use decisions need to be integrated with the public transport network and the development of an integrated transport system linked to regeneration programmes and environmental improvement. Integration also needs to be more comprehensive; there needs to be sufficient public transport to take journeys shifted from the private car, it also requires a greater emphasis to the neglected mode of transport that does the integrating - i.e. walking - and on means of integration, such as interchange facilities. Public transport will not be used unless there is an attractive walking environment at the beginning and end of the public transport component of the journey.
- 8.27 The strategy is to focus transport investment, especially public transport investment, in support of key regeneration opportunities. Additional capacity is also to be provided in areas of high demand, in order to achieve a significant shift away from the use of the private car. Restricting parking in developments and increasing on-street parking controls will reinforce this.
- 8.28 Capacity problems on the Airedale and Wharfedale lines have been improved by introduction of new trains with further additional rolling stock at present being sought. Car/rail interchange is available at most stations. Bus/rail interchange is available at some stations and limitations in the road system hinders development at other stations whilst there are nearby bus stops. The Rural Bus Grant has resulted in a new service in the Addingham to Steeton area, including a scheduled rail interchange.
- 8.29 For road based transport, improvements will require a re-allocation of road space away from cars towards public transport, cycling and walking. Car-borne trips that can be most easily shifted to more sustainable modes, such as trips on the school run, short trips that can be easily made by foot and cycle, and work trips to town centres and other areas with good public transport, need particular attention. Longer-term measures need to be focused on the more difficult issue of commuter and shopper journeys, although some measures can have an early impact - such as parking restraint.

## Transport Hierarchy

- 8.29a A transport hierarchy is set out in the Council's Local Transport Plan. It defines how the Council assesses existing and proposed transport schemes and acts as a check list to ensure that these do not disadvantage those with disabilities or who do not travel by car. Proposals for development will be expected to take this into account in the design process. The hierarchy is as follows:

1. Pedestrians, emergency services and people with disabilities
2. Cyclists and horse riders
3. Public transport users
4. Taxis and motorcyclists
5. Deliveries to local areas
6. Shoppers travelling by car
7. Other freight movements
8. Other High Occupancy Vehicles
9. Other private cars

### **Purpose of the UDP**

- 8.29b The Bradford UDP is not expected to deal comprehensively with the transport issues identified here. The Local Transport Plan sets out the Council's strategy for achieving an integrated, high quality and modern transport system. The purpose of the UDP is to control the development and use of land and it includes policies, based on the LTP strategy, for use in determining planning applications.
- 8.29c All developments have an unavoidable impact on the provision and use of transport facilities and infrastructure. New developments, however, can be designed and located so that these impacts are minimised and the environment is improved rather than degraded. The policies in this chapter of the Plan, in conjunction with design policies in chapter 9, set out a framework by which this can be achieved.

### **Transport Assessment**

#### **POLICY TM1**

**WHEN CONSIDERING PLANNING APPLICATIONS FOR DEVELOPMENTS LIKELY TO BE SIGNIFICANT GENERATORS OF TRAVEL THE COUNCIL WILL REQUIRE THESE TO BE SUPPORTED BY A DETAILED TRANSPORT ASSESSMENT (TA). THE TA SHOULD INCORPORATE PROPOSED TRAFFIC REDUCTION MEASURES BY THE DEVELOPER AND MEASURES TO PROMOTE SUSTAINABLE TRAVEL INCLUDING USE OF PUBLIC TRANSPORT, WALKING AND CYCLING AS NECESSARY ARISING FROM THE TRAVEL GENERATION REQUIREMENTS OF THE DEVELOPMENT.**

- 8.31 The purpose of this policy is to ensure that the traffic impact of development with the potential to attract high numbers of visitors is properly assessed. Examples include large retail, offices and other significant places of employment, leisure uses and other visitor attractions.
- 8.32 Applications for developments likely to have a significant transport impact on the existing transport network should be accompanied a formal Transport Assessment (TA). Whilst PPG13 does not set thresholds for development size for transport assessments, the Council considers that gross floor space will play a major, but not determinative, factor in the decision-making process. The TA is a written statement setting out details of transport conditions both with and without a proposed development. The TA should cover all modes of transport including public transport, cycling and walking. If a planning application is not accompanied by a full Environmental Statement, then the effect of any additional traffic on air pollution and noise should also be included. The Government is currently preparing good practice advice on the content of Transport Assessments to be submitted alongside planning applications and this section will be revised and updated when this guidance becomes available. It would also be prudent to consult local sustainable transport users when assessing the transport impact of a development. This can be done by contacting representatives of transport user groups such as Transport 2000, Cycling Action Group, Pedestrian Association and Disability groups.

- 8.32a PPG13 advises that the coverage and detail of the TA should reflect the scale of development. For smaller schemes the TA should simply outline the transport aspects of the application. For major applications the assessment should illustrate accessibility to the site by all modes and the likely modal split of journeys to and from the site. It should also give details of proposed measures to improve access by public transport, walking and cycling, to reduce the need for parking associated with the proposal and to mitigate transport impacts.
- 8.32aa Both the Highways Agency and the Council will assess development proposals near trunk roads and the M606 motorway, but developers should bear in mind that in accordance with Department for Transport policy no new direct access to the M606 will be permitted.
- 8.32ab The following factors will be taken into consideration in applying this policy:
- Impact on the highway network in terms of increased traffic generated and its ability to cater for any additional demand created;
  - Highway safety and any demand created for on-street parking;
  - Level of existing public transport services and infrastructure serving the site and its capacity to cater for additional demand created; and
  - Pedestrian and cycle movement and facilities in the vicinity of the site and the need to promote these two modes of transport.

### Impact of Traffic and Its Mitigation

#### POLICY TM2

#### PLANNING PERMISSION FOR NEW DEVELOPMENT OR CHANGE OF USE WILL NOT BE GRANTED UNLESS:

- (1) THE COUNCIL IS SATISFIED THAT THE PROPOSAL DOES NOT ADVERSELY AFFECT EXISTING AND PROPOSED TRANSPORT INFRASTRUCTURE OR SERVICES, INCLUDING PUBLIC TRANSPORT AND WALKING AND CYCLING FACILITIES, IN THE VICINITY OF THE SITE, OR THE LOCAL ENVIRONMENT; OR**
- (2) IMPROVEMENTS CONSIDERED NECESSARY BY THE COUNCIL TO OVERCOME ANY ADVERSE IMPACT OF THE PROPOSAL WILL BE SECURED BY AGREEMENT OR UNDERTAKEN AS PART OF THE DEVELOPMENT.**

- 8.32b Where proposals have a detrimental impact on the transport network, planning permission will not be granted. However, where the Council considers that it would be possible to overcome these problems by implementing appropriate highway network improvements, public transport, walking and cycling schemes, contributions will be sought from developers through planning obligations.
- 8.33 National policy supports the use of measures to mitigate unacceptable transport impact from development proposals, including the use of contributions to improve accessibility. Measures will be strictly and proportionately related to the development in question, which may include access improvements to the area in which the development is located, but will not be used to relieve existing problems unless the development is likely to exacerbate these problems.
- 8.34 The Council will seek to reduce the impact of traffic by encouraging appropriate measures within development proposals. This will be primarily through requiring an appropriate level of parking provision in accordance with the Plan's parking policies, encouraging alternative methods of travel, especially to the private car, through the provision of a Travel Plan and seeking contribution to public transport, walking and cycling improvements where appropriate.

### Travel Plans

- 8.36 A Travel Plan will be required for developments likely to have significant transport implications in accordance with paragraph 89 of PPG13. The Travel Plan should set objectives for reducing car usage, increasing walking, cycling and public transport use, improvements in safety features, environmentally friendly freight movements and delivery services. These may be binding by attaching conditions on any planning permission or through a Section 106 Agreement.
- 8.37 Methods of achieving these objectives might include car-sharing schemes, the provision of adequate facilities for cyclists, providing bus links to public transport interchanges, providing loans for purchase of season tickets or bicycles, teleworking, flexitime and staggered working hours. A development proposal will not in itself be made acceptable by the provision of a Travel Plan; sometimes it might just be the wrong use in the wrong location or it might require a thorough redesign or reduction in scale, in accordance with the Plan's design policies.
- 8.37a Developments close to schools will be required to have regard to school travel plans, including safe routes to schools, and contribute toward the implementation of these objectives.

### Public Transport Contributions

- 8.38 [deleted]
- 8.39 Contributions for public transport improvements will be sought where the public transport impact of a development is unacceptable. This may arise where the users of a proposed development are likely to increase demand for public transport beyond the capacity of existing infrastructure or services. It must be borne in mind, however, that developer contributions for public transport may not be an adequate substitute for a development that is poorly located as, even after the contributions have been applied, the site may not be as accessible as other sites, such as those in town centres. The proposed improvements should therefore be assessed to determine whether they would have a genuine impact on the modal split of travel to a development.
- 8.40 Also any contribution might only be over the short term (e.g. 3 years) but the services provided need to be viable in the longer term. The main purpose of revenue contributions therefore should be for 'pump priming'. Money is needed because the early stages of a development may not generate enough demand to justify services being provided in their own right. However, it is always necessary to provide public transport early in the life of a development to ensure that people have a choice of transport modes and do not become dependent on car use. It will not be sufficient to anticipate that operators will service a development - this should be discussed between the operators and the Council at an early stage.

### PUBLIC TRANSPORT

- 8.40a While Bradford Council does not directly provide public transport services it has a key enabling and supporting role, particularly as highway and planning authority, to those agencies that do. The West Yorkshire Passenger Transport Authority (WYPTA) is the policy making body for public transport in the county and its policies are implemented by Metro. WYPTA is also responsible for funding concessionary fares, subsidised bus services, bus shelters and local passenger train services. Metro's responsibilities include operating concessionary fares and subsidised bus services, provision of public transport information, and setting fare scales and service levels for local train services. A range of private operators run the bus and train services.

### Railway Stations

- 8.41 Metro envisages a higher level of activity in providing new railway stations during the Plan period than in the last 10 years. Its proposals are contained in Rail Plan 5.

#### **POLICY TM4**

**THE UPGRADING OF EXISTING STATIONS AND FORMATION OF NEW STATIONS, AS IDENTIFIED ON THE PROPOSALS MAP, IS SUPPORTED. THESE SHOULD INCLUDE:**

- (1) THE DEVELOPMENT AND ENHANCEMENT OF PHYSICAL INTERCHANGES, INCLUDING INTEGRATION BETWEEN RAIL SERVICES, BUS SERVICES AND OTHER MODES (AND WHERE POSSIBLE PARK & RIDE FACILITIES);**
- (2) DISABLED ACCESS FROM BUSES AND THE STREETS TO TRAINS;**
- (3) ADEQUATE SECURE CYCLE PARKING FACILITIES;**
- (4) DESIGN APPROPRIATE TO THE SURROUNDINGS IN ACCORDANCE WITH THE PLAN'S DESIGN POLICIES; AND**
- (5) GOOD LIGHTING AND CCTV.**

- 8.42 New sites in Bradford as identified in Rail Plan 5 are at Apperley Bridge, Laisterdyke and Low Moor. Apperley Bridge and Low Moor are currently being considered for early implementation as part of Rail Plan 5 programme, whilst Laisterdyke may be considered for implementation during the Plan period. Within Shipley town centre, improvements are being pursued to integrate bus and rail travel more closely.
- 8.42a The Council's Local Transport Plan places great emphasis on enabling people to travel safely and good lighting and CCTV at stations will enhance passenger safety considerably.

### Railway Lines and Former Railway Network

- 8.43 There is potential for improvements in passenger and freight provision through improvements and additions to the rail network. All disused railway lines will be investigated to determine appropriate use, which may include rail schemes, cycle routes, pedestrian paths and bridleways.

#### **POLICY TM5**

**THE COUNCIL WILL SUPPORT AND ENCOURAGE THE RETENTION AND EXTENSION OF THE DISTRICT'S RAILWAY LINES, AND WILL ENSURE THAT DISUSED RAILWAY LINES, AS IDENTIFIED ON THE PROPOSALS MAP, ARE SAFEGUARDED FROM DEVELOPMENT TO ALLOW THEIR USE FOR SUSTAINABLE TRANSPORT PURPOSES.**

### Bus Priority

#### **POLICY TM6**

**THE COUNCIL WILL ENCOURAGE GREATER USE OF PUBLIC TRANSPORT SERVICES BY IMPROVING THE BUS PRIORITY NETWORK, AS SHOWN ON THE PROPOSALS MAP, IN PARTNERSHIP WITH METRO, THE BUS OPERATORS AND OTHER STRATEGIC BODIES.**

**IN DETERMINING PLANNING APPLICATIONS, THE COUNCIL WILL CONSIDER THE POTENTIAL IMPACT OF NEW DEVELOPMENTS AND CHANGES OF USE ON THE BUS PRIORITY NETWORK, BUS SERVICES AND THEIR USERS, AND WILL SEEK PROVISION OF SUITABLE INFRASTRUCTURE IMPROVEMENTS AND OTHER FACILITIES, INCLUDING HIGHWAY WORKS AND BUS SHELTERS, WHERE APPROPRIATE.**

- 8.43a The Council as highway authority will introduce bus priority measures where there are unacceptable delays to buses causing disruption to timetables and affecting service reliability, or where the free movement of buses through key junctions is impeded by congestion. These measures include bus lanes, gates, bus priority at junctions and bus stop clearways at bus stops. The provision of such facilities will help to ensure that buses can operate efficiently and reliably. Facilities for the mobility impaired such as bus boarders will also be provided.
- 8.43b Developers may be required to provide road layouts, of sufficient design standard to accommodate buses, into or through development sites where the size and location of development makes it practical (as identified by a Transport Assessment in accordance with Policy TM1). Where a bus service is incorporated into a development, the developer should provide well-lit, safe and secure waiting areas with good protection from the weather.
- 8.43c It should be noted that any highway improvements required under this policy relate to promoting bus services and not increasing capacity for general traffic.

**Park and Ride**

- 8.44 The UDP seeks to encourage the use of public transport and thereby reduce the need for car parking in the city and town centres. One of the key-ways of achieving this aim is through the development of Park and Ride schemes for both rail and buses, and including facilities for cycle parking.

**POLICY TM7**

**THE COUNCIL WILL PURSUE OPPORTUNITIES TO PROVIDE PARK AND RIDE FACILITIES WHEN THESE ARISE.**

- 8.45 The Council recognises that improving modal integration at rail stations is a key element in encouraging more sustainable travel. It is recognised that many rail passengers will still wish to arrive at stations by car and the Council recognises that it is particularly important to encourage car drivers to use rail services rather than driving for the whole journey. During the last 10 years Metro has reopened a number of railway stations in the District and provided new ones. Most of these stations have associated car parking areas, which already provide Park and Ride facilities. Demand for these car parks has been such that Metro intend to increase the use of the local rail network by providing either new or enlarged parking areas adjoining railway stations as demand justifies, and as suitable sites became available. New rail park and ride sites at Apperley Bridge and at Low Moor are shown on the proposals map. These are being provided as part of new stations for these locations.
- 8.46 The Plan supports Metro's objective for the continued development of Park and Ride facilities. This will include the promotion and extension of existing station car parks in order to extend the local catchment of the station and also the development of more strategic Park and Ride sites (possibly involving new stations) aimed at relieving particular congestion locations. To encourage commuters to make at least part of their journeys by public transport and to maximise the advantages of rail electrification, the Plan safeguards existing car parks and proposes further parking areas that are close to railway stations.

It is the Council's intention through the Local Transport Plan that provisions will be made for comprehensive bus park and ride schemes during the life of the Plan. These schemes are likely to focus on rapid non-stop bus travel from the outskirts of Bradford to the City centre. A scheme has been identified for early implementation adjacent to Odsal Stadium. Other areas for car parking would need to be located at strategic positions on the edge of the urban area next to the principal commuter highways and these will be investigated as part of the Local Transport Plan process.

Paragraphs 8.47 to 8.49[deleted]

- 8.50a Although public transport can be enhanced through provision of park and ride facilities, any such provision should reduce car journeys into centres and not lead to additional car travel. PPG13 states that any scheme should be accompanied by measures to achieve this aim, such as public transport improvements, traffic management and parking controls. It is important such facilities are located where they are most accessible and will cause the least environmental impact and loss of amenity to local residents.

## VULNERABLE ROAD USERS

### New Pedestrian and Cycle Links

- 8.50 The importance of walking and cycling as modes of transport is highlighted at a local level by the publication of the West Yorkshire Walking and Cycling Strategies as an integral part of the Local Transport Plan, and at a national level by the government's draft 'Developing a Strategy for Walking', National Cycling Strategy and the Integrated Transport White Paper.

### POLICY TM8

**THE COUNCIL WILL REQUIRE THE PROVISION, WHERE APPROPRIATE, OF NEW PEDESTRIAN AND CYCLE LINKS THROUGH DEVELOPMENT SITES AND OPEN SPACES, ESPECIALLY WHERE THESE WILL PROVIDE LINKS TO EXISTING ROUTES.**

- 8.51 This policy confirms and reinforces the Design Policies D6 and D7 and as such it should be read in conjunction with those policies.
- 8.52 These modes of transport are also growing in importance as health and leisure activities. The Council thus seeks to take action to encourage and support these activities through expansion of existing networks by providing new links wherever possible. Development sites and open spaces provide the opportunity for linking new and existing pedestrian and cycle routes.
- 8.53a Development proposals should make adequate provision for pedestrian and cycle movement in the vicinity of the development. Infrastructure provided for pedestrians and cyclists should also provide good links to the surrounding footpath and road network. Reallocation of road space to pedestrians and cyclists and road calming measures may be desirable, while good standards of lighting and surfacing are essential to provide a safe walking environment. Where appropriate, the Council will seek contributions to off-site facilities or infrastructure through planning obligations.

### Protection of Routes

- 8.53 The Council recognises the value of walking and cycling as a mode of transport. Because routes should be direct, developments should not obstruct or cut across established footpaths, bridleways or cycle routes, unless suitable alternative provision is made (also refer to Policies D6 and D7).



**POLICY TM9****DEVELOPMENTS THAT WILL ADVERSELY AFFECT EXISTING FOOTPATHS, BRIDLEWAYS, RIGHTS OF WAY OR CYCLE ROUTES, WILL NOT BE PERMITTED, UNLESS AN ACCEPTABLE ALTERNATIVE ROUTE IS MADE AVAILABLE.**

- 8.54 People need to feel secure when using such routes so developments should maintain or enhance the safety and attractiveness of such routes by the provision of good sight lines and a spacious and inviting environment. It must also be borne in mind that even a small diversion could add considerably to the pedestrian's time and that there may be unsafe features along alternative routes.
- 8.55a The Council believes that rights of way must be maintained and preferably enhanced when development proposals are considered. Diversions using estate roads will be discouraged, as will narrow paths between high fences which pay insufficient regard to public amenity and safety; preference will be given to the formation of corridors providing through routes within developments.
- 8.55 Consent is needed by order (financed by the developer) under the Town and Country Planning Act 1990, to block or divert a public right of way. The Council maintains a 'definitive map' of public rights of way, but in addition to this are unrecorded rights of way that have been in use by the public for many years.

**The National and Local Cycle Network**

- 8.56 The Council is committed to making a contribution to both national and local cycle networks and looks to working in partnership with developers to do this.

**POLICY TM10****THE NATIONAL AND LOCAL CYCLE NETWORK AND ASSOCIATED LINKS AS SHOWN ON THE PROPOSALS MAP WILL BE IMPLEMENTED. DEVELOPMENTS SHOULD FACILITATE OR INCORPORATE THE NETWORK AND ASSOCIATED LINKS.****MAJOR DEVELOPMENTS WILL BE EXPECTED TO CONTRIBUTE TOWARDS THE CONSTRUCTION AND IMPROVEMENT OF THE NATIONAL AND LOCAL CYCLE NETWORK AND LINKS TO IT, WHERE SUCH FACILITIES WOULD SERVICE THE DEVELOPMENT BY SUSTAINABLE MODES.**

- 8.57 The National and Local Cycle Network is part of a system of traffic-free routes, traffic-calmed routes and minor roads for cyclists, walkers and where appropriate horse riders.
- 8.58a The policy particularly applies to development proposals that are likely to have an impact on cyclists. Major developments should include spur routes to complement the Network, while in some instances reallocation of road space may be appropriate in providing a route for the cycle network. Where appropriate, the Council will seek contributions to off-site facilities or infrastructure through planning obligations.

**Other Road Users****POLICY TM10A****IN DETERMINING PLANNING APPLICATIONS, THE COUNCIL WILL CONSIDER THE POTENTIAL IMPACT ON OTHER ROAD USERS (SUCH AS HORSE RIDERS AND MOTOR CYCLISTS) AND WILL SEEK PROVISION OF SUITABLE FACILITIES WHERE NECESSARY.**

- 8.58b In addition to pedestrians and cyclists, some other road users, such as horse riders and motor cyclists, are also vulnerable to motor vehicles. Where a development is likely to have an impact on the safety and amenity of these road users, the Council will expect to see the inclusion of features that will maintain or improve their safety and amenity within the design of the development. Where appropriate, the Council will seek contributions to off-site facilities or infrastructure through planning obligations.

## **PARKING AND TRAFFIC RESTRAINT**

- 8.58 The Government has made a policy shift to maximum car parking standards and the policies in the plan must reflect this change. The Council recognises the importance of car parking in managing travel demand. It is also important to make efficient use of land in new developments this is particularly relevant for housing development. The revised PPG13 advises that parking standards for non-residential developments should be set as maximum levels for broad classes of development. Regional Planning Guidance advises that parking standards should be linked to public transport accessibility. The Council accepts the need to move towards maximum parking standards.

### **Parking Standards for Non-Residential Developments**

- 8.59 The level of private non-residential parking provided within developments is a major influence on peak hour traffic volumes. Therefore setting maximum restraint based parking standards can help reduce car use. Moreover, the Council will be seeking to negotiate a reduction in parking provision associated with new developments and changes of use, in locations with good accessibility by bus, cycle and walking.

## **POLICY TM11**

### **IN DETERMINING PLANNING APPLICATIONS FOR PRIVATE NON RESIDENTIAL DEVELOPMENTS INCLUDING CHANGES OF USE THE COUNCIL WILL:**

- (1) SEEK A LOWER LEVEL OF PARKING IN LOCATIONS WITH GOOD ACCESSIBILITY (SUCH AS CITY AND TOWN CENTRES AND PUBLIC TRANSPORT NODES) THAN THAT SET IN THE COUNCIL'S ADOPTED STANDARDS (SET OUT IN APPENDIX C OF THIS PLAN); EXCEPT FOR RETAIL AND LEISURE DEVELOPMENTS IN TOWN CENTRES AND EDGE OF CENTRE SITES WHERE ADDITIONAL PARKING ABOVE MAXIMUM WILL BE PERMITTED PROVIDED THAT THIS WILL BE MADE AVAILABLE FOR GENERAL SHORT STAY PUBLIC PARKING;**
- (2) ONLY CONSIDER ALLOWING PROVISION UP TO THE FULL STANDARD WHERE THE DEVELOPER CAN DEMONSTRATE A NEED FOR PARKING TO THAT LEVEL; AND**
- (3) ONLY CONSIDER ALLOWING PROVISION ABOVE THE STANDARD WHERE THE DEVELOPER CAN DEMONSTRATE THAT A HIGHER LEVEL OF PARKING IS NEEDED AND HAS TAKEN OTHER MEASURES TO MINIMISE THE NEED FOR PARKING.**

- 8.60 The car parking standards given in Appendix C will be applied as a maximum and a minimum requirement will not normally be imposed unless under provision would result in road safety implications which cannot be resolved through the introduction or enforcement of on-street parking controls. In individual developments a need for parking in excess of the standards in Appendix C should be demonstrated preferably through a Transport Assessment. Applicants must also indicate the measures they are taking in the design, location or implementation of the scheme to minimise the need for parking.

- 8.60a The Council is mindful, however, of the need not to create a perverse incentive by

encouraging developers to seek out-of-centre locations where they could provide car parking to the full standard. In negotiating a reduced provision, therefore, the Council will also consider arguments put forward by developers as to why they require the full standard in the Centres and other locations which are accessible by transport modes other than the car. The onus will be on developers to demonstrate that they have a need for the full provision. If there are sound arguments, the Council will allow up to that level. But the emphasis will be on providing for the short stay visitor rather than the all day commuter. In line with PPG13, it should not be assumed that where a proposal meets the relevant maximum parking standard, it is automatically acceptable in terms of meeting the transport objectives of this Plan. Developers will need to show the measures they are taking to minimise the need for parking, in accordance with Policy TM2.

- 8.60b For retail and leisure developments which are located in the town centre, or an edge of centre site, parking additional to the maximum standard may be permitted, provided that the parking facilities are for short stay visitors, and which genuinely serve the town centre as a whole. Agreement to this will be secured prior to granting planning permission.
- 8.60c Servicing space or operational parking will be allowed within the curtilage of any development but this must form part of the overall maximum and not additional parking. Developments may be served from the highway or other parking areas provided that this does not harm the local environment or create road safety problems.

Paragraphs 8.61 to 8.64 [deleted]

- 8.65 Motorcycles may be considered to have less impact on road capacity than cars, but they cause pollution and noise and can conflict with pedestrians and cyclists. Hence motorcycle parking needs to be managed in a similar manner to car parking. Provision of motorcycle parking should be made within each development site. The standard for this is one motor cycle space for every 25 car parking spaces. On street facilities will mainly be provided in town centres, for short stay use only, and will need to be positioned so that they do not cause danger or obstruction to other highway users and would not be visually detrimental.

### **Parking Standards for Residential Developments**

- 8.66 Parking at home and on residential streets is becoming an increasingly difficult issue. Restricting off-street parking in residential developments could lead to unsafe on-street parking on some congested streets (Policy TM13 refers). There is also an argument that it is more equitable to restrain car use than car ownership and therefore some provision should be made for residential car parking. Providing more spaces than is strictly necessary, however, is a wasteful and visually intrusive use of land.

#### **POLICY TM12**

**IN DETERMINING PLANNING APPLICATIONS FOR RESIDENTIAL DEVELOPMENTS THE COUNCIL WILL REQUIRE PROVISION OF PARKING IN ACCORDANCE WITH THE COUNCIL'S ADOPTED STANDARDS, AS SET OUT IN APPENDIX C.**

**LOWER STANDARDS APPLY FOR DEVELOPMENTS OF AFFORDABLE HOUSING AND FOR UNITS LOCATED IN THE CITY AND TOWN CENTRES WITH VERY GOOD LEVELS OF PUBLIC TRANSPORT ACCESSIBILITY.**

**CAR FREE HOUSING DEVELOPMENTS WILL BE ENCOURAGED IN AREAS OF VERY GOOD PUBLIC TRANSPORT ACCESSIBILITY.**

- 8.66a PPG13 does not include recommendations on residential car parking provision because doing so would imply a national policy against car ownership, rather than against

inappropriate car use. For similar reasons RPG12 also does not include residential parking standards. Advice on parking in residential developments is given in PPG3. However, guidance on parking standards is limited to a general comment that, on average off-street parking should not exceed 1.5 spaces per dwelling. No range of parking provision is given.

- 8.67 Although there is no evidence to suggest that car ownership levels vary by public transport accessibility, it is recognised that a single standard is no longer appropriate. It is proposed to lessen the standard in areas with very good levels of public transport accessibility. This reflects increased traffic restraint and facilitates more intensive housing development and innovative designs in the city and town centres and in densely developed urban areas.
- 8.68 [deleted]
- 8.68a The Council may favourably consider applications for car-free housing developments with no car parking provision. Such developments would need to be located in areas of higher public transport accessibility and within controlled parking zones. The Council would need to be satisfied that such developments would be properly promoted and managed as car-free developments and that on-street parking would not simply be used as a substitute for off-street parking. Car pooling arrangements, where agreed by the Council, may be acceptable for these developments. Contributions may be sought to further enhance sustainable modes of transport.
- 8.69 [deleted]

### **On-Street Parking Controls**

- 8.70 It is recognised that the Council's new 'restraint based' approach to parking standards will generate pressure for on-street parking on residential roads near city and town centres and major employment areas. To manage this problem, the Council will need to draw up comprehensive 'Parking Strategies' for these areas.

#### **POLICY TM13**

**THE COUNCIL WILL INTRODUCE ON-STREET PARKING CONTROLS, WHERE APPROPRIATE, IN ORDER TO REDUCE TRAFFIC CONGESTION, IMPROVE ROAD SAFETY AND THE LOCAL ENVIRONMENT.**

**PRIORITY WILL BE GIVEN TO EXTENDING ON-STREET PARKING CONTROLS IN AREAS ADJOINING BRADFORD CITY CENTRE, OTHER TOWN CENTRES AND MAJOR EMPLOYMENT SITES.**

- 8.71 The coverage of on-street parking controls will also be a factor in deciding whether the transport impact of a proposal is acceptable and whether the extension of controls can solve this. Whilst on-street parking controls are generally being addressed through the Local Transport Plan, the intention here is to ensure that with the Plan's restraint based car parking standards, a reduction in on-site parking does not simply result in an increase in on-street parking rather than an increase in the use of public transport, cycling and walking. Thus the Council will give high priority to controlling on-street parking where problems are likely to occur such as around the city and town centres and major employment sites.

### **Public Parking in City and Town Centres**

- 8.72 The city and town centres of the district differ in terms of their short stay parking provision, regeneration needs, customer base and public transport accessibility. Though this makes it necessary to draw up individual parking plans to promote their vitality and viability, the

Council's car parking strategy in general seeks to give precedence to short stay parking in the central shopping areas, with some long stay parking provision on the periphery of the area.

#### **POLICY TM14**

##### **THE CAR PARKS SHOWN ON THE PROPOSALS MAP WILL BE SAFEGUARDED.**

- 8.73 Management of city and town centre parking is essential, to discourage commuter parking and favour short stay parking for shoppers, to safeguard the attractiveness and viability of the centre. In conjunction with location of car parks, parking charges will be used as a means of deterring commuting by car. The Council will also encourage private operators of public car parks to apply pricing structures and design standards, which accord with the Council's policies.
- 8.74 In order to safeguard the functions of the city and town centres, existing car parks defined on the Proposals Map are to be retained. However, if proposals to redevelop these sites could incorporate an equivalent area of car parking to that currently provided, as well as the operational minimum required to sustain the development, then that development proposal may be accepted, subject to satisfying other Plan policies.

#### **Bradford Central Shopping Area**

#### **POLICY TM15**

##### **NO NEW CAR PARKS WILL BE PERMITTED ON SITES WITHIN THE PRIMARY SHOPPING AREAS OF BRADFORD CITY CENTRE AS DEFINED ON THE PROPOSALS MAP.**

- 8.75 Bradford City Centre is the largest central shopping area in the district. In order to maximise its attractiveness as a safe and pleasant place to shop, the Council wishes to increase its focus as a pedestrian area and discourage the penetration of the primary shopping areas by vehicles. This objective would be undermined if additional car parking facilities were to be provided and accessed within the primary shopping areas. Additional short stay car parks, serving the whole of the city centre, will be permitted so long as these are accessed from outside the primary shopping areas.

#### **Private Off Street Parking - Change of Use**

- 8.76 Planning standards of the 60's provided for car commuting which led to development incorporating large numbers of parking spaces. Almost 50% of parking spaces, in Bradford City Centre, are private off-street non-residential. Parking provision in many existing developments significantly exceeds the levels recommended by Policy TM11, much of which is under utilised. The Council will therefore encourage change of use of parking space to appropriate town centre uses, in the city and town centres where there is very good public transport accessibility.

#### **POLICY TM16**

##### **THE COUNCIL WILL ENCOURAGE CHANGE OF USE FROM PRIVATE OFF-STREET NON-RESIDENTIAL PARKING FOR CARS TO OTHER USES IN EXISTING DEVELOPMENTS.**

- 8.77 On street parking controls will need to be considered, where appropriate, in accordance with Policy TM13. The reallocation of spaces for cycles and motorcycles will also be encouraged.

### Protection of Car and Coach Parking Outside the City and Town Centres

- 8.78 Outside the city and town centres, there are a number of public car and coach parks serving the needs of villages and tourist areas. These car parks are essential as they take parking off the street and thus ease congestion and improve the general environmental quality of the villages as well as road safety.

#### **POLICY TM17**

**EXISTING PUBLIC CAR AND COACH PARKS, OUTSIDE THE CITY AND TOWN CENTRES, SERVING THE NEEDS OF VILLAGES AND TOURISTS, SHOULD NOT BE DEVELOPED FOR OTHER PURPOSES. DEVELOPMENT PROPOSALS WILL ONLY BE ACCEPTED IF ALTERNATIVE SATISFACTORY PROVISION FOR PUBLIC CAR AND COACH PARKS CAN BE MADE IN THE VICINITY WITH ADDITIONAL PROVISION FOR THE NEEDS OF THE DEVELOPMENT ITSELF.**

### Parking for People with Disabilities

- 8.79 The Disability Discrimination Act 1995 makes it unlawful for employers with 15 or more staff to discriminate against employees with disabilities. For many people with disabilities there are difficulties in using conventional public transport and private car travel can be the only practical option available.

#### **POLICY TM18**

**THE COUNCIL WILL REQUIRE NEW DEVELOPMENTS TO PROVIDE APPROPRIATE PARKING PROVISION FOR PEOPLE WITH DISABILITIES AND OTHERS WITH SPECIAL NEEDS SUCH AS PARENTS WITH YOUNG CHILDREN AND THE ELDERLY IN ACCORDANCE WITH THE GUIDELINES IN APPENDIX C.**

- 8.80 In determining planning applications for non-residential development the Council will require dedicated car parking provision for people with disabilities and those with restricted mobility in accordance with guidance in Appendix C. This policy should be read in conjunction with Policy D3, which deals with access to buildings and their surroundings for people with disabilities. Developers will also be encouraged to provide conveniently located and signed spaces for single parents with young children and the elderly.

### Cycle Parking

- 8.81 Provision of secure cycle parking facilities is essential to encourage more use of this sustainable form of transport.

#### **POLICY TM19**

**THE COUNCIL WILL REQUIRE PROVISION OF PARKING SPACE FOR CYCLES IN DEVELOPMENT SCHEMES TO THE MINIMUM LEVELS AS INDICATED IN THE COUNCIL'S ADOPTED STANDARDS, AS SET OUT IN APPENDIX C.**

**THE COUNCIL WILL ENSURE THAT AN ADEQUATE NUMBER OF SPACES ARE PROVIDED FOR CYCLES IN PUBLIC OFF-STREET CAR PARKS.**

- 8.82 The Council will require the provision of off-street parking facilities within development schemes to be reserved exclusively for cyclists. The provision of changing and shower facilities will also be encouraged in accordance with the Plan's design policies. On-street parking facilities will be provided for short stay use near libraries, shopping areas, public transport facilities etc. The facilities will need to be positioned so that they do not cause danger or obstruction to other highway users and would not be visually detrimental.

Guidance on the design and siting of cycle parking facilities is available from Sustrans. The Council will also provide guidance in the form of Supplementary Planning Guidance.

### **Traffic Management and Road Safety**

#### **POLICY TM19A**

#### **IN DETERMINING PLANNING APPLICATIONS THE COUNCIL WILL CONSIDER THE POTENTIAL IMPACT ON TRAFFIC MANAGEMENT AND ROAD SAFETY AND WILL SEEK ANY CONSEQUENTIAL IMPROVEMENTS.**

- 8.82a In considering traffic management measures the Council will seek to improve the local environment in addition to road safety, particularly in residential areas. Traffic management measures, including traffic calming, can be a key element in improving the local environment and increasing safety by discouraging inappropriate traffic and slowing essential vehicle movements. This can also result in improved air quality. Traffic management forms a major element of the transport strategy in the Council's Local Transport Plan, it is expressly mentioned in PPG12 and is also required by the Environment Act 1995 for addressing problems related to air pollution. The Council will expect, where reasonable, for development proposals to include traffic management measures.
- 8.82b The introduction of 'Home Zones' in suitable areas will be encouraged as a method of calming traffic and improving the local environment. 'Home Zones' give pedestrians greater priority within a designated group of streets through introduction of traffic calming measures that slow drivers down to walking pace thereby increasing pedestrian safety and access.
- 8.82c The Council gives high priority to road safety for all users, particularly pedestrians and cyclists. Where a development proposal may have a detrimental effect on the safety of any road user, measures to remove that potential risk should be agreed with the Council. Where a proposal is situated in a location with an existing road safety problem, the opportunity should be taken to address that problem within the scope of the development.

### **TRANSPORT AND HIGHWAY IMPROVEMENTS**

- 8.83 The Local Transport Plan makes provision for highway network development and where this requires land outside the highway the land for the scheme is safeguarded through Policy TM20 below. There are other transport schemes most notably the District's cycle route network which also require land outside the highway and these schemes are also safeguarded through this policy.

#### **POLICY TM20**

#### **THE COUNCIL WILL SAFEGUARD LAND REQUIRED FOR TRANSPORT AND HIGHWAY IMPROVEMENT SCHEMES AS SHOWN ON THE PROPOSALS MAP.**

- 8.84 Details of the transport and highway improvement schemes are included in the Proposals Reports.

### **Provision and Protection of Rail and Water Freight Facilities**

- 8.85 Rail and water are much more sustainable means of transporting freight, over longer distances, than by road. Even where movement by road is necessary for part of the journey, transshipment to rail/water for the remainder is to be preferred.

**POLICY TM21**

**MEASURES THAT ENCOURAGE MOVEMENT OF FREIGHT FROM ROAD TO RAIL AND WATER AND TRANSHIPMENT WILL BE SUPPORTED. IN PURSUIT OF THIS AIM:**

- (1) LARGE FREIGHT TRANSPORT USERS WILL BE ENCOURAGED TO LOCATE CLOSE TO RAIL LINES AND WATERWAYS;**
- (2) PLANNING PERMISSION FOR DEVELOPMENTS THAT WOULD RESULT IN THE LOSS OF RAIL FREIGHT FACILITIES WILL NOT BE GRANTED;**
- (3) EXISTING AND POTENTIAL FREIGHT ACCESSES TO OPERATIONAL RAIL TRACKS WILL BE SAFEGUARDED WHERE THERE IS POTENTIAL FOR FUTURE USE OF RAIL;**
- (4) APPLICATIONS FOR NEW RAIL FREIGHT SERVICES, SIDINGS AND DEPOTS WILL BE SUPPORTED.**

- 8.86 Any proposals for transshipment depots, or other proposals that encourage the movement of freight other than by road and thereby reduce the environmental cost, will be welcomed in line with the Plan's principles of sustainable development. Proposals that are most likely to occur during the life of the Plan are those that make better use of the rail network. Grants under the Railways Act may be available to develop new facilities. Further guidance is provided in the LTP supporting document 'Transporting Freight by Rail and Inland Waterways in West Yorkshire: A Guide For Potential Users' (December 2000).

**Lorry Parking**

- 8.87 Whilst the Council supports measures to reduce the impact of heavy goods vehicles by altering patterns of freight distribution, limiting increases in permitted vehicle weights and switching freight from road to rail, these are largely outside local authority control. Thus the Council's actions are focused primarily on addressing the need to reduce adverse impact of heavy vehicles on specific areas by controlling their movement and parking. The indiscriminate parking of lorries can give rise to nuisance and dangers to road safety, particularly in residential areas. In order to reduce these dangers, proposals for lorry parks which are well related to the Principal Road Network (see Appendix E) and would not give rise to environmental problems in residential areas may be beneficial.

**POLICY TM22**

**LORRY PARKS AND ANCILLARY DRIVER FACILITIES WILL NORMALLY BE PERMITTED ADJACENT TO THE PRINCIPAL ROAD NETWORK OR CLOSE TO TRANSHIPMENT DEPOTS, PROVIDED THAT THE SITES ARE NOT IN OR ADJACENT TO RESIDENTIAL AREAS. WHERE DEVELOPMENT PROPOSALS AFFECT TRUNK ROADS, COMPLIANCE WITH THE HIGHWAYS AGENCY REQUIREMENTS WILL ALSO BE NECESSARY.**

- 8.88 Planning applications will be tested against other policies in the Plan and in particular proposals for lorry facilities in rural areas will also be judged against the Plan's Green Belt policies.
- 8.89 The Plan's Principal Road Network comprises those routes shown in Appendix E. It includes all the roads in the Strategic Highway Network defined by the Local Planning Authorities during the preparation of Strategic Planning Guidance for West Yorkshire in the late 1980's. It also includes some other 'A' and 'B' classified roads which are of traffic importance in linking destinations within the District and carry significant volumes of traffic including heavy goods vehicles.



### Leeds Bradford Airport

- 8.90 Although the location of Leeds Bradford Airport is outside the Bradford Metropolitan District its impact on land uses affects a wider area, including land within this District. The scope for the Airport to serve as a major regional airport for passenger and freight traffic was considerably enhanced following the extension of the runway in 1984. The associated improvements to terminal facilities at the airport have also helped to safeguard and improve air services. Land allocations have been made in relation to the airport's potential for generating economic growth and these are referred to in the Economy and Employment Chapter.

### Aircraft Safety

#### **POLICY TM23**

#### **DEVELOPMENT PROPOSALS THAT CREATE A HAZARD TO THE SAFE OPERATION OF AIRCRAFT, AERODROMES OR AIRCRAFT NAVIGATION FACILITIES WILL NOT BE PERMITTED.**

- 8.91 There is a need to ensure the safe movement of aircraft in the District, both to the Leeds Bradford Airport and to the emergency helicopter landing sites for Bradford Royal Infirmary and Airedale General Hospital. Aircraft safety can be prejudiced by the construction of tall structures such as chimneys, masts or multi-storey buildings, particularly on high ground, whilst even more modest development close to the helicopter landing facilities may pose fatal dangers.
- 8.91a A revised Aerodrome Safeguarding Area for Leeds and Bradford International Airport (LBIA) has been defined by the Civil Aviation Authority (CAA). In addition the protection zone for the technical area (concerned with air traffic control ) at Hameldon Hill, between Burnley and Accrington Lancashire affects a small area of the District. The safeguarded areas/protection zones are neither the responsibility nor the proposal of the local planning authority.
- 8.91b Government Circular 01/2003 produced by the ODPM/DfT Safeguarding Aerodromes, Technical Sites and Military Explosives Storage Areas: Town and Country Planning (Safeguarding Aerodromes, Technical Sites and Military Explosives Storage Areas) Direction 2002, in particular paragraph 28, places a duty on the Council to consult Leeds and Bradford International Airport on all planning applications falling within the Safeguarding Area and the provisions of the Direction, to ensure that development does not prejudice aircraft safety. In line with the requirements of ODPM/DfT Circular 01/2003, the outer boundary of the Aerodrome Safeguarding Area for Leeds and Bradford International Airport is shown on the proposals map (A copy of the detailed safeguarding map can be viewed at the Bradford planning Office). This represents the area where buildings and structures, erections and works over defined heights are deemed to be a potential problem for aviation safety. Within this outer boundary are sub areas defined by the CAA relating to the specific height of development and developments likely to attract birds.
- 8.91c A separate Aerodrome Safeguarding Area for Leeds and Bradford International Airport in relation to wind turbine development has also been defined by the CAA. Circular 01/2003 places a duty on the Local Planning Authority to consult LBIA about proposed wind turbine developments within a 30KM radius of the Airport. The whole of the District lies within this defined area for aerodrome safeguarding in relation to wind turbine development.
- 8.91d The LPA may require additional information to be provided by an applicant, in order to fulfil its obligations to consult LBIA effectively under both the Circular and Direction.

- 8.91e The LPA and/or LBIA may also request additional information on cranes, lighting and other equipment which may be in use during the construction period, to ensure aviation safety and developers should be aware of this need.
- 8.91f With respect to the Hameldon Hill Technical Site consultations will be required for different heights of development depending upon their location within the safeguarded zone. This is because of the refracting effects of buildings upon radar signals and therefore the interference that can be caused affecting air safety. The area affected relates to a small area on the border with Calderdale at Stanbury Moor. It is not intended to show the detailed zoning on the proposals map. However generally within the area consultations will only be necessary for development in excess of 45.7metres high. On parts of high moorland, generally over about 390metres (1,280 feet) elevation, all planning applications will be referred for consultation. There is a sliding scale for consultations for varying heights of buildings. The detailed maps can be viewed at the Keighley Planning office during normal office hours.

# CHAPTER 9

---

**Design**

## 9.0 Introduction

- 9.1 Good design is essential for the creation of attractive, high quality, sustainable places in which all can live, work and relax. It is a fundamental objective of sustainable development. The Government's strategy for sustainable development for the UK 'a better quality of life' recognises the importance of design in promoting the building of sustainable communities. The Strategy identifies key measures to promote this through the shaping of our surroundings to ensure:
- Attractive streets and buildings through good quality architecture and urban design;
  - Safe and convenient links between homes, jobs and facilities by walking, cycling and public transport;
  - Community safety, reducing crime and the fear of crime;
  - the historic environment is conserved and the character of our townscape and countryside are maintained.
  - Access to services to services, facilities and buildings for all not just able bodied;
  - Decent energy efficient homes, which contribute to social cohesion, improved health and better use of fossil fuels.
- 9.2 The document also emphasises the role of planning and design in addressing the major environmental and resource challenges, such as climate change. Relevant measures promoted include:
- improvements in the energy efficiency of industrial processes, homes and offices;
  - increase energy from renewable energy sources;
  - water efficiency
  - safeguarding the special natural and cultural characteristics of the landscape, as well as features of wildlife and habitat importance.
- 9.3 Good quality design is a key element of the government's commitment to an 'urban renaissance'. The report of the Urban Task Force 'Towards Urban Renaissance' emphasises the importance of well designed buildings, streets, neighbourhoods and districts for successful social, economic and environmental regeneration. This is recognised in the Council's '2020 Vision' for the District, which has as a key component the creation of an attractive built environment.
- 9.4 The government's policy for design in the planning system is contained in Planning Policy Guidance Note 1 'General Policy and Principles' (PPG1) and expanded in other PPGs. It recognises that good design can help promote sustainable development, improve the quality of the existing environment, attract investment, and reinforce civic pride and a sense of place. The government has shown its commitment to securing good design with the production of "*By Design - Urban Design in the Planning System: Towards Better Practice*" (DETR, 2000), which promotes high standards in design, in all aspects of the built environment, including the design of buildings and spaces, landscapes and transport systems. This has implications for planning and development at every scale, from villages to towns and cities and from the individual building to the street and the neighbourhood. "*By Design*" views urban design as the key to creating sustainable development s and the conditions for a flourishing economic life, for the prudent use of natural resources and for social progress. Good design can help create lively places with distinctive character; streets and public spaces that are safe, accessible, pleasant to use and human in scale; and places that can inspire and stimulate.
- 9.5 The key objective of urban design is the 'making of places' for people which includes looking at the way places work, as well as, how they look. It concerns the connections between people and places, movement and urban form, nature and the built fabric and the process for ensuring successful villages, towns and cities. This requires thinking

coherently about the way places are designed and how developments can contribute to 'place'.

- 9.6 "By Design" sets out seven design principles which have been derived from the characteristics of successful places from streets to villages and cities:
- Character or distinctiveness - *provides a place with identity;*
  - Continuity and enclosure - *provides definition to the public and private space;*
  - Quality of the public realm - *provides a place with attractive, safe and successful outdoor areas;*
  - Ease of movement - *provides a place which is easy to get to and move around;*
  - Legibility - *provides a place with a clear image and which is easy to understand;*
  - Adaptability - *provides a place that can respond to change easily;*
  - Diversity - *provides a place with variety and choice, which works together to create viable places.*
- 9.7 These principles help as the start point as to what should be sought to create a successful place. However, the key to good design is how, in a particular context, these are translated into the development form. There are several aspects of the physical form of development, which are important. Together, these define the overall layout of the place (in terms of its routes and building blocks); its scale (in terms of building height and massing); its appearance (as expressed in details and the use of materials); and its landscape (including all the public realm, built and green spaces). These underpin the key elements of the design policies in this chapter.
- 9.8 The first Policy D1 sets out the general design considerations which apply to all development to ensure high quality design, layout and landscaping.
- 9.9 The second group of policies (D2-D8 listed) provide guidance on specific aspects of design which need particular consideration in developments.
- Energy and resource efficiency
  - Access
  - Crime
  - Landscape
  - Pedestrians and cyclists
  - Public transport
  - Public art
- 9.10 Particular areas or forms of development can make a significant contribution to shaping the distinct character of an area, which require careful guidance on change. These policies (D9-D12 listed) cover specific areas or particular forms of development which need a more detailed level of guidance, in addition to the general design considerations above.
- City and town centre design
  - Environmental improvement of transport corridors
  - Design of gateways
  - Tall buildings
- 9.11 The final set of policies (D13-D16 listed) provide guidance on detailed aspects of design which include:

- Design of shop fronts
- Advertisements
- Design of external Lighting
- Telecommunications

- 9.12 In order to create good quality sustainable developments, the developer will be expected to consider all the appropriate design policies, in designing a scheme. No single policy should be given primacy to the exclusion of others. There may be tensions between individual policies for example the principles of secured by design and meeting the needs of pedestrians. In such occasions the objectives of the individual policy objectives will be balanced against the strategic design principles enshrined in Policy D1 and the strategic aim of the plan to promote sustainable development.
- 9.13 Further guidance will be produced as supplementary planning guidance, which will set out good practice advice on designing for sustainable development.

### General Design Considerations

- 9.14 The general upgrading of the District's environment through quality design is one of the main objectives of the plan (see Principal Policy UDP3 in chapter 3). Revised PPG1 advocates that good design should be the aim of all those involved in the development process and should be encouraged everywhere. It recognises that development has a significant effect on the character and quality of an area, and that the appearance of proposed development and its relationship to its surroundings are a material planning consideration. Such considerations do not relate to just the design of buildings, but also the relationship between different buildings; the relationship between buildings and the street, squares, parks, waterways and other spaces which form the public domain; the nature and quality of that public domain; the relationship of one part of a village, town or city with other parts and the patterns of movement and activity established (urban design). Therefore:

#### **POLICY D1**

**ALL DEVELOPMENT PROPOSALS SHOULD MAKE A POSITIVE CONTRIBUTION TO THE ENVIRONMENT AND QUALITY OF LIFE THROUGH HIGH QUALITY DESIGN, LAYOUT AND LANDSCAPING. IN PARTICULAR THEY SHOULD:**

- (1) BE WELL RELATED TO THE EXISTING CHARACTER OF THE LOCALITY IN TERMS OF DESIGN, SCALE, MASSING, HEIGHT AND MATERIALS;**
- (2) PROVIDE A QUALITY SETTING FOR THE DEVELOPMENT;**
- (3) RETAIN, AND WHERE APPROPRIATE ENHANCE, IMPORTANT ECOLOGICAL AND LANDSCAPE FEATURES;**
- (4) NOT INTRUDE ON TO PROMINENT SKYLINES;**
- (5) RELATE TO EXISTING NATURAL AND BUILT FEATURES, LANDMARKS OR VIEWS THAT CONTRIBUTE TO THE AREA;**
- (6) INCORPORATE ADEQUATE DESIGN ARRANGEMENTS FOR SERVICING, WASTE HANDLING, RECYCLING AND STORAGE;**
- (7) ALLOW FOR FLEXIBILITY TO ADAPT TO MEET CHANGING NEEDS AND CIRCUMSTANCES AND PROVIDE FOR ACCESS FOR THOSE WITH PHYSICAL DISABILITIES;**
- (8) NOT HARM THE AMENITY OF PROSPECTIVE OR EXISTING USERS AND RESIDENTS.**

**GOOD CONTEMPORARY DESIGN WHICH IS SYMPATHETIC OR COMPLEMENTARY TO ITS SETTING WILL BE WELCOMED.**

- 9.15 Bradford benefits from rich and varied townscape and landscape character, which contributes to the local distinctiveness and sense of place. Development proposals should have regard to and reinforce these locally distinct patterns of development and landscape. In particular, the layout should build upon the sites landform and natural features and integrate development into its landscape setting. Development should also reflect the existing layout of buildings, streets and spaces as well as building forms and patterns of development that contribute to local distinctiveness. This should not preclude land use efficiency and higher density development, as promoted by Policies H7 and H8. An increase in density need not necessarily require lower standards of space around buildings. The use of local materials, building methods and details is a major factor in enhancing local distinctiveness. The scale, texture and colour of building materials reflects an area's special function and character. For example Bradford is distinguished in appearance by the use of stone.
- 9.16 As a result of the District's topography its main settlements often have prominent skylines which need sensitive treatment in development proposals to minimise the impact on long distance views.
- 9.17 It is important to safeguard the amenity of prospective/existing users or residents, as higher densities and more intensive development are promoted, in the drive to make more effective use of land and buildings. Residential development should take particular care in the design, orientation and location of buildings in relation to one another, so that no unacceptable loss of amenity results due to the effects of overlooking or overshadowing.
- 9.17A Conserving natural ecology and landscape features helps integrate new development into its environment, as well as contributing to the protection of local biodiversity and landscape character. The Council has established a good working relationship with the voluntary sector on ecological and wildlife issues and will use the knowledge of such groups as the Bradford Urban Wildlife Group, as well as the Nature Conservation Strategy to inform planning decisions. Consideration of the natural environment will help to minimise the adverse impact of development on wildlife and ecology and creates opportunities for habitat creation and enhancement of valuable wildlife features such as watercourses (see also Policies NE10, NE12 and paragraph 14.59A)
- 9.18 Successful buildings, towns and cities are those which can respond to changing social, technological or economic conditions. Developments are encouraged to promote adaptability, in particular, through flexible layouts and design. Flexible buildings and places should be capable of being used for a range of activities or possible future uses and allow occupiers the opportunity to modify and personalise their homes or work place to meet individual requirements over time. The concept of 'lifetime homes' has developed nationally to respond to the changing needs occurring throughout one family's lifetime and the varying needs of numerous changes of occupier in the same homes lifetime. Research has shown that this need not add much to the cost of the house so it is unlikely to impact on the cost of development.
- 9.19 The issue of waste handling and storage in development has been highlighted in several studies undertaken by the Tidy Britain Group for the Council. In particular a study of the Leeds Road, Bradford commercial area highlighted the value of 'designing in' adequate provision for the containment of waste and access for its removal in new developments and improvements to existing premises, avoiding creating further problems of trade waste bins parked on pedestrianised areas within Bradford's commercial areas. The Council is committed to the Waste Hierarchy within which re-use and recovery is given prominence. Therefore, development will need to consider the needs of waste handling and in

particular arrangements for recycling. This will relate to needs of individual properties within a development, as well as, consideration of communal collection areas for larger sites.

- 9.20 Buildings of innovative or contemporary design can add to the rich legacy of the Districts built heritage, and will be supported where they complement adjoining buildings and spaces.
- 9.21 Policy D1 should be read in conjunction with revised PPG1, in particular, section two and Annex A, '*By Design*' which provides good practice advice on achieving quality in design and '*Places, Streets and Movement: A Companion Guide to Design Bulletin 32*' (DETR, 1998).
- 9.22 Development should also take account of any relevant local design guidance produced as supplementary planning guidance in support of plan policies. These may be; area specific, for example Village Design Statements which are prepared by the local community as part of a consultative process such as the one adopted for Oxenhope, or the Little Germany Framework; site specific or topic based such as for shop front security. Current supplementary planning guidance is listed in appendix A. Village design statements have been produced for Burley and Menston. Others are currently in preparation for Addingham Baildon and Haworth, as well as a town design statement for Ilkley. In considering development proposals, these will be given commensurate weight according to their status and level of public consultation.

### Energy Efficiency

- 9.23 Energy efficiency can contribute significantly to sustainable development by reducing greenhouse gas emissions and also tackling fuel poverty.
- 9.24 Buildings account for almost half of the UK's delivered energy consumption and associated emissions of CO<sub>2</sub>, the main greenhouse gas capable of causing climate change. Energy efficiency in buildings is largely promoted through the Building Regulations, however, Planning has an important complementary role in determining the layout and design of development schemes. Therefore:

#### **POLICY D2**

**PROPOSALS SHOULD MAXIMISE OPPORTUNITIES TO CONSERVE ENERGY AND WATER RESOURCES THROUGH THE LAYOUT AND DESIGN OF DEVELOPMENT. IN CONSIDERING PLANNING APPLICATIONS THE COUNCIL WILL ENCOURAGE WHERE APPROPRIATE:**

- (1) THE USE OF SOLAR ENERGY, PASSIVE SOLAR GAIN AND HEAT RECYCLING (SUCH AS COMBINED HEAT & POWER); AND**
- (2) LAYOUTS WHICH REDUCE WINDCHILL AND MAXIMISE THE EFFICIENT USE OF NATURAL LIGHT.**
- (3) THE USE OF RAIN WATER AND GREY WATER RECYCLING AND SUSTAINABLE DRAINAGE SYSTEMS**

- 9.25 Changes in site layout (orientation, location on slope, landscaping) can reduce the energy requirements of a typical dwelling by 20%, through the 'free' ambient sources created by passive solar gain and micro-climate improvements. To make best use of solar gain the receptive façade of a building should face within 30° of due south. The micro-climate can be improved, with careful consideration of topography and shelter belts. However, care needs to be given to possible conflicts with the need for solar access.



- 9.26 The design of individual buildings can also have significant energy savings. Therefore, whilst it is acknowledged that Planning has limited control over some detailed aspect of building design, eg internal layout, developers are encouraged to consider the following:
- Internal layout to include consideration of placing rooms needing higher temperatures (eg living rooms) to the southerly side in order to maximise passive solar heating;
  - Use of atria, conservatories and porches to enable natural ventilation and conservation of heat;
  - Disposition of windows, doors and rooflights to provide larger window areas to the south and smaller to the north;
  - Provision for active solar systems (use of photovoltaics) to be included or made feasible, eg by roof orientation to facilitate the application of panels in future, as appropriate;
  - Provision for recycling of rain water on site to be made possible;
  - Use to be made of material with reduced energy inputs, low maintenance needs, durable and locally manufactured or recycled.
- 9.26A Developers are encouraged to adopt a low energy approach to water supply and usage in new development. This includes the following:
- minimise the use of white water
  - use grey water, through the use of rainwater recovery systems and the recycling of waste water
  - the use of sustainable drainage systems (see Policy NR16)
- 9.27 Combined heat and power schemes (CHP) which use waste heat from sources such as waste incineration, to heat buildings have a fuel efficiency of 70-90% compared with 30-50% with conventional generation. This has potential to deliver significant reductions in green house gas emissions as well as energy costs. The redevelopment of larger urban sites and new urban areas are likely to provide the greatest opportunity for developing CHP due to the layout and densities of development likely to support such proposals.
- 9.28 Key considerations for the successful establishment of CHP are:
- High densities of development to provide efficient layouts
  - A mix of uses to spread demand over different time periods
  - Inclusion of one major institution as the CHP plant
  - Choice of fuel and design and appearance of the plant
- 9.29 The Council will produce further advice and examples of good practice for developers on designing for sustainable development as supplementary planning guidance, which will include more detailed advice on energy and resource efficiency.

### **Access to Buildings and their Surroundings for People with Disabilities**

- 9.30 The Council wishes to secure a more accessible environment for everyone including people with disabilities. Many issues concerning access are adequately covered by the Building Regulations, notably the construction of new buildings and the Plan does not seek to duplicate these provisions. However, it is important that developers, in formulating development proposals for buildings regularly used by the public (eg shops, museums etc) should consider the needs of disabled people at an early stage in the design process. This is particularly important for proposals for the change of use or extension of existing buildings where Building Regulations may not adequately take account of access issues. Therefore:

### POLICY D3

#### DEVELOPMENT PROPOSALS INCLUDING CHANGE OF USE SHOULD ENSURE ADEQUATE MEANS OF ACCESS FOR PEOPLE WITH PHYSICAL DISABILITIES TO BUILDINGS AND THEIR CURTILAGES WITH RESPECT TO THE FOLLOWING TYPES OF BUILDINGS

- SHOPS
  - COMMUNITY FACILITIES
  - HEALTH FACILITIES
  - PLACES OF ENTERTAINMENT
  - PLACES OF WORK
- AND ANY OTHER BUILDINGS WITH PUBLIC ACCESS.

- 9.31 Supplementary Planning Guidance '*Access to Buildings and their Surroundings*' (adopted September 2000) provides advice for developers to help implement the policy. It sets out the key planning matters the Council will expect the developer to have considered in the design of any scheme.
- 9.32 The provision of adaptable housing in the form of 'Lifetime Homes' which can respond to the changing needs of residents including the disabled is considered under Policy D1 above.

#### Crime Prevention Through Improved Design

- 9.33 Crime and the fear of crime affect the way people use and enjoy the places where they live, work and use for recreation. The design of the built environment can play a very significant part in reducing crime and disorder and cutting down the fear of crime.
- 9.34 Section 17 of the Crime and Disorder Act 1998 makes it a duty for local authorities to exercise its various functions with due regard to the likely effect of the exercise of those functions on, and the need to do all that it reasonably can to prevent, crime and disorder in its area.
- 9.35 Safety and tackling the fear of crime is a priority for the Council and is a key element in Bradford's Vision 2020. A Crime and Disorder Reduction Strategy which seeks to tackle the key crime and disorder problems facing communities in the District, has been produced by the Bradford Crime and Disorder Reduction Partnership, which involves the Council, police and other key bodies. One of the key aims of the strategy is to create a safer environment for all those living, working, shopping, playing and investing in the District. The strategy identifies 6 key priorities for action. Planning has an important role to play in furthering the aims of the Strategy; for example, tackling house and commercial burglary and tackling the fear of crime and improving the quality of life for all communities.
- 9.36 Successful crime prevention often depends on a wide range of measures in which the planning process can assist in 'designing out crime' at the outset of the design process. Revised PPG12 draws attention to the need to include measures for crime prevention in the social considerations of a development plan (para 4.14), emphasising the role of better urban design. Circular 5/94 'Planning Out Crime', states that crime prevention is capable of being a material consideration in determining planning applications and sets out advice on the planning considerations relating to crime prevention. It advises that development plans should establish principles for the design, layout and landscaping of new development which aim to make crime more difficult to commit, increase the risk of detection and provide people with a safer, more secure environment. However, any solution should remain sensitive to local circumstances and there should be a balanced approach to design which attempts to reconcile the visual quality of a development with the needs of crime prevention. Developments can be made more secure without resorting

to razor wire, grilles, bars, unsightly types of fencing and other visually intrusive security measures, if safety and security is considered at an early stage of the design process.

#### **POLICY D4**

##### **DEVELOPMENT PROPOSALS SHOULD BE DESIGNED TO ENSURE A SAFE AND SECURE ENVIRONMENT AND REDUCE THE OPPORTUNITIES FOR CRIME**

- 9.37 Developers will need to ensure that crime prevention is considered as an integral part of the initial design of any development and not as an after thought. Development should incorporate the principles of 'Secured by Design'. In particular, they will need to demonstrate how their development proposal has addressed the following issues, with regard to designing out crime:
- Natural surveillance of public and semi-private spaces, in particular, entrances to a development, paths, play spaces, open spaces and car parks
  - Defensible space and the clear definition, differentiation and robust separation of public, private and semi-private space, so that all spaces are clearly defined and adequately protected in terms of their use and ownership
  - Lighting of the development, in particular, streets and paths
  - Design and layout of pedestrian, cycle and vehicular routes into and within the site, including how these integrate with existing patterns
  - Landscaping and planting, in particular, hiding places and dark or secluded areas should not be created.
- 9.38 The design and layout of access opportunities is of fundamental importance to designing out crime and needs careful consideration to avoid the creation of opportunities for crime. The '*Places Streets and Movement: A Companion Guide to Design Bulletin 32 - Residential Roads and Footpaths*' provides advice on security issues in relation to the design of routes and connections. It emphasises that while clear and direct routes through an area for all forms of movement are desirable, they should not undermine the 'defensible space' of particular neighbourhoods.
- 9.39 Developers should, at the earliest stage, seek advice from the Bradford area Police Architectural Liaison Officer on designing out crime. A guide is currently being prepared by West Yorkshire Police in partnership with West Yorkshire Planning Authorities setting out detailed advice on designing out crime, to assist developers.

#### **Landscaping**

- 9.40 Landscape is an important design element in any development. It contributes to both the character and identity of local areas and contributes to the quality of the public realm. Landscape is taken to mean open space including planting, boundaries and treatment, water, movement corridors as well as street furniture.
- 9.41 Any development should build on the intrinsic landscape characteristics of the site and its setting and create a landscape structure for the site as a whole.

#### **POLICY D5**

##### **DEVELOPMENT PROPOSALS SHOULD BE DESIGNED SO THAT IMPORTANT EXISTING AND NEW LANDSCAPE FEATURES ARE INCORPORATED AS AN INTEGRAL PART OF THE PROPOSAL. IN PARTICULAR PROPOSALS SHOULD:**

###### **(1) CONSERVE AND INTEGRATE EXISTING NATURAL FEATURES**

###### **(2) USE NEW LANDSCAPE FEATURES SUCH AS PLANTING, SHELTER BELTS,**

## **GREEN WEDGES AND GREEN CORRIDORS TO INTEGRATE DEVELOPMENT WITH THE WIDER LANDSCAPE**

### **(3) INTEGRATE NEW AND EXISTING DEVELOPMENT AT THE BOUNDARIES THROUGH THE CONTINUITY OF LANDSCAPE**

### **(4) CREATE AREAS OF HABITAT VALUE FROM ADDITIONAL PLANTING RATHER THAN PURELY DECORATIVE PLANTING**

#### **WHERE APPROPRIATE DEVELOPERS WILL BE REQUIRED TO MAKE ARRANGEMENTS FOR ADEQUATE MAINTENANCE OF ANY NEW PROVISION.**

- 9.41a Landscaping of developments should seek to reflect and enhance the distinctive landscape features of the locality including the planting of species appropriate to the local area. Developments within or adjoining open countryside should have regard to Policy NE3 on Landscape Character and the 'Bradford Landscape Character study' which provide detailed advice on the distinctive landscape characteristics in the District.
- 9.42 Development of a significant scale will involve the incorporation of new open space facilities, such as recreation open space under Policy OS4. The provision of these new facilities should not just be seen as an exercise in meeting standards. It is important that new open space is both usable and safe and integrated within the scheme as part of a cohesive landscape structure, which makes a positive contribution to the sense of place.
- 9.43 Care should be taken to create open space networks, which are more useful for visual amenity, recreational use and wildlife corridors than isolated and unrelated landscape elements. They help to organise large developments and create linkages to existing urban areas, other sites and the wider landscape.
- 9.44 New landscaping and open space should be designed to enhance biodiversity through the creation of new habitats. Plants and animals can be encouraged to thrive and the use of many sorts of plants provides opportunities for attracting a range of insects, birds and animals.
- 9.44a It is important to conserve and integrate within development important existing landscape features such as:
- rivers, canals and streams,
  - ponds reservoirs and mill dams,
  - wetlands,
  - woodland, or parkland trees
  - hedgerows
  - stone walls including field patterns
  - rock outcrops
  - Natural valley (especially glacial) landforms
  - Species rich grassland
- 9.44b As far as practical developers are encouraged to re-use any inert waste including top soil or sub soil arising from the development on site.
- 9.45 It is important that consideration is given to the future maintenance and management of landscaping, to ensure continued good quality landscaping and open space in the longer term. This can be done firstly through the careful design of the landscaping in the first place including the use of low maintenance landscaping in suitable situations and secondly to ensure that appropriate arrangements are made for the future maintenance and management of the landscaping.

### Meeting the Needs of Pedestrians and Cyclists Through Design

- 9.46 The success of places depends on ease of movement, in particular how easy it is to get to and move through a place. A well designed built environment has an effective network of connected spaces and routes for pedestrians, cyclists and vehicles. New development needs to be clearly linked to existing routes and movement patterns. New connections should give people maximum choice in how to make their journeys, with a presumption in favour of walking, cycling and public transport.
- 9.47 Walking and cycling are healthy, environmentally friendly alternative modes of travel to the car, in particular for short journeys. For longer journeys they provide the potential for transfer of trips to public transport.
- 9.48 It is important that the needs of pedestrians are paid particular attention in the design, location and access arrangements in new development, to ensure that walking is promoted as the prime means of access. The availability of safe, secure and direct walking routes greatly encourages the demand for travel by this mode. Therefore:

#### **POLICY D6**

**DEVELOPMENT PROPOSALS INCLUDING ENVIRONMENTAL IMPROVEMENTS, HIGHWAY IMPROVEMENTS AND TRAFFIC MANAGEMENT SCHEMES, SHOULD INCORPORATE APPROPRIATE FACILITIES TO MEET THE NEED OF PEDESTRIANS AND PEOPLE WITH SPECIAL NEEDS. IN PARTICULAR THE DESIGN OF DEVELOPMENT PROPOSALS SHOULD TAKE INTO ACCOUNT THE FOLLOWING:**

- (1) PEDESTRIAN LINKS SHOULD HAVE PRIORITY OVER OTHER LINKS INCLUDING THOSE FOR CYCLES AND CARS AS APPROPRIATE TO THE DEVELOPMENT;**
- (2) THE LAYOUT OF THE DEVELOPMENT SO THAT CAR PARKS DO NOT DETER PEDESTRIAN ACCESS AND USE;**
- (3) THE PROVISION OF ADEQUATE AND SAFE PEDESTRIAN FACILITIES WITHIN THE DEVELOPMENT AND SAFE ACCESS ONTO EXISTING PEDESTRIAN LINKS AND NETWORK OF ROUTES;**
- (4) ENSURING EXISTING PEDESTRIAN LINKS ARE NOT SEVERED NOR THEIR SAFETY OR AMENITY HARMED UNLESS SUITABLE ALTERNATIVE PROVISION ARE PROVIDED BY THE DEVELOPER.**

- 9.49 To encourage greater number of trips by foot, there is a need to provide attractive, safe and convenient routes both on the existing network and within new developments. The design of the pedestrian environment should seek to connect the key services and facilities people want to use, with direct, well lit and safe routes, which are clearly identifiable. In developing infrastructure for pedestrians, special attention will be paid to people with mobility difficulties to ensure that the benefits are accessible to all users.
- 9.50 Cycling has a clear potential to substitute for short car trips, particularly those under 8 kilometres, and to form part of a longer journey by public transport. The Council is working to encourage cycling as a sustainable mode of travel and will pursue the opportunities offered by new development to improve cycle facilities and promote cycle use. Therefore:

#### **POLICY D7**

**DEVELOPMENT PROPOSALS INCLUDING ENVIRONMENTAL IMPROVEMENTS, HIGHWAY IMPROVEMENTS AND TRAFFIC MANAGEMENT SCHEMES, SHOULD**

**INCORPORATE APPROPRIATE FACILITIES TO MEET THE NEEDS OF CYCLISTS. IN PARTICULAR THE DESIGN OF DEVELOPMENT PROPOSALS SHOULD TAKE INTO ACCOUNT THE FOLLOWING:**

- (1) PROVISION OF SAFE CONVENIENT DIRECT AND COHERENT CYCLE ROUTES AND PRIORITY MEASURES AS APPROPRIATE TO THE DEVELOPMENT;**
- (2) PROVISION OF CONVENIENT AND SECURELY LOCATED CYCLE PARKING OR STORAGE FACILITIES IN APPROPRIATE NEW DEVELOPMENTS INCLUDING THOSE IN TOWN CENTRES, AT TRANSPORT INTERCHANGES, EDUCATIONAL INSTITUTIONS AND PUBLIC CAR PARKS;**
- (3) DEVELOPMENT PROPOSALS SHOULD NOT SEVER EXISTING OR PLANNED CYCLE LINKS, TO OTHER PARTS OF THE CYCLE NETWORK OR REDUCE THEIR SAFETY OR AMENITY UNLESS ACCEPTABLE SUITABLE ALTERNATIVE PROVISION IS MADE.**

- 9.51 The provision of quality cycle routes, which are safe and convenient, together with a secure place for people to leave their bikes at their destination, will encourage the use of cycles by users of developments. The design of schemes should ensure clear, direct routes, which take users to key facilities such as shops, schools or public transport nodes. New parking provision should make use of short stay cycle parking in the form of Sheffield stands or long stay cycle parking in the form of cycle lockers and/or covered Sheffield stands or a combination of both, as appropriate to the development. See Appendix C for the appropriate cycle parking standards for each type of development.
- 9.52 In addition, it is important that existing and proposed cycle facilities are not compromised by new development.
- 9.52a Developers will be expected to provide a cycle audit in support of the application, which demonstrates how cycling has been integrated within the design to the appropriate standards and that the general layout is not detrimental to cyclists. The appropriate standards and examples of good practice on designing for both pedestrians and cyclists can be found in '*Places, Streets and Movement: A Companion Guide to Design Bulletin 32*' (DETR, 1998) and PPG13 '*A Guide to Better Practice*' (DoE/DoT, 1995).

### **Meeting The Needs of Public Transport Through Design**

- 9.52b Public transport is an important mode of travel as an alternative to the car, not just for those without access to a car. The bus in particular is the most flexible form of mass transit system available and this means it has a vital role to perform in developing a sustainable transport network. PPG13 advises that new development should help to create places that connect with each other sustainably, providing the right conditions to encourage walking, cycling and the use of public transport. It is crucial that new development is accessible by public transport both in terms of location but also in terms of design and layout. Therefore:

#### **POLICY D7A**

**DEVELOPMENT PROPOSALS INCLUDING ENVIRONMENTAL IMPROVEMENTS, HIGHWAY IMPROVEMENTS AND TRAFFIC MANAGEMENT SCHEMES, SHOULD INCORPORATE APPROPRIATE FACILITIES TO MEET THE NEEDS OF PUBLIC TRANSPORT. IN PARTICULAR THE DESIGN OF DEVELOPMENT PROPOSALS SHOULD TAKE INTO ACCOUNT THE FOLLOWING:**

- (1) OPERATIONAL REQUIREMENTS OF NORMAL BUS SERVICES IN THE DESIGN AND LAYOUT OF HIGHWAYS**

## (2) LOCATION OF BUS STOPS

### (3) PEDESTRIAN LINKS TO BUS STOPS, INCLUDING ROAD CROSSINGS

- 9.52c In major developments (including developments of 300 dwellings or more and 5ha employment sites or more, significant commercial or leisure developments which would attract significant numbers of people) roads which service these areas should be designed to allow for bus penetration in a safe and environmentally acceptable manner. It will be important to ensure that the highway network around all new areas of large development is physically capable of accommodating buses. Where existing highways around new developments are not capable of accommodating bus services, developers may be asked to make a contribution towards infrastructure costs.
- 9.52d For residential developments of less than 300 units the Council will encourage developers to have regard for the needs of bus operation. It is acknowledged that the traffic calming methods promoted in the Departments of Environment and Transport's Residential Roads and Footpath Layout Considerations Design Bulletin 32 (2nd Edition 1992), for incorporation in the design of roads in smaller housing areas are not appropriate to the operation of traditional double decker buses. However in these residential areas it is hoped that smaller passenger service vehicles of the Hoppa type will be considered by the bus operators.
- 9.52e The planning of routes and location of stops needs careful consideration. Successful public transport relies upon:
- routes which follow principal roads and streets through the heart of an area
  - stops located where activity is concentrated, near shops or road junctions
  - clear walking routes to the stops.
- Bus stops should be located and designed to be accessible both for pedestrians but also to enable close docking by buses. Particular care needs to be taken to ensure that car parking is located so as not to cause inconvenience or obstacles to buses and their users.
- 9.52f Large scale schemes may lend themselves to the introduction of a bus priority route. See Policy TM6.
- 9.52g Other smaller sites where bus penetration is not appropriate should seek to connect the walking routes to the local public transport network.

#### Public Art

- 9.53 Public art has the potential to be a powerful and positive tool for the enrichment of Bradford's image as a dynamic, culturally diverse place to live work and visit.
- 9.54 The Council already has a growing tradition of commissioning and encouraging the commissioning of public art projects, through its 'Percent for Art' policy, with the intention all major Council developments (ie projects exceeding £300,000 at 1991 prices) incorporate investment of up to 1% of the total cost of the project. The Council also advocates the adoption of its 'Percent for Art' policy by other developers through its development control process and planning briefs, which seek to encourage voluntary agreements for the provision of capital expenditure to incorporate works of art in to building projects or their environs. It also has a Public Art Strategy in place, which provides a framework for future art projects, acting as a good practice guide, focusing on the maintenance, management and implementation of public art projects within the district. Therefore:

#### POLICY D8

**THE PROVISION OF PUBLIC ART WILL BE ENCOURAGED AT THE OUTSET OF MAJOR DEVELOPMENT SCHEMES AS A CONTRIBUTION TO THE COUNCILS PERCENT FOR ART POLICY.**

- 9.55 Public art is the work of artists or crafts people, which is made accessible to the public in a public environment. Public art can provide a number of benefits to an area and can create interest and local distinctiveness, providing a memorable image associated with the city and its districts. Care should be taken to accommodate public art in the overall urban and landscape design of the development site and it should not be considered as an ad hoc addition.
- 9.56 Encouragement is given to the involvement of commissioning experts to provide public art, so that opportunities are available to a wide range of artistic talent. A variety of types of public art throughout the Bradford district is desirable within both city centre and community based locations. Community led public projects can be a powerful tool for building local pride and a feeling of social inclusion and should be encouraged throughout the district as a vehicle for regeneration. Art works may be representational or abstract, two or three dimensional, static or moving. Formats can include sculpture, lighting, murals, performance and features within the ground. Bradford is well provided with public art works, which can be found around both the city and its districts, ranging in scale from decorative railings and street furniture to formal statues such as J.B. Priestly in the city centre, to representational art such as the 'Quatrefoil for Delius' in Exchange Square, Fibres in St Blaise Square and the 'Needle' on Manor Row in Bradford. Public Art can be a very controversial topic. In order to decide what is acceptable and unacceptable in terms of design, the Council have in place an adopted Public Arts Strategy to guide these decisions and a Public Art Advisory Panel to provide advice on major design proposals within the district.
- 9.57 Public art should lend its character to urban spaces, making the area more attractive. Locations especially suitable for public art include gateways, urban spaces, gable walls and other building surfaces, pedestrian areas in towns and left over areas of land. Public art may also be used in strategic locations to contribute to legibility, for example to provide emphasis to nodes, paths and districts. Public art can also provide new landmarks in the built environment.

**Urban Design In City And Town Centres**

- 9.58 High standards in urban design are now acknowledged to have an important part to play in the regeneration of our urban areas and creating sustainable development. This follows a new wave of thinking in the regeneration movement which places an increased emphasis on design and quality in our town and city centres, creating more market value and investor confidence in the district. The emergence of good urban design in out town and city centres flows from the work of the Urban task force (Urban Renaissance) and more recently the DETR guide, By Design.
- 9.59 The policy covers many underlying principles, which constitute good urban design. Each consists of different aspects of development form, which are mutually reinforcing, and provide the basic criteria for creation of successful places.

**POLICY D9**

**DEVELOPMENT PROPOSALS WITHIN OR WHICH WOULD AFFECT THE APPEARANCE OF BRADFORD CITY CENTRE OR THE TOWN CENTRES OF BINGLEY, ILKLEY, KEIGHLEY AND SHIPLEY SHOULD SATISFY ALL THE FOLLOWING CRITERIA:**

**(1) IN TERMS OF ARCHITECTURAL DESIGN, DEVELOPMENT SHOULD RESPOND**



**TO THE URBAN CHARACTER, REINFORCING LOCAL DISTINCTIVENESS, BUT ALSO TAKING THE OPPORTUNITY TO CREATE INNOVATIVE DESIGN SOLUTIONS BASED ON AN UNDERSTANDING OF THE URBAN CONTEXT;**

- (2) NOT DETRACT FROM THE SETTING OF IMPORTANT BUILDINGS OR LANDMARKS;**
- (3) RESPOND TO CONTEXTUAL FEATURES INCLUDING TOPOGRAPHY, SITE BOUNDARIES, PEDESTRIAN ROUTES, NODES VIEWS AND OTHER FEATURES.**
- (4) RETAIN AND WHERE APPROPRIATE CREATE PUBLIC URBAN SPACES WHICH ENHANCE THE CITY'S AND TOWN CENTRES CHARACTER IN TERMS OF VARIETY AND DIVERSITY OF EXPERIENCE CREATING LINKAGES BETWEEN SPACES AND COMPLEMENTING EXISTING PATH AND CIRCULATION NETWORKS.**
- (5) PROVIDE HIGH QUALITY LANDSCAPING WHERE APPROPRIATE WITH ADEQUATE MAINTENANCE PROVISION.**

- 9.60 This policy and the following supporting text should act as a prompt to what is good design and should allow developers to think coherently about the design process.
- 9.61 Many of Bradford's town and city centre districts have designated conservation areas owing to their unique character and heritage of their surviving architecture. (See Chapter 10 'Built Heritage and the Historic Environment' for further guidance.) Therefore development should where necessary respond sympathetically to the site and its locality, encouraging buildings which reinforce local distinctiveness and character, but should also look to create distinctive, innovative places acknowledging that good modern design can co-exist alongside historic design.
- 9.62 The impact sustainable design is now having, in particular designing for solar energy, means that a radical change in the appearance of buildings needs to be anticipated. (cross reference energy efficiency) The opportunity that this offers for producing high quality contemporary architecture rather than pastiche and conservatism needs to be grasped. New buildings can be inspirational and modern and still acknowledge the character and heritage of Bradford's existing architecture.
- 9.63 Development should also be sited so as to enhance and complement existing views, vistas and prominent buildings and landmarks. Bradford, Saltaire and Ilkley have many distinct Victorian buildings, many of which provide important landmarks to the district. Unfortunately, in more recent times the city's buildings have not achieved the same quality of design. The 1950's and 60's Broadway development, dominates the skyline and is now outmoded and is insufficient to be valued for itself. There are notable exceptions such as Sunwin House, the glazed alterations and refurbishment to the Wool exchange and the re-fronting of the National Museum of Photography Film and Television. Similar standards in design will be encouraged by the council providing landmark buildings, which signify something about the city of which they are part.
- 9.64 Respect for the district's topographical setting is an essential design consideration as many of Bradford's city and town centre districts are built on the surrounding hills. The built form must emphasise and express these natural slopes and provide interesting rhythms at street level with varied skylines. Development proposals should reinforce and define existing views and contribute to clearly formed public routes and spaces. Therefore new build should only stand out from the background of buildings if it contributes positively to views and vistas as a landmark. In recent times Bradford has suffered as a direct result of a number of isolated tall buildings which have left parts of the districts town and city

centre locations disjointed and unresolved. However the development of tall buildings should not be dismissed as unacceptable as they can play a valuable role in town and city centre locations, signifying gateways or concentrations of activity, providing they relate to the surrounding built form. In anticipation of the potential for the re-emergence of tall buildings on the districts townscapes, the council has developed a detailed policy (Policy D12) to ensure the appropriate design and location of tall buildings.

- 9.65 The design of spaces is as important as the design of individual buildings. Upgrading the districts urban space is vital and proposals should focus on reintegrating urban spaces with the existing environment. A well designed urban structure should form part of a network of connected spaces and linkages with existing routes and movement patterns. Public urban space can consist of streets, parks, squares and arcades. In providing an urban space it is important that it relates to and responds to the existing layout, buildings and streets which surround the site as they help form an enclosure and shape the public realm. In creating an urban space it is important to provide quality paving, planting, lighting, shelter and signage, all of which contribute to the distinctive nature and identity of a public space
- 9.66 Bradford city centre is currently fragmented between a number of individual places, in which the pedestrian has a certain amount of pedestrian choice. New public spaces have recently been created at Centenary Square, City Park, St Blaise Square and Exchange Square. However many of these areas are isolated and there is now a need for coherence and integration, focusing on making these spaces distinctive and providing focal points, leading to linkages to and opportunities for further development. A rolling programme of improvements to streets and spaces called 'Connecting the City' has contributed in recent years to improving pedestrian movement. This programme will continue to be implemented during the early life of the plan.
- 9.67 A successful place depends on the quality of its landscape and street furniture. Developments should through the use of good quality contemporary design, landscaping works and lighting create a rich and interesting built environment. Giving an area character and identity, reinforcing the importance of a route and distinguishing important buildings and landmarks. Too often insufficient thought is given to spaces around and between buildings, creating open spaces with no function or use, which are inadequately linked to the wider network of the public spaces in the city.
- 9.68 Landscaping and street furniture should be designed and selected in response to the local morphology and building types, providing a legible urban structure defining pedestrian routes by a variety of paving types and public art, avoiding clutter. Trees and soft landscaping can add greenery to the centre and clean the air. New trees have recently been planted by the Council as part of improvements to the public realm, for example at Centenary Square and at Cheapside/Manor Row. On large development schemes the possibility of creating small pocket parks incorporating public seating should also be examined. Good design should also incorporate features and facilities that enhance community safety and improve conditions for people with young families and disabilities, providing family friendly facilities (ie public toilets and baby changing facilities), particularly in retail, leisure and other large developments which are accessed and used by the public.
- 9.69 To ensure hard and soft landscaped areas are maintained they should be managed through a co-ordinated installation, management and maintenance strategy to ensure consistency in design. This should involve consultation between key stakeholders, the highways authority and Local Authorities.

### Urban Design Frameworks

- 9.70 It is important that design considerations play a stronger role in delivering the future shape

of the district. Therefore the Council proposes the use of design frameworks to reinforce and complement the plan's design policies, providing additional guidance which responds to particular design problems in a specific area. These would develop a clear conception and vision for the future development of an area, relating areas of development to infrastructure, linking up open space, defining areas of architectural interest and design, and areas for growth and physical change.

- 9.71 The Council will identify significant sites for these frameworks, producing creative design solutions specific to the site in question and developing a clear awareness for urban design. Sites may be sensitive locations as small as one hectare, town and city centre locations, conservation areas or urban quarters.
- 9.72 The design frameworks will be based on a thorough design analysis and careful assessment of the place and its surroundings. Development proposals within these area based frameworks will be carefully considered against the urban design context and principles set out in the framework which will be produced as Supplementary Planning Guidance to the plan.

### **Environmental Improvement of Transport Corridors**

- 9.73 The quality of the environment along some of the major road and rail transport corridors in the district is often poor and suffers from neglect. These defined transport corridors which provide entrances to the district and its main centres can create a poor initial impression for visitors, discourage investment and inhibit efforts to regenerate areas and centres.
- 9.74 Improvement of these transport corridors has been identified as a key priority in Bradford's '2020 Vision' and is an objective in the draft Bradford District Multi-Agency Environmental Strategy 2001-2006.
- 9.75 Problems currently experienced along these routes are:
- Litter
  - Disrepair and dereliction
  - Visual disunity - with commercial buildings and open space sited at random along corridors with no form and structure.
  - Buildings are encroaching on to the highway boundaries leaving little scope for highway improvements.

Therefore:

### **POLICY D10**

**DEVELOPMENT PROPOSALS ALONGSIDE OR HIGHLY VISIBLE FROM THE TRANSPORT CORRIDORS IDENTIFIED ON THE PROPOSALS MAP SHOULD MAINTAIN OR WHERE PRACTICAL MAKE A POSITIVE CONTRIBUTION TO THE ENVIRONMENT OF THOSE CORRIDORS THROUGH:**

- (1) THE PROVISION OF HIGH QUALITY LANDSCAPING AND BOUNDARY TREATMENT;**
- (2) HIGH STANDARDS OF DESIGN AND APPEARANCE OF BUILDINGS;**
- (3) THE PROVISION, WHERE APPROPRIATE, OF SATISFACTORY SCREENING**

- 9.76 Where possible and appropriate the Council will take positive action to improve and design out the problems currently experienced on these corridors, ensuring high quality design and improvements are taken into account in all development on or surrounding

these key transport corridors, working in partnership with private and voluntary sectors and local communities. Examples of such action might include:- enforcement action to remove unsightly illegal advertisement hoardings; the identification and improvement of areas of neglect and dereliction, with tree planting and good quality screening; reduction of litter and improved maintenance regimes; distinctive design in refurbishment of existing structures and in new developments.

- 9.77 It is important that new development complements any improvement initiatives for these corridors and for the more detailed gateway roads (Policy D11), in order to provide quality building and landscape improvements, which will help to unify efforts to regenerate the district.

### **Development on Gateway Roads in Bradford District**

- 9.78 The appearance of the principal transport entrances to the District which carry the bulk of visitor and business traffic is critical in promoting a positive image of Bradford to visitors and potential investors, and is often the first impression which a visitor will gain of the District. At present these gateways often portray an image of poor maintenance and care and a fragmented approach to the design of the built environment.
- 9.79 Improvement of these gateways, like other transport corridors, has been identified as a key priority in Bradford's '2020 Vision' and is an objective in the draft Bradford District Multi-Agency Environmental Strategy 2001-2006.
- 9.80 The Proposals Maps define certain key gateway roads, which are deemed to be the most important transport corridors. As clearly defined gateways and entrance points to the city and the district they should promote the highest standards of design, landscaping and boundary treatment. As such they are a more detailed development of the policy for transport corridors (Policy D10) in that they identify areas where a more proactive intervention is required to achieve improvements to the local environment and buildings. It is important that efforts to improve the environment of the public realm are supported and matched by other developments visible from the corridors. Therefore:-

### **POLICY D11**

#### **ON CORRIDORS DEFINED AS 'GATEWAY ROADS' ON THE PROPOSALS MAPS DEVELOPMENT ALONGSIDE OR HIGHLY VISIBLE FROM THESE CORRIDORS SHOULD BE OF THE HIGHEST POSSIBLE STANDARD IN DESIGN, MATERIALS, LANDSCAPING AND BOUNDARY TREATMENT**

- 9.81 Over the life of the Plan initiatives will be taken by the Council, in partnership with other bodies and the private sector, to improve the appearance of these important routes and points into the District. In order to create a unified and identifiable image for these routes the Council will take opportunities as resources allow to prepare gateway design guides and proposals, promote partnership agreements with the private and voluntary sectors and carry out environmental and other improvements. Any guidance produced would be subject to consultation and could be adopted as Supplementary Planning Guidance. The guidance would be a material consideration in determining planning applications. An initial scheme is under implementation on Manchester Road as part of the Manchester Road guided bus initiative. Other priorities include the M606 corridor and other principal routes and links into the District from the motorway system.
- 9.82 The purpose of Gateway design guidance would be to set out design principles for materials, street furniture, hard materials for paving and walling, landscaping and planting so that a 'palette' of a limited range of materials is recommended for all new developments enabling a more unified approach to be adopted.

### Guidance Preparation

- 9.83 The range of criteria to be taken into account in the submission of both planning applications and the preparation of design guidance for public and private developments alongside gateway roads would include the following:-
- Street furniture from a standard range, low maintenance, safe and vandal resistant.
  - Street lighting from a standard range chosen to enhance safety and security, and to minimise light pollution.
  - Litter problems to be designed out at an early stage by careful use of planting material and boundary detail.
  - Specific ranges of colour or groups of colour for each gateway to create a distinctive identity.
  - The use of public art to further enhance the distinctive character of gateways.
  - Policies to control billboards, signs and other visual litter and to enforce against unauthorised development.
  - Provision for maintenance to include agreed landscape management plans where appropriate
- 9.84 Gateways are proposed at the following locations:-
- The entrance to the District from the motorway system including:-
    - M606 from Chain Bar to Staygate roundabout
    - Mayo Avenue from Staygate to Manchester Road
    - Rooley Avenue from Staygate to Odsal Top
    - Rooley Lane from Staygate to Dudley Hill
    - Manchester Road from Mayo Avenue to Croft Street (Inner Ring Road)
    - Wakefield Road from Dudley Hill to City Ring Road
    - Leeds Road from Thornbury roundabout to City Ring Road
    - Thornton Road from City Centre to Brownroyd Street
    - Manningham Lane from Drewton Road to Queens Road
- 9.85 Guidance for those sections of the gateways that fall within the boundary of Bradford City Centre will be found in Supplementary Planning Guidance for the city centre.

### Tall Buildings

- 9.86 Bradford's skyline is punctuated by vertical features; towers, chimneys, the occasional large roof but relatively few tall buildings. The city sits in a bowl with its rim generally defined by the line of the Bradford outer ring road and the watershed of the rivers Aire and Calder. The other principal watershed of the rivers Aire and Wharfe lies across the northern part of the district with the Pennine watershed defining its western extents beyond Keighley. Tall buildings can have a wide visual impact either by being looked down upon, as in Salts Mill, or by punctuating the skyline, as in Manningham Mills, the Richard Dunn Centre and the Yorkshire Building Society headquarters on Rooley Avenue.
- 9.87 Tall buildings can serve a valuable role to signal the importance of a location as a meeting point. City and town centres are traditionally marked by larger and taller buildings owing to land values and the intensity of activities.
- 9.88 Landform can accentuate the relative height of buildings. The University of Bradford Richmond Building and Wardley House dominate their surroundings as well as being visible over a wide area owing to their siting. Tall buildings can be successful sited alone or clustered in groups, as are the tower blocks along the Manchester Road corridor.
- 9.89 Protection of skylines has been a concern of planning policy as a result of early 1970s developments such as Broadacre House and the former Yorkshire Building Society

headquarters in Bradford city centre and the Bradford and Bingley operations centre on Main Street in Bingley. The isolated impact of such challenging examples and the apparent preference of commercial occupiers for out of centre locations has left unresolved skylines as well as a general feeling that tall buildings are unacceptable.

- 9.90 It is evident that tall buildings are reappearing elsewhere as a building type especially in comprehensive commercial redevelopment. They may have a role in specific situations in the district. However, encouraging tall buildings has to be guided with a degree of caution. It is evident that parts of Bradford city centre could accommodate significantly taller buildings than are being constructed at present, some of which are verging on the diminutive. Their impact upon key views and vistas can be assessed through planning frameworks and conservation area assessments. The development potential of the Thornton Road corridor, bringing together the education campus and the mixed use regeneration area, could be an area where tall buildings may be successfully located.
- 9.91 The city is not visible from the M606 and south of the watershed. Development opportunities remain alongside M606 and at Staygate which could usefully provide location for tall buildings to signal one of the city's principal gateways. This approach could be replicated at key intersections along the Bradford outer ring road.
- 9.92 Tall buildings can overshadow neighbouring property and create unacceptable local environmental conditions. Accordingly, if they are to receive encouragement in certain locations, so their potential environmental impact needs to be thoroughly assessed.

#### **POLICY D12**

**PLANNING PERMISSION WILL BE GRANTED FOR TALL BUILDINGS WHERE THEY SIGNAL THE LOCATION OF AN INTERSECTION OF THE BRADFORD OUTER RING ROAD AND A PRIMARY RADIAL ROAD, THE CITY CENTRE, THE THORNTON ROAD CORRIDOR AND THE STAYGATE AREA SUBJECT TO THE FOLLOWING CRITERIA:**

- (1) THE PROTECTION OF KEY VIEWS AND VISTAS AS MAY BE DEFINED**
- (2) BE IN KEEPING WITH AND DO NOT DETRACT FROM OR DAMAGE IMPORTANT HERITAGE ASSETS**
- (3) NOT CREATE UNACCEPTABLE OVERSHADOWING OF ADJOINING PROPERTY THROUGH LOSS OF DAYLIGHT OR SUNLIGHT**
- (4) BE SHOWN NOT TO CREATE UNACCEPTABLE LOCAL ENVIRONMENTAL CONDITIONS INCLUDING WIND TURBULENCE**
- (5) BE OF AN APPROPRIATE FUNCTION FOR THE LOCALITY**
- (6) BE OF HIGH QUALITY DESIGN**
- (7) WHERE THE CONSTRUCTION OF A LOWER BUILDING WOULD BE INCONGRUOUS**
- (8) BE LOCATED WHERE THERE IS GOOD PUBLIC TRANSPORT PROVISION AND WHERE OTHER NON-CAR MODES COULD BE ENCOURAGED**
- (9) THE BUILDING SHOULD RELATE TO THEIR CONTEXT INCLUDING BOTH TOPOGRAPHY AND BUILT FORM, AND EFFECT ON THE SKYLINE.**

- 9.92a Proposals will be assessed in terms of both potential contribution and any potential adverse impacts which they may bring.

- 9.92b Important heritage assets include conservation areas, listed buildings and their settings, Scheduled Ancient Monuments and the World Heritage Site and its buffer zone.

### **Shop Front Policy**

- 9.93 Ensuring good quality street style design is an important factor in assisting the regeneration and urban design of our district.
- 9.94 The design of shop fronts and elevations is an important component in providing an attractive high quality, well maintained public space. A good shop front should contribute to and improve the attractiveness of our city and town centres.
- 9.95 There has been an improvement in the quality of the design of shop fronts in Bradford, particularly within conservation areas through the use of Conservation Area Partnership schemes, for example shop properties in North Parade. Policies BH5 and BH8 contained in Chapter 10 'Built Heritage and the Historic Environment' focus on the detailed design standards developers are expected to achieve in the design of shop fronts in conservation areas and on listed buildings. However the quality of shop fronts throughout all areas of the district need improving, maintaining high standards in design which are in relation to the local environment and surrounding buildings.
- 9.96 Therefore proposals for new shop fronts should take into account; local building traditions and materials, recognising the buildings existing architectural features and local topography, adapting their style accordingly. It is also important the shop front relates to the full elevation, in terms of its fascia depth, with careful attention to detail. Shop front design should emphasis the relationship between the shop and the building of which it is part, rather than try to achieve uniformity. Retaining the existing shop front frame, recognising local contexts can also add detail to the full elevation. Where existing shop fronts are considered by the council to be of no special merit, total renewal is acceptable, if sensitively handled.
- 9.97 Shop fronts can also be compromised by the increased demand for security measured and the overbearing nature and dominance of security and mesh grilles, which detract from the quality of the street scene. Incorporating security measures is fundamentally important and should be accommodated within shopping streets, without affecting the character of the area. The Supplementary Planning Guidance 'Shop Front Security' offers further guidance on how to minimise the impact on the character of shop fronts and their surrounding street scene.

### **POLICY D13**

#### **THE DEVELOPMENT OF NEW SHOP FRONT UNITS WILL ONLY BE PERMITTED IF THEY SATISFY THE FOLLOWING CRITERIA.**

- (1) THE DESIGN IS CONSISTENT WITH THE CHARACTER AND SCALE OF THE EXISTING BUILDING, IN TERMS OF QUALITY AND ITS USE OF MATERIALS.**
- (2) THE SHOP FASCIA IS DESIGNED IN SCALE, IN ITS DEPTH AND WIDTH, WITH THE FAÇADE AND STREET SCENE OF WHICH IT FORMS PART.**

### **Design of External Lighting**

- 9.98 Artificial lighting is desirable in certain circumstances for security reasons, pedestrian and traffic safety, recreation and for enhancing historic and architecturally important buildings. However, poor or insensitively sited, designed or overly bright lighting can be a nuisance, as well as an inefficient use of energy. Artificial lighting can destroy local character by introducing a suburban feel to rural areas. It can also impact upon ecology and wildlife, in

particular nocturnal mammal species and nesting and roosting birds. Where light shines directly into neighbouring properties or private space this can be intrusive and may cause both stress and anxiety. This can also be dangerous near roads where drivers may be dazzled. Therefore:

#### **POLICY D14**

**PROPOSALS WHICH CONSIST OF OR INCLUDE NEW EXTERNAL LIGHTING WILL BE REQUIRED TO ENSURE THAT THE SCHEME IS THE MINIMUM REQUIRED TO UNDERTAKE THE TASK AND MINIMISES LIGHT POLLUTION FROM GLARE AND SPILLAGE. IN PARTICULAR THE DESIGN OF THE EXTERNAL LIGHTING SHOULD ENSURE:**

- (1) LIGHTS ARE ANGLED DOWNWARDS TO ILLUMINATE TARGET AREAS, NOT UPWARDS; AND**
- (2) WHERE THERE IS NO ALTERNATIVE TO UP-LIGHTING, SHIELDS AND BAFFLES ARE USED TO MINIMISE LIGHT SPILLAGE; AND**
- (3) WHERE AREAS OF GROUND ARE TO BE ILLUMINATED, THE EQUIPMENT IS DESIGNED SO THAT IT WILL MINIMISE THE SPREAD OF LIGHT ABOVE THE HORIZONTAL, AND RESTRICT THE SPREAD OF ILLUMINATION TO WITHIN THE BOUNDARY OF THE SITE.**

**PROPOSALS WHICH WOULD ADVERSELY AFFECT DWELLINGS, SITES OF NATURE CONSERVATION IMPORTANCE AND RURAL AREAS IN WHICH DARK SKIES ARE AN IMPORTANT PART OF THE NOCTURNAL LANDSCAPE, WILL NOT BE PERMITTED.**

- 9.99 The impact of lighting and the design of the equipment need to be considered at the early stages of any development. It is possible to reduce the negative effects of lighting through proper design and planning, such as making sure lighting is only used where and when necessary; using an appropriate wattage; and adjusting light fittings to direct the light to where it is required. For example, in the case of street lighting there is normally no need for the light to radiate upwards and most new lights have a horizontal cut off to prevent this (see guidance referred to in paragraph 9.101, for more technical information).
- 9.100 Whether the installation of lights on a building requires planning permission depends in most cases on the degree to which the light fittings materially affect the external appearance of a building. In other cases, a development, which requires a planning permission for other reasons, may have a lighting element, and this may be viewed as a material planning consideration. Free standing lighting at commercial premises, private car parks and sports grounds will almost always require planning permission. The Council is responsible for street lighting on roads other than trunk roads and motorways and will aim to avoid light pollution when installing new street lighting schemes.
- 9.101 Developers should read this policy in conjunction with 'Lighting in the Countryside: Towards Good Practice' (DoE/Countryside Commission, 1997) which provides practical advice on how to address light pollution and lists other sources of specialist advice and good practice.

#### **Advertisements**

- 9.102 Outdoor advertising is an important part of commercial activity, in particular for retailing, which rely on external advertisements or signage to communicate information or seeks to sell goods or services. Outdoor advertisements take a wide range of forms. The most common include:



- Fascia signs and projecting signs on shops
  - Poster hoardings
  - Sign boards at factories and commercial premises
  - Directional signs
- 9.103 The advertisement control system in England consists of the Town and Country Planning (Control of Advertisements) Regulations 1992, issued by the Secretary of State for the Environment, and encompasses nearly all outdoor advertisements. The Regulations divide advertisements into three groups for control purposes:
- Advertisements which are excluded from the planning authorities control provided certain conditions are fulfilled;
  - Advertisements for which the rules give 'deemed consent' so that the planning authority's consent is not needed, provided the advertisement conforms to the stated conditions and limitations for each category of advertisement;
  - Advertisements for which the planning authority's 'express consent' is always needed.
- 9.104 Planning Policy Guidance Note 19 'Outdoor Advertisement Control' provides supplementary advice on the application of the Regulations.
- 9.105 All advertisements affect the appearance of the building, structure or place where they are displayed. The main aim of the advertisement control system is to help everyone involved in the display of outdoor advertisements to contribute positively to the appearance of an attractive and cared-for environment in cities, towns and the countryside.

#### **POLICY D15**

#### **CONSENT WILL ONLY BE GIVEN FOR THE DISPLAY OF AN ADVERTISEMENT WHICH RESPECTS THE INTERESTS OF PUBLIC SAFETY AND AMENITY. PROPOSALS WILL BE ASSESSED HAVING REGARD TO:**

##### **(1) THE CHARACTERISTICS OF THE LOCALITY**

##### **(2) FEATURES OF SCENIC, HISTORIC, ARCHITECTURAL, CULTURAL OR OTHER SPECIAL INTEREST.**

- 9.106 In exercising its advertisement control powers, the planning authority may only consider two issues, described in the Regulations as the interests of amenity and public safety. However, the policies in the Plan may be taken into account as material factors in the determination of any matter of advertisement control.
- 9.107 It is important for visual amenity that advertisements are well related to the design and appearance of the building and the character of the surrounding area. By their very nature advertisements are very visible and need to be carefully designed and located if they are not to lead to problems for public safety. Careful consideration needs to be given to the effects of advertisements upon the safe use and operation of any form of traffic and transport, in particular whether they are likely to obstruct or distract attention, or be confused with traffic signs.
- 9.108 While highlighting adverts on buildings can contribute to the street scene, special attention must be given to the design and location of illuminated advertisements and conditions may be imposed to control their intensity and hours of illumination in the interests of local amenity and public safety.
- 9.109 In the interests of amenity, poster advertisements/hoardings will not normally be

acceptable in or adjacent to, predominantly residential areas, or at an entrance point into a residential area or in the open countryside. Within commercial and industrial areas they will only be allowed if they are in scale with adjacent buildings or screen unsightly land or buildings, and should at least maintain and, where necessary, enhance the character and appearance of the local environment. In mixed commercial/residential areas much greater care should be taken in the siting of poster advertisements.

- 9.110 Where an advertisement hoarding would screen an ugly or derelict site a temporary consent granted or condition the consent requiring that the advertisement is removed at the end of a specified period so as not to constrain or prejudice the sites redevelopment.
- 9.111 Particular care should be given to advertisements in Conservation areas, or other areas, which contain buildings of considerable architectural or historic merit or where the group value of a number of buildings is outstanding. Advertisements will only be allowed, in such areas if the particular features of architectural or historic interest are conserved or enhanced.
- 9.112 Advertisements on, or close to, a Listed Building and Scheduled Ancient Monuments, need special consideration so they do not detract from the integrity of the building's design, historical character or structure, and does not spoil or compromise its setting.

### Telecommunications

- 9.113 Telecommunications systems have developed rapidly in the past decade and have become an essential element of modern life. Current planning guidance is set out in Planning Policy Guidance Note 8 (Revised) "Telecommunications" (August 2001). The Government's general policy on telecommunications is to facilitate the growth of new and existing systems, whilst at the same time protecting the amenity in both urban and rural areas, recognising the potential adverse effect of such developments.
- 9.114 The installation of much telecommunications equipment benefits from permitted Development rights under the Town and Country Planning (General Permitted Development) Order 1995 (as amended), for example, a single satellite antenna on or within the curtilage of a dwelling.
- 9.115 Where planning permission is required:

#### **POLICY D16**

**PROPOSALS FOR TELECOMMUNICATIONS DEVELOPMENT WILL BE CONSIDERED IN THE LIGHT OF TECHNICAL AND OPERATIONAL REQUIREMENTS AND WILL BE PERMITTED PROVIDED THAT THESE ARE NOT OUTWEIGHED BY:**

- (1) ADVERSE EFFECT ON THE APPEARANCE OR CHARACTER OF ITS SURROUNDINGS IN TERMS OF ITS SCALE, DESIGN AND SITING;**  
**(2) ADVERSE EFFECT ON THE AMENITY OF ADJOINING RESIDENTIAL AREAS.**

**DEVELOPERS WILL HAVE TO DEMONSTRATE THAT THE AVAILABILITY OF AND THE BENEFITS AND IMPACTS OF ALTERNATIVE SITES AND DEVELOPMENTS, INCLUDING MAST SHARING HAVE BEEN INVESTIGATED.**

- 9.116 The policy seeks to balance the protection of amenity in urban and rural areas with the needs of telecommunications development.
- 9.117 Under the Policy, applicants will have to show evidence that opportunities for mast sharing and alternative sites have been fully explored; and siting and design have carefully been considered along with appropriate measures to avoid adverse impact; including landscaping and screening. The Council will also consider the suitability of the alternative

sites with regard to technical and operational requirements. In order to promote mast and site sharing the Council has compiled a register of telecommunications sites.

- 9.118 Major telecommunications installations will present particular problems when proposed in Countryside locations which have been identified as being high or highest quality landscape. While having regard to the special needs and technical problems of telecommunications development: In such locations, proposals will need to show that, no more environmentally acceptable alternatives exist and that every attempt has been made to minimise obtrusiveness by siting and design.
- 9.119 There is much public concern around the possible adverse health impacts of telecommunication development, in particular the effect of electro magnetic fields (EMFs) from masts. The Stewart Report published in May 2000 examined the health effects from the use of mobile phones, base stations and transmitters. In respect of base stations the report concluded that "*the balance of evidence indicates that there is no general risk to the health of people living near to base stations on the basis that exposures are expected to be small fractions of the guidelines.*" However, gaps in current scientific knowledge led the group to recommend a precautionary approach to the use of mobile phone technologies. The Government accepted the 'precautionary approach' as set out in the Stewart Report and incorporated into Revised PPG8. In line with the approach recommended by the report, as incorporated in revised PPG8, all mobile phone base stations will have to meet the guidelines of the International Commission on Non-Ionising Radiation Protection (ICNIRP) for limiting the exposure to electromagnetic fields. Clear exclusion zones should be in place around all base station antennas to prevent the public from exposure to radio frequency radiation above ICNIRP guidelines. (These exclusion zones relate to an area directly in front of and at the height of the antenna). All applicants should include with their applications, a statement to certify that the apparatus complies with the ICNIRP guidelines, and should also indicate for each site its location, height of the antenna, the frequency and modulation characteristics, and details of power output.
- 9.120 The Council is committed to producing supplementary planning document on telecommunications development.



# CHAPTER 10

---

## Built Heritage and the Historic Environment

## 10.0 Introduction

- 10.1 Bradford's District is a rich and diverse historic environment. It consists of the following elements which, when viewed as an entity, form the essential characteristics of local distinctiveness and environmental identity. These elements are highly valued today, for the positive contribution they make to the quality of the environment as well as for the benefits to the economy and tourism in particular.
- Over 5800 buildings, listed by the Secretary of State as being of special architectural or historic interest. These range from large industrial mill complexes to weaver's cottages; and from agricultural farmsteads to stately halls and manor houses. Buildings of architectural and historic interest make a vital contribution to the heritage character and attractiveness of the District.
- 10.2 Those buildings of the greatest historical or architectural value, listed grade I and ii\* form a fraction of the total. In Bradford district buildings of this status comprise less than a third of the national average, hence the need to ensure that the elements which contribute towards their special character are safeguarded. Examples include Upper Headley Hall, Thornton with its courtyard walling, entrance gateway and aisled barn and the church of All Saints, Bingley. (National percentage grade 1 2.5% City Of Bradford area 0.34% national percentage grade 11\* 5.2% City of Bradford 1.6%)
- 56 designated Conservation Areas each of significant character contributing to the Districts unique amenity value.
- 10.3 The areas designated vary from Victorian suburbs such as Little Horton Lane representing the c19th growth of Bradford, to the historic linear upland villages such as Stanbury. The periodic re-assessment of boundaries and consideration of additional areas ensures the relevance of the designations remain valid.
- 10 Historic Parks and Gardens identified on the Register of Parks and Gardens of Special Historic Interest in England designated by English Heritage.
- 10.4 The urban areas of Bradford District are well provided with Victorian municipal parks. The historic layouts, planting and the structures generally survive to indicate the original form of the parks and gardens. Examples of notable significance include Bradford's 'city of the dead' at Undercliffe Cemetery and the private grounds at Heathcote, Ilkley.
- 202 Ancient Monuments Scheduled by the Secretary of State as being of national importance ranging from the site of the Roman Fort at Ilkley to prehistoric earthworks and the unique concentration of carved stones on Ilkley Moor. The vast majority of the monuments being located in the north of the district.
  - 1 Battlefield Site included on the national register of Historic Battlefields. Adwalton Moor 1643 - gave the Royalists control of the North of England for the remainder of that year. It was second only in significance to Marston Moor in the history of the Civil Wars in the North. The battlefield landscape of 1643 was one of hedge-lined fields on the lower slopes and moorland with coal pits, some of which can still be identified today. The encroachment of development especially the railway, road and built developments over the last 150 years has dramatically altered the character of the battlefield by changes to the landscape. Nevertheless many elements of the landscape of the time of the battle remain such that it is still possible to trace the various phases of the conflict and to interpret the progress of the battle.
  - 1 World Heritage Site identified by the Government as having world - wide significance in association with the textile trade and the industrial revolution. Saltaire is the finest

example in England of an integrated textile mill with its associated housing and public buildings. Developed from the 1850's and still an almost complete model village. Saltaire illustrates the combination of industrial processes and transport systems, the use of power and the provision of model housing and social amenities. All of these factors are unified by dignified architectural detailing, the use of local materials and technological advances which contribute to make the site of outstanding universal value.

- 10.5 The Council wishes to preserve and where appropriate, enhance the district's heritage for the enjoyment of present and future generations, working in partnership with English Heritage and local communities, and exercising sensitive control over new development or alterations affecting the historic environment.
- 10.6 The district's industrial heritage of mills and associated commercial development is especially important and reflects the areas prominence within the global textile trade.
- 10.7 The Council will only permit development where it can be shown that:
- Development will not adversely affect any heritage assets or environmental resources,
  - Development will not harm the character or quality of the wider environment and
  - Where development is thought to cause environmental losses these are reduced to a minimum and outweighed by other measures or mitigation to ensure that there is no net loss of environmental value.

### Listed Buildings

- 10.8 Listed buildings represent the best of the country's historic buildings in terms of architectural and historic interest. They are a finite resource. Once demolished listed buildings cannot be replaced and should inappropriate alterations take place, they can be robbed of their special interest, resulting in loss of the character and appearance which once rendered them to be of historical interest.
- 10.9 Far from being seen as a restraint to all future change, the listing of a building should be seen as the initial step to providing appropriate and sympathetic alterations to cater for today's users of listed buildings. Innovative solutions to design problems associated with the restoration and re-use of listed buildings are often necessary to make listed buildings attractive to the investor and this must be achieved without compromising the historic value and structural or visual integrity of the building.
- 10.10 Government advice in PPG 15 is that Local Planning Authorities should 'have special regard to the desirability of preserving the building or its setting or any feature of special architectural or historical interest which it possesses'.

### Change Of Use Of Listed Buildings

- 10.11 Whilst the purpose for which a listed building was originally constructed may now be inappropriate due to changes in land management population and economic activity, some types of change of use could result in substantial changes to the character of the building which the Council would find unacceptable.

### **POLICY BH1**

**WHERE POSSIBLE THE ORIGINAL USE OF A BUILDING SHOULD BE RETAINED OR CONTINUED. CHANGE OF USE WILL ONLY BE PERMITTED WHERE THE APPLICANT CAN DEMONSTRATE THAT THE ORIGINAL USE IS NO LONGER VIABLE OR APPROPRIATE AND WITHOUT AN ALTERNATIVE USE THE BUILDING WILL BE SERIOUSLY AT RISK.**

**THE COUNCIL WILL NOT GRANT PLANNING PERMISSION FOR AN ALTERNATIVE USE UNLESS IT CAN BE SHOWN THAT:**

- (1) THE ALTERNATIVE USE IS COMPATIBLE WITH AND WILL PRESERVE THE CHARACTER OF THE BUILDING AND ITS SETTING.**
- (2) NO OTHER REASONABLE ALTERNATIVE EXISTS WHICH WOULD SAFEGUARD THE CHARACTER OF THE BUILDING AND ITS SETTING.**

- 10.12 Once the original use of a building has gone such as the agricultural use of a barn or the industrial process ceases to function within a mill complex new uses which respect both the character of the original building and its setting need to be identified.
- 10.13 The Council may, in appropriate circumstances, be flexible over the uses permitted in order to achieve the objective of retaining a listed building in use and not empty and at risk from vandalism, arson and ultimately dereliction.
- 10.14 Appropriate uses will depend on the location of the property and the special character which identifies it as a listed building. A barn or small mill although domestic in scale may be spatially destroyed if sub divided into small rooms but acceptable if used as domestic accommodation or workspace maintaining the open nature of the original building. The external treatment to a barn or industrial building might also need to be maintained and not changed by domestic gardens and boundary treatments. The Council would seek to remove permitted development rights in appropriate cases. Buildings within the Green Belt will also need to comply with Policy GB4 of the Plan.
- 10.15 In some large scale buildings, such as mills, warehouses, commercial and other public buildings there may be potential for the sub-division of some of the floorspace where it would not detract from their special character. However where this is acceptable, principal rooms such as banking halls, board rooms, courts and cells should be retained as should their detailing. In industrial buildings features such as hoists, wagon entrances, taking in doors and north light roofs which help identify the processes undertaken in the buildings should be retained and incorporated into the new proposal.

### **Demolition of a Listed Building**

- 10.16 By their nature Listed Buildings are irreplaceable and every effort should therefore be made to retain them. There are however unique situations which arise periodically whereby a listed building is found to be redundant or unable to be brought back into a beneficial use. If this is the case then only by the applicant submitting, along with the application, documentary evidence of the justification is the Council able to fully and properly consider individual applications.

### **POLICY BH2**

**THE DEMOLITION OF A LISTED BUILDING WILL ONLY BE ALLOWED IN EXCEPTIONAL CIRCUMSTANCES. BEFORE PERMISSION IS GRANTED FOR THE DEMOLITION OF A LISTED BUILDING, APPLICANTS WILL HAVE TO SUBMIT CONVINCING EVIDENCE TO SHOW THAT:**

- (1) EVERY POSSIBLE EFFORT HAS BEEN MADE TO REPAIR AND RESTORE THE BUILDING AND TO CONTINUE THE PRESENT OR PAST USE.**
- (2) IT HAS BEEN IMPOSSIBLE TO FIND A SUITABLE VIABLE ALTERNATIVE USE FOR THE BUILDINGS; AND**
- (3) THAT THERE IS CLEAR EVIDENCE THAT REDEVELOPMENT WOULD PRODUCE**



### **SUBSTANTIAL BENEFITS FOR THE COMMUNITY WHICH WOULD DECISIVELY OUTWEIGH THE LOSS RESULTING FROM THE BUILDINGS DEMOLITION**

- 10.17 Applications for demolition will not be supported if they are not accompanied by evidence of negotiations with the Planning Service to find a solution for the retention of the listed building. The information required will include all of the following and where appropriate additional supportive information outlining the broader benefits to the area including:
- A detailed account of the outcome of a sales campaign for the building or group, for a minimum of the previous 6 months; this is so the Local Planning Authority can be sure that the owner has actively sought to resolve the problem. The owner may choose to offer other evidence to illustrate that every attempt has been made to find a new owner or user for the property, such as offering to let space or co operating with adjacent building owners who might be in a better position to resolve the problems by taking control of all buildings.
  - A valuation of the building and site, so that the Local Planning Authority can be fully aware of the financial implications of retention or clearance and demolition.
  - An independent structural survey, to fully inform the Local Planning Authority of the condition of the structure of the building and the need for action to demolish.
  - A detailed proposal for the site; the after use of the site will form a material consideration in most cases.
- 10.18 If the LPA are minded to approve the application it will be subject to conditions and archaeological recording.

#### **Archaeology Recording Of Listed Buildings**

- 10.19 Applicants will be expected to demonstrate to the Local Planning Authority that provision has been made for a programme of archaeological recording and investigation and are advised to contact the West Yorkshire Archaeology Service in order to obtain a preliminary indication of the archaeological significance of potential proposals.

### **POLICY BH3**

#### **WHERE ALTERATIONS OR DEMOLITION OF A LISTED BUILDING WOULD RESULT IN THE LOSS OF FEATURES OF SPECIAL INTEREST, A PROGRAMME OF RECORDING AGREED WITH THE LOCAL PLANNING AUTHORITY AND WHERE APPROPRIATE, ARCHAEOLOGICAL INVESTIGATION WILL BE REQUIRED BEFORE THE COMMENCEMENT OF DEVELOPMENT.**

- 10.20 This is to ensure that the heritage value of the listed building is not compromised by any loss of detail, change in spatial arrangement, or removal of features without the informed recording of the building prior to any work taking place. In the situation of an occupied building this would include the recording of fixtures and fittings, machinery and insitu tools furniture and possibly in very exceptional circumstances utensils prior to them being removed.

#### **Alteration, Extension or Substantial Demolition of Listed Buildings**

- 10.21 The Local Planning Authority has the responsibility for determining the majority development control proposals relating to buildings listed by the Secretary of State as being of Special Architectural or Historic Interest. The character of listed buildings is easily damaged if inappropriate building work is carried out which pays no regard to the buildings heritage value, detailing and materials. In particular the appearance of historic

buildings has in the past been adversely affected by unsympathetic replacement of doors, windows, inappropriate use of materials and poor workmanship.

#### **POLICY BH4**

**THE ALTERATION, EXTENSION OR SUBSTANTIAL DEMOLITION OF LISTED BUILDINGS WILL ONLY BE PERMITTED IF IT CAN BE DEMONSTRATED THAT THE PROPOSAL:**

**(1) WOULD NOT HAVE ANY ADVERSE EFFECT UPON THE SPECIAL ARCHITECTURAL OR HISTORIC INTEREST OF THE BUILDING OR ITS SETTING.**

**(2) IS APPROPRIATE IN TERMS OF DESIGN, SCALE, DETAILING AND MATERIALS.**

**(3) WOULD MINIMISE THE LOSS OF HISTORIC FABRIC OF THE BUILDING**

- 10.22 Alteration work just as repair and maintenance must be carried out using appropriate materials for the building concerned. This will include the use of stone, slate, brick and clay products rather than reconstituted or artificial materials and the use of lime rather than cement mortars.
- 10.23 Reclaimed materials should only be accepted for re use when it is clear that the source of the material is proven and if they are salvaged from other listed buildings that permission for the removal has been granted.
- 10.24 The essential scale form and character of the original building and as much of the original structure, window and door openings, and features both internal and external should be retained.
- 10.25 Only in exceptional circumstances will new ancillary buildings be allowed and these should respect the original building and not dominate it by way of scale or detailing. Large scale developments will need to demonstrate that the form of construction and materials are appropriate to the location. Where the quality of detailing and material specification cannot match that of the existing building the developer needs to show that modern materials and forms of construction will produce both a building of quality which will also safeguard the special architectural or historic interest of the listed building.
- 10.26 In the case of conversion to residential use, garaging and parking solutions should where possible be provided using existing structures, and walls used to screen from view domestic intrusions such as patios, drying areas, gardens and external private space.

#### **Setting of Listed Buildings**

- 10.26a The setting of a listed building is very important to its special architectural or historic interest. Settings are often planned to include gardens, grounds, views and vistas of the buildings best features, as well as displaying its wider visual context. The setting of a listed building must always be considered when new developments are being proposed. In some instances the setting may be related to the close grain and texture of the surrounding area where as in other instances the setting may extend into open landscape and be distanced from the listed building and its historical boundaries. Every effort must be made to ensure that new development proposals take into account the need to protect the setting of listed buildings.

#### **POLICY BH4A**

**PROPOSALS FOR DEVELOPMENT WILL NOT BE PERMITTED IF THEY WOULD HARM THE SETTING OF A LISTED BUILDING.**

### Shop Front Policy for Listed Buildings

- 10.27 Within the district there are many listed buildings with shop fronts. Many of these form an important part of the building's historic fabric that should be retained and restored with great care in order to secure their conservation. Where shop fronts have been inappropriately replaced or altered opportunities exist to restore a more appropriate design but care must be exercised to avoid pastiche. In particular the Council will work with building owners to identify the design of former shop fronts so that their authentic reconstruction can be considered.

#### **POLICY BH5**

**WHERE POSSIBLE EXISTING TRADITIONAL SHOPFRONTS SHOULD BE RETAINED AND RESTORED. PROPOSALS FOR THE ALTERATION OF EXISTING SHOPFRONTS OR INSTALLATION OF NEW SHOPFRONTS ON A LISTED BUILDING SHOULD BE TO A HIGH STANDARD OF DESIGN AND RESPECT THE CHARACTER AND APPEARANCE OF THE LISTED BUILDING. EXTERNAL ROLLER SHUTTERS WILL NOT BE GRANTED PERMISSION ON A LISTED BUILDING SHOP FRONT UNLESS THERE IS CLEAR EVIDENCE OF AN ORIGINAL SHUTTER HOUSING AND THE SHUTTER IS TRADITIONALLY DETAILED AND IN TIMBER AND /OR METAL OF A TRADITIONAL SECTION.**

- 10.28 In order to properly assess the quality of proposals, the submission of elevational drawings with large scale actual size detail sections will be necessary to show the exact appearance of the shop front on the listed building and how it relates to adjacent properties.
- 10.29 Exceptionally, modern shop fronts of a high quality of design and materials, which respect the character of the listed building may also be supported where authentic or original shop frontages cannot be determined.
- 10.30 Notwithstanding the Council's support for property security, the location and external fixing of new security shutters to listed buildings is visually unacceptable. The Council would look to applicants to use other means of security and where CCTV is in use to support this means of property protection with additional internal security devices without recourse to external shuttering of principal elevations.

### Display of Advertisements on Listed Buildings

10.31 The character and appearance of listed buildings can be easily damaged by the fixing of advertisements or other signage which are inappropriate in design, materials, fixing or the method of illumination. In particular the size, colour and the use of internal illumination of signs can adversely affect the appearance and character of a listed building.

#### **POLICY BH6**

**CONSENT FOR THE DISPLAY OF ADVERTISEMENTS ON LISTED BUILDINGS OR WHICH WOULD AFFECT THE SETTING OF A LISTED BUILDING WILL BE PERMITTED ONLY WHERE:**

- (1) THE ADVERTISEMENT IS APPROPRIATE IN TERMS OF ITS SCALE, DESIGN AND MATERIALS AND WOULD NOT DETRACT FROM THE CHARACTER OR APPEARANCE OF THE BUILDINGS.**
- (2) THE ADVERT IS NOT AN INTERNALLY ILLUMINATED BOX**
- (3) IF THE PROPOSED ADVERTISEMENT IS TO BE EXTERNALLY ILLUMINATED,**

**THE DESIGN OF THE METHOD OF ILLUMINATION WOULD NOT DETRACT FROM THE CHARACTER OR APPEARANCE OF THE BUILDING**

**(4) PLASTIC FASCIA SIGNS WHETHER OR NOT ILLUMINATED WILL NOT BE GRANTED CONSENT ON A LISTED BUILDING**

- 10.32 Listed buildings throughout the district represent a variety of local building types, periods and styles. The use of standard designs and corporate signage is not considered to be appropriate. In these situations applicants must show as part of the application how they have assessed the building and design of sign to meet the listed building requirements.

**Conservation Areas**

- 10.33 The Planning (Listed Buildings and Conservation Areas) Act 1990 defines Conservation Areas as 'areas of special architectural or historic interest, the character or appearance of which it is desirable to preserve and enhance'. PPG15 emphasises that it is the quality and interest of areas rather than individual buildings which would be the prime consideration in identifying Conservation Areas. Section 72 of the Planning (Listed Building and Conservation Areas) Act 1990 requires that special attention should be paid in the exercise of planning functions to the desirability of preserving or enhancing the character or appearance of a Conservation Area. This requirement extends to all powers under the Planning Acts, not just those which relate to historic buildings.
- 10.34 A total of 58 Conservation Areas have been designated in the District to date with the aim of conserving the special architectural or historic interest of the buildings and their surroundings. The boundaries of the conservation areas are currently being reviewed as part of a programme of conservation area assessments and a review of the district to identify potential new conservation areas. Strategies for their preservation and enhancement will be prepared as part of the conservation area assessment programme.
- 10.35 Certain additional Planning Controls already apply in Conservation Areas which restrict the amount of demolition which would affect their character. Examples of the type of restrictions apply to the felling or lopping of trees and the demolition of buildings. The general statement of intent is to preserve or enhance the character of the Conservation Area including a strong presumption in favour of preserving buildings, both listed and unlisted which make a positive contribution to the special character of the Conservation Area. Equally important is the need to preserve open spaces within the Conservation Area.

**Development Within or Which Would Affect the Setting of Conservation Areas**

- 10.36 The character of a Conservation Area is the sum of many factors. Conservation Area designation is not intended to 'pickle' or stop time in the area concerned but it is accepted that sensitively designed new development can enhance the quality of such areas and make them able to contribute more in terms of environment and visual quality.

**POLICY BH7**

**DEVELOPMENT WITHIN OR WHICH WOULD AFFECT THE SETTING OF CONSERVATION AREAS WILL BE EXPECTED TO BE OF THE HIGHEST STANDARDS OF DESIGN AND TO PRESERVE OR ENHANCE THE CHARACTER OR APPEARANCE OF THE CONSERVATION AREA.**

- 10.37 The areas protected by Conservation Area designation form a major part of the rich legacy of the historic built environment of the Bradford District. It is the responsibility of the Local Planning Authority to safeguard this valuable and irreplaceable resource. New development including alterations to buildings will be expected to respect its historic

context in terms of scale form and quality of detail. Developers must demonstrate in both a written justification and illustration that the proposal will preserve or enhance the specific Conservation Area by virtue of its use, design, siting and materials. Applications in outline will only be accepted in exceptional cases where the applicant can show that the scale of development or the principle of development is not a material consideration. Change of use applications which maintain the vitality and character or appearance of the Conservation Area will be supported. Uses which may cause conflicts such as night clubs located on secondary roads adjacent to residential development or industrial use where residential or mixed use schemes are being promoted as part of this plan will be refused. Developments which generate increased levels of traffic footfall parking noise or pollution are detrimental to the character of a Conservation Area, but consideration will be given to relaxing approved policies or standards if by doing so a building of particular townscape merit or under threat of demolition can be retained.

### Shop Fronts In Conservation Areas

- 10.38 The style of a shop front plays a most important role in the townscape of many conservation areas. Where possible, improvements will be sought to remedy poor design in an existing shop front. Particular attention will be paid to signage design lettering styles colour and finish.
- 10.39 The increased incidence of proposals for security grilles, shutters, sun blinds and canopies, of inappropriate materials, form and colour is a particular cause for concern because of their adverse impact upon any street scene and especially frontages in conservation areas.
- 10.40 Shop owners have in recent years experienced increased vandalism and theft resulting in the need for exceptional security measures to small business premises. In some instances this vandalism has contributed to the businesses closing and being left empty. In some cases alternative uses such as residential have been introduced into shopping parades which can further interrupt the viability of adjacent businesses.

### POLICY BH8

**WITHIN CONSERVATION AREAS PROPOSALS AFFECTING EXISTING SHOPFRONTS OR PROPOSALS FOR NEW SHOPFRONTS MUST DEMONSTRATE A HIGH STANDARD OF DESIGN AND BE SYMPATHETIC IN SCALE STYLE AND DETAIL TO THE ORIGINAL BUILDING. PROPOSED EXTERNAL SHUTTERS SUN BLINDS AND CANOPIES MUST BE SYMPATHETIC IN STYLE, COLOUR AND MATERIALS TO THE BUILDINGS TO WHICH THEY ARE ATTACHED AND THEIR ARCHITECTURAL STYLE. BLINDS WILL NOT BE PERMITTED ON BUILDINGS WITHOUT A SHOP FRONT OR FASCIA.**

- 10.41 Existing period shop frontages should where possible be repaired or if that is not possible they should be carefully copied and reinstated using traditional materials and be finished with a paint finish. Existing fascias should be used for signage applied directly onto the fascia and sign written.
- 10.42 Where blinds exist they should be repaired and new proposals should relate to the original shop front. Traditionally they retract behind the fascia and are used as required. Modern equivalents to the roller blind use a light weight concertina frame so they can retract and are always more acceptable than a fixed 'dutch' blind.

### Demolition Within A Conservation Area

- 10.43 The character of conservation areas is made up of many parts. The relationship of buildings walls and structures, open space, materials, textures, views, trees and hedges.

They all contribute to the enjoyment and removal of even one element can have a damaging effect on the whole area.

#### **POLICY BH9**

**WITHIN CONSERVATION AREAS, PERMISSION WILL NOT BE GRANTED FOR THE DEMOLITION OF BUILDINGS WHICH MAKE A POSITIVE CONTRIBUTION TO THE SPECIAL ARCHITECTURAL OR HISTORIC INTEREST OF THE AREA UNLESS THE DEVELOPMENT WOULD RESULT IN BENEFITS TO THE COMMUNITY THAT WOULD JUSTIFY THE DEMOLITION.**

- 10.44 Where the applicant can demonstrate that the building, (including walls, structures or features) is beyond repair, is incapable of beneficial use, or where it can be demonstrated that its removal/partial removal and the subsequent redevelopment of the site would preserve or enhance the historic character or appearance of the Conservation Area then permission will be granted subject to conditions. In the case of buildings, retention of primary elevations will be a requirement where the applicant can show that the retention of the whole building or structure is not viable. Demolition of any wall, feature or building will only be granted on the approval of a planning application for the replacement new development and conditional upon the letting of a contract for the implementation of the works and where appropriate, a programme of recording has been agreed and implemented.

#### **Open Space Within Or Adjacent To Conservation Areas**

- 10.45 Within many Conservation Areas green space, trees and water features form an important element of the character being safeguarded and will be identified in the conservation area assessment. Accordingly these features should be protected against damaging development proposals. They may also be the subject of environmental enhancement initiatives to improve the nature conservation value of these existing habitats.

#### **POLICY BH10**

**PLANNING PERMISSION FOR THE DEVELOPMENT OF IMPORTANT OPEN AREAS OF LAND OR GARDENS WITHIN OR ADJACENT TO A CONSERVATION AREA WILL NOT BE GRANTED IF THE LAND:**

- (1) MAKES A SIGNIFICANT CONTRIBUTION TO THE CHARACTER OF THE CONSERVATION AREA.**
- (2) PROVIDES AN ATTRACTIVE SETTING FOR THE BUILDINGS WITHIN IT**
- (3) IS IMPORTANT TO THE HISTORICAL FORM AND LAYOUT OF THE SETTLEMENT**
- (4) AFFORDS THE OPPORTUNITY FOR VISTAS IN OR OUT OF THE CONSERVATION AREA WHICH ARE HISTORICALLY OR VISUALLY SIGNIFICANT**
- (5) CONTAINS NATURAL WATER FEATURES TREES AND HEDGEROWS WHICH THE DEVELOPMENT PROPOSALS PROPOSE TO DESTROY**

- 10.46 It is only relatively recently that gardens and designed landscapes have come to be recognised as an important part of the districts unique natural and cultural heritage. Open space and vistas into and out of Conservation Areas should be retained where it can be shown that the spaces contribute to the character and historic layout. Natural features such as trees and hedgerows within or adjacent to Conservation Areas and especially those that are linked to wildlife habitat and local distinctiveness are very vulnerable to change. In these circumstances unless development proposals can be totally separated

from the feature to be protected development should be refused. Equally where development is proposed in open land sufficient space should be set aside to maintain the important long distance views from key points both inside and outside the Conservation Area which provide a robust buffer to the proposed development.

### Space About Buildings

- 10.47 In considering whether planning permission should be granted for a proposed development within a Conservation Area, design and siting details will be an important factor. These should be appropriate to the character, scale, style and materials of the existing buildings and setting. See also policies OS7 and OS8 which protect village greenspace and Policy NE10 which protects important landscape and wildlife features.

#### **POLICY BH11**

**PROPOSALS MAINTAINING TRADITIONAL TOWNSCAPE WITHIN DESIGNATED CONSERVATION AREAS WILL BE FAVOURED AND CONSIDERATION GIVEN TO RELAXING APPROVED POLICIES AND STANDARDS IF BY DOING SO FEATURES OF PARTICULAR TOWNSCAPE MERIT UNDER THREAT IN THE CONSERVATION AREA CAN BE RETAINED.**

**NEW DEVELOPMENTS SEEKING TO INTEGRATE INTO AN EXISTING BUILT FORM WILL BE ENCOURAGED BY RELAXING APPROVED POLICIES AND STANDARDS.**

- 10.48 To retain the character of the Conservation Areas development which takes place within or adjacent to the boundaries should carefully follow the form and scale of the existing urban form. In previous years this has not always been possible as highway standards, sight lines and facing distances have required greater and greater amounts of land to be left between buildings. By carefully adjusting standard road and building types and carefully planning layouts leaving boundary walls insitu, and positioning entrances to minimise the need for visibility splays, new development in or adjacent to Conservation Areas can be closed right down to replicate the local character of different settlements and thereby be more easily integrated into Conservation Area settings.

### Conservation Area Environment

- 10.49 Items of historic street furniture can make a major contribution to the local street scene and should be retained in their original locations wherever possible.

#### **POLICY BH12**

**CHANGES TO THE PUBLIC REALM WITHIN CONSERVATION AREAS MUST DEMONSTRATE THAT:**

- (1) THE DESIGN, MATERIALS AND LAYOUT OF TRAFFIC MANAGEMENT AND PARKING AREAS MINIMISE THE ADVERSE VISUAL IMPACT WHICH MAY ARISE FROM SUCH DEVELOPMENT.**
- (2) NEW AND REPLACEMENT STREET FURNITURE IS OF AN APPROPRIATE DESIGN AND MATERIALS THAT PRESERVE OR ENHANCE THE CHARACTER OF THE SURROUNDING STREET SCENE.**
- (3) PROPOSALS FOR THE INTRODUCTION OF PUBLIC ART WILL PRESERVE OR ENHANCE THE CHARACTER OR APPEARANCE OF THE CONSERVATION AREA. IN CERTAIN CONSERVATION AREAS THE INTRODUCTION OF PUBLIC ART AND STREET FURNITURE WILL BE ENCOURAGED.**

- 10.50 Whilst the provision of traffic management and parking space frequently forms a necessary part of development proposals these can have a very damaging effect upon the character and appearance of a conservation area. Accordingly it is particularly important that the design, materials chosen and the arrangement of access and parking spaces should harmonise as far as possible with the townscape and minimise the intrusion for the provision of motor vehicles and parked cars.
- 10.51 Prior to the 20th century little street furniture existed and only local materials were generally available to be used. Even the introduction of cast iron street lamps and bollards did not disrupt the scene as they were sparsely distributed and of a scale to respect the location they were put. Unfortunately the clutter now found both within the highway and frontages to all major buildings and the predominance of nationally available mock historic street furniture is taking away local distinctiveness and adding to a loss of character of Conservation Areas. In recognition of this process it may be that a restricted number of items of well designed modern street furniture would be more appropriate and special consideration is required for all additions to Conservation Area settings.

### Advertisements In Conservation Areas

- 10.52 Inappropriately designed advertising material or signs are detrimental to the visual quality of the built environment of the conservation area. This can be minimised by the use of appropriate standards of design and materials. Advertising not subject to planning control may result in the unacceptable deterioration of historic townscape and landscape quality and the Local Planning Authority will seek discontinuance orders to ensure that advertising material is in keeping with the character of a conservation area.

### POLICY BH13

#### **WITHIN CONSERVATION AREAS THE COUNCIL WILL REQUIRE THE DESIGN OF ADVERTISEMENTS TO BE OF A HIGH STANDARD, THEREFORE:**

- (1) CONSENT WILL BE GRANTED ONLY WHERE THE PROPOSAL IS IN SCALE AND CHARACTER WITH THE BUILDING ON WHICH IT IS LOCATED AND WITH SURROUNDING BUILDINGS. WHERE POSSIBLE, ALL NEW SHOPFRONTS, FASCIAS, SIGNS AND LETTERS SHOULD BE MADE OF NATURAL/ SYMPATHETIC MATERIALS.**
- (2) WITHIN CONSERVATION AREAS INTERNALLY ILLUMINATED BOX SIGNS WILL NOT BE PERMITTED. SENSITIVELY DESIGNED FACIAS OR SIGNS INCORPORATING INDIVIDUALLY ILLUMINATED MOUNTED LETTERS ON A SUITABLE BACKGROUND MAY BE ACCEPTABLE IN TOWN CENTRES WHERE THE SCALE, COLOUR, DESIGN AND INTENSITY OF ILLUMINATION WOULD NOT DETRACT FROM THE CHARACTER OR APPEARANCE OF THE CONSERVATION AREA.**
- (3) WHERE UNACCEPTABLE ADVERTISEMENTS ALREADY EXIST IN CONSERVATION AREAS, THE COUNCIL WILL WHERE APPROPRIATE TAKE DISCONTINUANCE ACTION TO SECURE THEIR REMOVAL.**

- 10.53 On traditional painted shop frontages the Local Planning Authority will encourage the use of a sign written fascia and glass. Individual letters may also be acceptable in parades of shops. In urban situations, town centres and parades of shops where the majority of shop fronts are not of a traditional construction then a more varied use of materials might be acceptable but internally illuminated box signs would not. The signage should always be located just above the shop window or within the opening but not divorced from the display window. If there is no shop window then the sign should relate to the entrance or opening. Signs should not be wider than the window they relate to and in the case of door



entrances should not be larger than 50% of the door opening. See also Policy D15 which relates to the general considerations in the control of advertisements.

### World Heritage Site

- 10.54 World Heritage Sites are places or buildings of outstanding universal value recognised as constituting a world heritage 'for whose protection it is the duty of the international community as a whole to co-operate'.
- 10.55 World Heritage Sites are nominated by the appropriate nation state, in this case the United Kingdom Government. They are then evaluated by either the International Council on Monuments and Sites (ICOMOS) and / or IUCN. The final decision is taken by the World Heritage Committee. Saltaire was inscribed as a World Heritage Site in December 2001.

### POLICY S/BH14

**THERE WILL BE A PRESUMPTION IN FAVOUR OF THE PRESERVATION OF THE WORLD HERITAGE SITE AND ITS SETTING. DEVELOPMENT WHICH WOULD ADVERSELY AFFECT THE CHARACTER, APPEARANCE, SETTING OR VIEWS INTO OR OUT OF THE WORLD HERITAGE SITE WILL NOT BE PERMITTED. THEREFORE:**

- (1) WITHIN THE BOUNDARY OF THE WORLD HERITAGE SITE, AS DEFINED ON THE PROPOSAL MAP, APPLICANTS WILL BE REQUIRED TO DEMONSTRATE THAT FULL ACCOUNT HAS BEEN TAKEN OF THE IMPACT OF THEIR PROPOSALS UPON THE WORLD HERITAGE SITE AND ITS SETTING AND THAT THEIR SCHEME WILL HAVE NO ADVERSE AFFECT UPON IT.**
- (2) WITHIN THE BUFFER ZONE, AS DEFINED ON THE PROPOSALS MAP, DEVELOPMENT WHICH WOULD BE LIKELY TO ADVERSELY AFFECT VIEWS INTO OR OUT OF THE WORLD HERITAGE SITE WILL ONLY BE PERMITTED WHERE A SUITABLE PROGRAM OF MITIGATION IS PROPOSED AS PART OF THE APPLICATION.**

- 10.55 The Local Planning Authority will make every effort to ensure that the existing heritage fabric within Saltaire is fully protected from adverse development proposals as Inscription as a World Heritage Site does not attach any additional planning controls. Within the site or buffer zone development that might result in the loss of heritage fabric or reduce the enjoyment of the village to residents and visitors by damaging views into and out of the village will be refused. If necessary developments will be re sited to ensure the character of the area is protected. The Council is preparing Supplementary Planning Guidance to guide development within the World Heritage Site. Applications for development within this area will be expected to comply with its provisions.

### Historic Battlefields

- 10.56 The non statutory Battlefields Register compiled by English Heritage has the status of a material consideration in determining planning applications. Proposals should be able to demonstrate that they respect the character of the registered site and generally retain its openness, archaeological features and do nothing to limit the historical interpretation and public enjoyment of the site.
- 10.57 The following site is contained in the national list of battlefield sites and is therefore considered and acknowledged as important;
- Adwalton Moor 1643

**POLICY BS/BH15**

**DEVELOPMENT AFFECTING THE REGISTERED HISTORIC BATTLEFIELD SITE SHOWN ON THE PROPOSALS MAP WILL ONLY BE PERMITTED WHERE THE PROPOSALS:**

- (1) DO NOT ADVERSELY AFFECT THE HISTORIC, ARCHAEOLOGICAL AND LANDSCAPE INTERESTS OF THE SITE.**
- (2) DO NOT PREJUDICE ANY POTENTIAL FOR INTERPRETATION OF THE SITE.**

- 10.59 Development on or in close proximity to the site included on the Register will form a material consideration to be taken into account in determining planning applications.
- 10.60 There is scope for interpretation of the area for the benefit of visitors and residents. On site interpretation will need to be carefully considered, as will opportunities for enhanced public access in association with the neighbouring authorities of Kirklees and Leeds.

**Historic Parks And Gardens**

- 10.61 Gardens and designed landscapes have only recently come to be recognised as an important part of national natural and cultural heritage. In England the official listing of gardens began with the National Heritage Act 1983 which brought English Heritage into existence and which amended the Historic Buildings and Ancient Monuments Act 1953 so as to enable the new authority to compile a non statutory register of gardens and other land which appears to be of special historic significance. In 1995 the Department of the Environment introduced in the General Development Order(GDO) Consolidation, a statutory duty on planning authorities to consult English Heritage and the Garden History Society(GHS) on applications affecting sites on the register.

**POLICY BH16**

**THE LOCAL PLANNING AUTHORITY WILL PAY SPECIAL REGARD TO SITES INCLUDED IN THE ENGLISH HERITAGE REGISTER OF PARKS AND GARDENS OF SPECIAL HISTORIC INTEREST AND WILL ONLY PERMIT DEVELOPMENT WITHIN OR WHICH WOULD AFFECT THE SETTING OF REGISTERED PARKS AND GARDENS AS SHOWN ON THE PROPOSALS MAP, WHERE IT CAN BE DEMONSTRATED THAT THE PROPOSALS:**

- (1) WOULD NOT INVOLVE THE LOSS OF FEATURES CONSIDERED TO FORM AN INTEGRAL PART OF THE SPECIAL CHARACTER, OR APPEARANCE.**
- (2) WOULD NOT DETRACT FROM THE ENJOYMENT, LAYOUT, DESIGN CHARACTER, APPEARANCE OR SETTING.**
- (3) CONFORM TO A MANAGEMENT PLAN AGREED BETWEEN THE OWNERS AND WHERE APPROPRIATE LOCAL PLANNING AUTHORITY AND ENGLISH HERITAGE**

- 10.62 The following sites are included in the Register of Parks and Gardens of Special Historic Interest in England.

Heathcote	Ilkley	GD 2226	Grade II
Lister Park	Bradford	GD 2229	Grade II
Roberts Park	Saltaire	GD 2233	Grade II
Undercliffe Cemetery	Bradford	GD 2820	Grade II
Peel Park	Bradford	GD 3330	Grade II

Bowling Park	Bradford	GD 3332	Grade II
Horton Park	Bradford	GD 3331	Grade II
Lund Park	Keighley	GD 3327	Grade II
Prince of Wales Park	Bingley	GD 3346	Grade II
Scholemoor Cemetery	Bradford	GD 3414	Grade II
Whinburn	Keighley	GD 3519	Grade II
Central Park	Haworth	GD 3386	Grade II

- 10.63 The adoption and implementation of land management plans are the key to the successful preservation and enhancement of these important man made sites.

### Local Historic Parks And Gardens

- 10.64 Sites of a local interest (not included on the national register) are sites which display evidence of designed landscapes which are of local interest and any proposals which affect the site or setting should demonstrate a clear understanding of the original design and layout.

#### POLICY BH17

**DEVELOPMENT LIKELY TO HAVE AN ADVERSE AFFECT ON THE FOLLOWING LOCAL INTEREST PARKS, GARDENS, AND OPEN AREAS WILL NOT BE PERMITTED UNLESS IT CAN BE CLEARLY DEMONSTRATED THAT THERE ARE REASONS FOR THE PROPOSAL WHICH OUTWEIGH THE NEED TO SAFEGUARD THE SITE.**

<b>HEBER'S GHYLL</b>	<b>ILKLEY</b>	<b>(Map ref:409447)</b>
<b>MILNER FIELD</b>	<b>GILSTEAD</b>	<b>(Map ref:412439)</b>
<b>CLIFFE CASTLE AND DEVONSHIRE PARK</b>	<b>KEIGHLEY</b>	<b>(Map ref:405441)</b>
<b>BIERLEY HALL WOOD</b>	<b>BRADFORD</b>	<b>(Map ref: 417429)</b>

*(sites may be added or removed from the list over the life of the plan, as required.)*

- 10.65 The Council's available resources preclude the definition of boundaries for sites of local interest at this stage. It is intended that they are researched and identified during the Plan period and made available as supplementary guidance as required.

### Archaeology

- 10.66 Bradford District contains a large number of significant archaeological sites, some of which are of international interest and many of which are of national or high regional importance. Bradford District falls into three land-use zones: upland, lowland and townscape. The upland zone comprises unenclosed moorland and enclosed rough pasture. The lowland zone roughly follows the lines of the area's watercourses and comprises improved enclosed pasture and other agricultural land, centred around scattered farmsteads. The townscape zone consists of all intensively settled land.
- 10.67 **The Upland Zone:** The little-disturbed upland landscape retains a large number of Prehistoric (Middle Stone Age to Iron Age) features. Many of the upstanding remains are designated as Scheduled Ancient Monuments. Known features include hundreds of carved rocks on the moorland above Ilkley, Keighley and Baildon. Other Prehistoric funerary/ritual sites survive here and elsewhere in the District. Settlement sites are also represented by a number of well-preserved earthworks. There are probably similar sites which now lack above-ground remains. Bradford District was crossed by a network of Roman roads, the true routes of which are not yet known in most instances. Currently unknown Roman sites may survive along the road lines. Medieval settlement in the uplands was scattered in small, dispersed settlements or farmsteads rather than discreet

nucleated villages. Upstanding farm buildings, apparently of 18th- or 19th-century date, may have Medieval origins. Redundant farm buildings have been little studied, and represent a finite and diminishing building stock of archaeological interest. From the Medieval period onward, mineral deposits in the uplands have been extensively exploited, and well-preserved associated remains survive.

- 10.68 **The Lowland Zone:** The lowlands also appear to contain Prehistoric settlement remains. Large finds of worked flint along the Aire corridor suggest the presence of Middle and New Stone Age campsites, while a few known Prehistoric settlements, numerous spot-finds of Bronze Age metalwork, and scattered Roman finds indicate that occupation continued into later periods. Most Medieval settlement took the form found in the uplands. A small number of sites were administrative centres for the surrounding area, and here a number of fine Late Medieval and Post-Medieval houses survive which may have associated below-ground remains. The site of a Medieval convent survives at Esholt and a number of granges (small agricultural/industrial sites owned by the Medieval church) survive in the District. Well-preserved industrial sites survive, including iron-working sites, pottery kilns and corn mills. Some Medieval settlement sites evolved over into prominent private estates after the mid-17th century. These were often furnished with significant landscaped grounds. Early water-powered industrial sites were also redeveloped in the 18th century and later. Many of the District's numerous textile mills retain late 18th/early 19th century features or contain evidence for the development of technology over the course of the 19th/20th centuries.
- 10.69 **Townscape Zone:** Most of the evidence for Roman occupation in Bradford District roughly coincides with the areas of modern settlement, with occupation along the Wharfe valley (the Roman fort and associated civilian settlement at Ilkley), through Bingley and into central Bradford. Occupation continued into the Early Medieval phase, with Anglo-Saxon remains apparently surviving within Addingham, Ilkley, and central Bradford. With a few exceptions (Keighley; Addingham, where a number of small settlement foci merged to form a single settlement; Bingley, where the available evidence suggests the possible presence of a castle; Ilkley, where settlement formed around the area of the Roman fort; Bradford, where settlement formed at a crossing point of Bradford Beck), Medieval settlement consisted of small, dispersed building groups lying along a network of roads and access tracks. Industrialisation and population growth during the 19th century led to ribbon development on these road lines which enveloped pre-existing settlements. This type of development can be traced in areas where the Late Medieval and Post-Medieval building stock survives and forms a settlement 'core'. In areas such as central Bradford where the 'core' of earlier buildings has not survived, the modern building stock may mask below-ground Medieval and Post-Medieval remains. Recent work in urban centres has made it clear that the effect of 19th/20th century cellarage on the below-ground archaeology has not been as severe as formerly believed, and that appreciable pockets of early material may survive in situ.

### Archaeological Areas Class 1

#### POLICY BH18

#### DEVELOPMENT WHICH ADVERSELY AFFECTS CLASS 1 ARCHAEOLOGICAL AREAS OR OTHER NATIONALLY - IMPORTANT REMAINS AND THEIR SETTING WILL NOT BE PERMITTED

- 10.70 Class I areas are sites and landscapes of national importance which are protected as Scheduled Ancient Monuments under the terms of the Ancient Monuments and Archaeological Areas Act 1979.

### Archaeological Areas Class 11 And Class 111

- 10.71 Class 11 areas are sites and landscapes which are regionally important but unscheduled, and which merit preservation in situ. Class 111 areas are sites registered in the County Sites and Monuments Records as containing or likely to contain remains of archaeological importance. The locations and extent of all Archaeological Areas are shown on the County Sites and Monuments Record. Where a Class II or Class III archaeological area is adversely affected by a development proposal, it is important that an archaeological evaluation is undertaken to assist in determining the importance of the archaeological remains and the appropriate course of action. Therefore:

#### **POLICY BH19**

**WHERE PROPOSALS MAY ADVERSELY AFFECT CLASS 11 AND CLASS 111 ARCHAEOLOGICAL AREAS, DEVELOPERS WILL BE REQUIRED TO PROVIDE AN INDEPENDENT ARCHAEOLOGICAL EVALUATION WHICH WILL ASSIST IN DETERMINING WHETHER:**

- (1) THE SITE MERITS PRESERVATION INSITU; OR**
- (2) THE SITE MERITS PRESERVATION BY RECORD; OR**
- (3) NO ACTION IS NECESSARY**

**WHERE (2) APPLIES:**

- (a) DEVELOPERS MUST DEMONSTRATE IN WRITING THAT ADEQUATE PROVISION WILL BE MADE FOR AN APPROPRIATE LEVEL OF INVESTIGATION.**
- (b) DEVELOPMENT WHICH COULD RESULT IN THE UNRECORDED LOSS OF THE ARCHAEOLOGICAL REMAINS WILL NOT BE PERMITTED.**

- 10.72 Class II and Class III Archaeological Areas are sites and landscapes identified within the holdings of the County Sites and Monuments Record which are of Local or Regional importance or are Unscheduled areas of National importance. Archaeological significance is not confined solely to below-ground remains but may be also assigned to any or all structures on a site.
- 10.73 In the case of (a) above, the Council in conjunction with the West Yorkshire Archaeology Service will determine the appropriate provisions necessary for a complete archaeological investigation to be made and the means of securing such record.

### The Leeds and Liverpool Canal

- 10.74 The Leeds-Liverpool Canal is a major recreational and tourist facility but also a site of regional ecological significance being of great value to the local community and visitors alike. In addition the canal can provide an important catalyst to the regeneration of older industrial areas because of its potential as an attractive setting. The Local Planning Authority wishes to encourage the public use of the canal and the provision of appropriate visitor and recreational facilities alongside developments which bring forward improvements to the canalside environment.

#### **POLICY BH20**

**DEVELOPMENT PROPOSALS ALONGSIDE OR HIGHLY VISIBLE FROM THE LEEDS LIVERPOOL CANAL SHOULD MAINTAIN OR WHERE PRACTICAL MAKE A POSITIVE CONTRIBUTION TO ITS RECREATIONAL, TOURISM AND ENVIRONMENTAL VALUE**

**BY:**

- (1) ACCESS IMPROVEMENTS TO THE CANAL TOW PATH FOR WHEEL CHAIR, PRAM OR CYCLE USE**
- (2) RETAINING FEATURES OF HISTORICAL IMPORTANCE TO THE CANAL**
- (3) INCORPORATING APPROPRIATE HARD AND SOFT LANDSCAPING**
- (4) THE USE OF DESIGNS, MATERIALS AND DETAILING WHICH TAKE FULL ACCOUNT OF THEIR CONTEXT.**

- 10.75 The canal stretches through the district from Silsden to Apperley Bridge and is a designated Conservation Area which includes a number of important Grade I and II\* building groups which the Local Planning Authority wish to see properly interpreted in any proposed development work.
- 10.76 There are 23.63km of the Leeds and Liverpool Canal within the Bradford District which passes through open countryside and urban areas. The character and detail requirements will change from those appropriate to a country walk with open views, grass edged towing path with traditional stone canal edging, field boundaries, trees and hedge planting through to an urban transport route with hard landscape treatment, stone walls, mill yards and building elevations. The canal originally served as a supply line for mineral extraction of which there is still evidence as well as being used to transport finished goods and raw materials. Along the length beyond Keighley local coal mined at Riddlesden was burned at the canal edge with limestone transported by barge from the Skipton Area to produce lime for agricultural use and possibly building.
- 10.77 Many of the original fixtures of the canal have been lost in the last 50 years such as cranes, original manual swing bridges have been automated and locks have had modern metal gates installed for operational and public safety reasons. This has in some locations had a negative effect on the canal conservation area. Over time there is the opportunity to reinstate original features in key areas where the tourism potential of the canal can be sympathetically developed whilst maintaining the balance between the needs of leisure use allowing the development of additional canal boat facilities and moorings and the protection of wildlife habitat.
- 10.78 The canal is also designated as a site of Ecological or Geographical Importance and as a consequence Policy NE9 will also apply to any new development proposals.

# CHAPTER 11

---

## Community Facilities

## 11.0 Introduction

- 11.1 The community needs a diverse range of facilities to ensure a good social environment. These include community centres, sports centres residential and day care services for elderly / disabled people, health centres, hospitals, schools, nurseries, libraries, places of worship, and cemeteries. PPG 3 (Paras. 31 and 67) recognises the importance of local facilities. Population growth and changes to the population age structure are likely to bring with them additional demands for these facilities. Proposals that accord with the policies in this chapter will also be assessed against the General Policies and environmental policies.

### New School Sites

- 11.2 The school roll forecasts issued in 2001, covering the years to 2008, show the rolls to be stable. However, the apparent stability masks a predicted fall in most parts of the District, just balanced by the steep rise predicted in a few areas. Although there are several new and expanded schools as a result of the school re-organisation, some additional pupil accommodation will be needed in those few areas with increased rolls. This pattern of pupil growth and decline is consistent with the changing nature of the District's inhabitants evident in the Council's long-range forecasts for the whole population. These show a small fall in the 5-15 age group and a small rise in the 0-4 age range.
- 11.3 The location and design of new schools should take account of sustainability principles; in particular this will include reducing dependency on the private car for trips to school; this is in line with the sustainability aim expressed in PPG3 paragraph 2. Accordingly;

### POLICY CF1

**PLANNING CONSENT WILL NOT BE GRANTED FOR THE DEVELOPMENT OF LAND ALLOCATED ON THE PROPOSALS MAPS FOR SCHOOLS FOR OTHER PURPOSES. THE LOCATION AND DESIGN OF NEW SCHOOL SITES SHOULD TAKE ACCOUNT OF THE NEED TO MINIMISE THE RELIANCE ON THE PRIVATE CAR AND TO PROVIDE FOR THE JOINT USE OF OPEN SPACE AND RECREATION FACILITIES**

- 11.4 There has been a large scale review of the provision of educational facilities in Bradford District. The former three tier system is being replaced by a two tier system. This review has placed great strain on the capital financing arrangements and some areas of the District lack the capacity to absorb the scale of school age population increase proposed in the UDP. The Council will prepare Supplementary Planning Guidance to set out the circumstances and procedure that will be adopted to help finance additional education capacity where this is needed to support large new housing developments.

### Education Contributions in new Residential Developments

- 11.5 Section 106 of the Town and Country Planning Act 1990 enables planning authorities to seek to negotiate a contribution from developers towards the cost of meeting the extra infrastructure necessary to support the development. For education this could mean asking for a contribution towards the cost of extending the school or building a new one. Properly used planning obligations may enhance the quality of development. Developers of family housing may reasonably be expected to pay towards the cost of infrastructure which would not have been necessary but for the development. Developers should not have to remedy existing deficiencies.
- 11.6 The Supplementary Planning Guidance will set out the circumstances where contributions will be sought, the procedure to be taken in negotiations, and the formulae to be used to calculate the contribution.



**POLICY CF2**

**WHERE NEW HOUSING PROPOSALS WOULD RESULT IN AN INCREASED DEMAND FOR EDUCATIONAL FACILITIES WHICH CANNOT BE MET BY EXISTING SCHOOLS AND COLLEGES, THE COUNCIL WILL SEEK TO ENTER INTO A PLANNING OBLIGATION UNDER SECTION 106 OF THE TOWN AND COUNTRY PLANNING ACT 1990, IN ORDER TO SECURE THE PROVISION OF, OR CONTRIBUTION TOWARDS, NEW OR EXTENDED FACILITIES.**

- 11.6a This Policy will also apply in cases where school places for Bradford children are provided outside the District. In those cases Section 106 contributions would be sought by Bradford Council on behalf of the neighbouring Local Education Authority (LEA) e.g. North Yorkshire.
- 11.7 All the sites allocated in the Plan are currently regarded as being necessary to meet the educational needs of the District. However, if during the life of the Plan there is a change in circumstances that means one or more sites is not needed then other development may be appropriate. In such circumstances planning applications will be considered on their merits in the context of other policies in the Plan and in particular Policies UR2, UR3, CF6 and CF7.

**Small Developments on Land Allocated for Other Uses**

- 11.7a It is very difficult to anticipate and allocate sites in the Plan for the range of needs found in the diverse communities of the District. However the plan should ensure that provision can be made to meet the identified needs of communities. In order to minimise the amount of new greenfield development and the loss of sites allocated for specific uses a sequential approach is proposed to address the accommodation of identified needs. Therefore:

**POLICY CF3**

**PLANNING PERMISSION WILL BE GRANTED FOR PROPOSALS FOR COMMUNITY USES PROVIDED THAT IT CAN BE DEMONSTRATED THAT THERE IS BOTH AN IDENTIFIED LOCAL NEED AND THAT THERE ARE NO BUILDINGS OR SITES AVAILABLE THAT ARE MORE SUSTAINABLE THAN THAT PROPOSED, BY THE APPLICATION OF THE FOLLOWING SEARCH SEQUENCE**

- (1) IN AN EXISTING BUILDING**
- (2) ON AN UNALLOCATED PREVIOUSLY DEVELOPED SITE**
- (3) ON A PREVIOUSLY DEVELOPED SITE ALLOCATED FOR ANOTHER PURPOSE**
- (4) ON AN UNALLOCATED GREENFIELD SITE**
- (5) ON A GREENFIELD SITE ALLOCATED FOR ANOTHER PURPOSE**

- 11.7b Applicants will need to supply information on the local needs which have led to the proposal. The search area to which the sequential test is applied should be based on the area to be served by the proposed facility. This policy will be applied in conjunction with other policies in the Plan in particular Policies UR2, UR3 and UR4.

**Health**

- 9.9 Indicators of health and deprivation show that, overall, the health of the local population is below average and about 190,000 (40%) of the population can be considered deprived. Bradford ranks as the eighth most deprived Health Authority area in the country.

Particular health challenges for the District relate to high rates of diabetes, coronary heart disease, mental illness and accidents.

- 9.10 There are major redevelopment proposals for Bradford Royal Infirmary and for St Luke's Hospital; these projects will enable the range and scope of secondary care to be increased on the main hospital sites. The NHS Trust is also responding to a new strategic agenda: that is to provide care in a way that moves away from an historical, speciality and hospital based configuration to enable better co-ordination and integration of services with other providers. There is a commitment to extend intermediate care services, providing diagnostic, therapeutic and treatment facilities away from the hospital setting. The most fundamental change will be extending services in primary care – to increase the range and scope of services, which can be offered in GP practices, and in health centres, which are closer to patients' homes.
- 9.11 The existing sites of the main hospitals in the District are shown on the proposals map and are reserved for hospital use. Accordingly: -

#### **POLICY CF4**

#### **PLANNING CONSENT WILL BE GRANTED FOR DEVELOPMENT PROPOSALS ARISING FROM THE INVESTMENT PROGRAMMES TO IMPROVE HEALTH FACILITIES AT BRADFORD ROYAL INFIRMARY, ST LUKES AND AIREDALE GENERAL HOSPITALS, AND PRIMARY AND INTERMEDIATE CARE IN THE COMMUNITY SUBJECT TO OTHER RELEVANT POLICIES IN THE PLAN**

#### **Cemetery Provision**

- 9.12 Research has been carried out into the likely cemetery requirements for the next ten years. It is anticipated that the Muslim section at Scholemoor Cemetery will be full in 4-5 years time, and that the Christian section in 7-10 years time. The Plan makes provision for an extension to the Scholemoor Cemetery (see Bradford South Proposals Report). Nab Wood Cemetery will be full in about 5-7 years. There is therefore a land need in the Shipley / Cottingley area. This will be subject to further investigation and proposals may be brought forward at second deposit. Land at Utley Cemetery in Keighley has been reserved for use towards the end of the plan period.

#### **Protection of Rural Shops and Community Facilities**

- 11.12a Within the District's smaller settlements, village shops, public houses, post offices, surgeries and village halls play a vital commercial, social and community role and are central to the continued vitality of these settlements. In recent years, a variety of demographic, social and economic factors have resulted in the loss of such facilities and put the continued operation and availability of others under threat. This trend is likely to be sustained with the continued development and expansion of town centre and out of town stores, internet shopping, privatised agency rationalisation (e.g. Post Office), and increased personal mobility.
- 11.12b PPG7 Countryside contains a paragraph specifically devoted to services. This states in paragraph 3.23 "People who live in rural areas should have reasonable access to a range of services. Local planning authorities can facilitate provision and help to retain existing services by, for example, assessing the nature and extent of rural needs, identifying suitable sites and buildings for development to meet these needs, and promoting mixed and multi-purpose uses".
- 11.12c Planning Policy Statment PPS7 (replaces PPG7) contains two paragraphs specifically devoted to community facilities and services. Paragraph 6 states that "People who live or work in rural areas should have reasonable access to a range of services and facilities".

The Statement then outlines ways in which local planning authorities have a key role in achieving this aim.

- 11.12d Paragraph 7 states that “Planning authorities should adopt a positive approach to planning proposals designed to improve the viability, accessibility or community value of existing services and facilities, e.g. village shops and post offices, rural petrol stations, village and church halls and rural public houses, that play an important role in sustaining village communities. Planning authorities should support the retention of these local facilities and should set out in LDDs the criteria they will apply in considering planning applications that will result in the loss of important village services (e.g. as a result of conversion to residential use)”.
- 11.12e The Rural White Paper “*Our Countryside: The Future*” November 2000, and the implementation plan, recognise the important role performed by key local services.
- 11.12f One third of the District population live in rural areas. However, many areas of the District’s small settlements lie relatively close to either the main towns or other larger villages. In some cases public transport options are limited, and often only secured at their current levels through public subsidy. The further loss of shops and community facilities would have the combined effect of disadvantaging those without access to the car, whilst conversely encouraging more trips by car for those with access to them. This would both undermine rural communities and be contrary to the principle of sustainable development and Government policy set out in PPG6, PPS7 and PPG13 (Revised).
- 11.12g It is not the role of the planning system to stifle change or prevent competition. Nevertheless it is important that unnecessary losses of shops and community facilities in rural areas are avoided. In particular, all options for the retention of such facilities should be explored for it may not follow that just because one party has not been able to make a village shop or facility successful, that others may not be able to do so.
- 11.12h For the reasons stated above, the Council will only allow redevelopment or changes of use which would lead to the loss of the village shop or community facility where one or more of the three circumstances apply:
- (i) where the applicant can clearly demonstrate that the facility is no longer financially viable. In such circumstances the applicant will be required to provide evidence that the property or business has been advertised locally on the open market for a reasonable period and that no reasonable offer which would allow retention of the facility has been refused. This will normally involve the facility being advertised at least four times over a twelve month period at roughly equal periods over the year with the valuation attributed to it reflecting its existing use; or
  - (ii) where there is no longer a significant need for the facility in that locality. In assessing this, the Council will pay particular attention to the views of local people and the relevant Parish Council; or
  - (iii) where equivalent and accessible alternative services/facilities are available or would be made available nearby.

## **POLICY CF5**

**OUTSIDE THE URBAN AREAS OF BRADFORD, SHIPLEY, BILDON, AND THE RURAL SERVICE CENTRES OF KEIGHLEY, BINGLEY, QUEENSBURY AND ILKLEY PROPOSALS WHICH, THROUGH CONVERSION OR REDEVELOPMENT, WOULD RESULT IN THE LOSS OF A COMMUNITY FACILITY (VILLAGE SHOPS, POST OFFICES, PUBLIC HOUSES, DOCTORS/DENTISTS SURGERIES AND VILLAGE HALLS) WILL ONLY BE PERMITTED WHERE IT CAN BE DEMONSTRATED THAT:**

- (i) THE FACILITY IS NO LONGER FINANCIALLY VIABLE; OR**
- (ii) THERE IS NO SIGNIFICANT DEMAND FOR THE FACILITY; OR**
- (iii) EQUIVALENT SERVICE/FACILITIES IN TERMS OF THEIR NATURE AND ACCESSIBILITY ARE AVAILABLE OR WOULD BE MADE AVAILABLE NEARBY.**

### **Community Priority Areas**

- 11.13 The scope for regeneration in inner Bradford, and Keighley is constrained by the combination of an increasing and predominantly young population, and a severely restricted supply of land that is available and suitable for development. This competition for space is particularly intense in the Community Priority Areas defined in the Plan; these areas have been redrawn to take account of the density of population, the lack of suitable open space for recreation, and other deprivation characteristics. As the population grows, pressure will intensify for additional houses, jobs and community facilities. This will result in conflicting demands for land and the reuse of buildings; it is important that such pressures do not lead to the loss of public open space. Where possible, resources should be made available to remedy deficiencies in, or loss of, open space.
- 14.14 A further factor is the cultural diversity of these areas. A particularly important trend is the continuing desire of the Asian community to remain in the inner areas because of community networks, the availability of relatively cheap large houses and facilities such as places of worship. Evidence indicates that where outward movements have occurred, these have tended to be mainly to adjacent areas, where access to family and facilities can still be achieved.
- 14.15 Policies CF6 and CF7 seek to prevent overdevelopment and reconcile the conflicting demands for the use of land and buildings. The needs and aspirations of local communities are to be met by giving priority to land uses appropriate to the site or building that bring about the greatest improvements to the quality of inner city life.

#### **POLICY CF6**

**IN THE COMMUNITY PRIORITY AREAS, DEFINED ON THE PROPOSALS MAP, PLANNING PERMISSION FOR THE DEVELOPMENT OF OPEN SPACE OR OTHER LAND IN COMMUNITY USE WILL BE GRANTED PROVIDED THERE IS ADEQUATE PROVISION OF SUCH LAND**

**AND**

**PRIORITY IS GIVEN TO THE FOLLOWING USES (IN ORDER)**

- (1) COMMUNITY FACILITIES WHERE THERE IS A DEMONSTRABLE NEED FOR SUCH FACILITIES;**
- (2) HOUSING TO MEET LOCAL NEEDS**
- (3) EMPLOYMENT GENERATING USES.**

#### **POLICY CF7**

**IN THE COMMUNITY PRIORITY AREAS DEFINED ON THE PROPOSALS MAP PLANNING PERMISSION FOR THE CHANGE OF USE OF BUILDINGS WILL BE GRANTED PROVIDED THAT THE PROPOSAL DOES NOT PLACE EXTRA BURDENS ON THE COMMUNITY INFRASTRUCTURE THAT CANNOT BE OVERCOME BY**

**PLANNING CONDITIONS OR OBLIGATIONS, OR PROVIDED THAT PRIORITY IS GIVEN TO THE FOLLOWING USES (IN ORDER)**

**(1) COMMUNITY FACILITIES WHERE THERE IS A DEMONSTRABLE NEED FOR SUCH FACILITIES**

**(2) HOUSING TO MEET LOCAL NEEDS**

**(3) EMPLOYMENT GENERATING USES**

- 11.15a Unless there are overriding material considerations, significant employment generating development should only be permitted if the site is easily accessible by non-car modes, in particular public transport.
- 11.15b The Plan makes provision for Bradford University and Bradford College to expand; the Bradford West proposals section II sets out Policy BW/CF8 and text for this.

**Built Facilities for Community Sport And Recreation**

- 11.5c Sport and recreation all contribute to people's quality of life. The Government have recognised the positive value of sport, recreation, and active lifestyles, particularly its impact on education and health. The Planning System has a role to play in meeting the diversity of needs, from formal, organised sport, through to enjoyment of local open spaces and the countryside.
- 11.15d In order to develop sustainable communities it is vital that adequate sport and recreation facilities are provided as an integral part of new housing, employment and retail developments. All development can potentially generate demand for additional or enhanced places for sport and recreation. In some areas existing facilities may be able to cope with additional users but in many areas facilities are under pressure and new facilities or improvements to existing facilities will be needed to satisfy new demand created by development. The amount and type of facilities required will depend on the size of the development and the contribution of existing provision in the area. In cases of major residential developments a complete local infrastructure for sport may be required, ranging from sports halls to playing fields, pavilions and other facilities.
- 11.15e Policies OS4 and OS5 of the Plan relate to the provision of playing pitches and recreational open space including children's play areas. In addition to these facilities it is important that appropriate provision is made for built community and indoor sports and recreation facilities. Therefore:

**POLICY CF7A**

**WHERE MAJOR DEVELOPMENT PROPOSALS WOULD RESULT IN AN INCREASED DEMAND FOR BUILT RECREATIONAL FACILITIES WHICH CANNOT BE MET BY EXISTING FACILITIES A DEVELOPER MAY BE REQUIRED TO ENTER INTO A PLANNING OBLIGATION UNDER SECTION 106 OF THE TOWN AND COUNTRY PLANNING ACT 1990, IN ORDER TO SECURE THE PROVISION OF, OR CONTRIBUTION TOWARDS, NEW OR EXTENDED FACILITIES.**

- 11.15f Provision required under the Policy will be determined with regards to:
- Additional demand likely to be generated by the development,
  - Adequacy of existing facilities serving the locality,
  - Current local strategies relating to the development of sport and recreation.

These considerations will inform the level of additional facilities that may be required or

alternatively whether an upgrade of existing facilities would be appropriate to cater for a new demand.

- 11.5g The Council's Draft Facility Planning Model sets out the strategy for built sports facilities in the District. It seeks to:
- ensure future provision is well planned and reflects the supply and demand for recreational provision across the District,
  - ensure equality and an access for all policy is fully considered,
  - ensure an involvement of all relevant partners,
  - contribute to the economic and social development of the District's communities,
  - ensure provision reflects Council priorities particularly with regard to rebuilding communities and in promoting the benefits of sport in health and well being, social integration, and in engendering a healthy community spirit,
  - work towards a situation where all sections in the District's communities have the opportunity to take part in sport and physical recreation of their choice.
- 11.15h There are no specific standards for the provision of recreational facilities. However, the Council are carrying out a geographical mapping exercise regarding the provision of recreational buildings in order to inform the Facility Development Strategy.
- 11.15i Any new provision arising out of significant development programmes should be accessible and located to serve an immediate catchment area.
- 11.15j It is recognised that the refurbishment or upgrading of existing community sports facilities, some may be based in local schools, may be appropriate in meeting local needs as an alternative to new facility developments.
- 11.15k The Council will also consult with appropriate agencies regarding the development of strategies for sports and recreational facilities particularly Sport England and their advisory document the Facility Planning Model.
- 11.15l Many built sport and recreation facilities will attract a large number of visits and should be located in highly accessible locations in or adjacent to town centres or in district or neighbourhood centres. Therefore:

#### **POLICY CF7B**

#### **PROPOSALS FOR INDOOR SPORTS AND RECREATION FACILITIES DEVELOPMENT THAT WOULD ATTRACT A LARGE NUMBER OF VISITORS BY PEOPLE FROM A WIDE AREA WILL ONLY BE PERMITTED ON SITES OUTSIDE THE CITY, TOWN AND DISTRICT CENTRES IF:**

- (1) THE SITE IS OR WILL AS PART OF THE DEVELOPMENT BE MADE HIGHLY ACCESSIBLE FOR CUSTOMERS RELIANT ON FORMS OF TRANSPORT OTHER THAN THE MOTOR CAR; AND**
- (2) THE DEVELOPMENT WOULD NOT LEAD TO AN INCREASE IN THE NEED TO TRAVEL OR RELIANCE ON THE PRIVATE CAR, AND WOULD HELP TO FACILITATE MULTI PURPOSE TRIPS COMPARED WITH DEVELOPMENT OF OTHER SITES.**

# CHAPTER 12

---

## Open Land in Settlements

## 12.0 Introduction

- 12.1 Within the built up areas there exists a range of open spaces of significant amenity and recreational value. These 'urban greenspaces' have a variety of functions and uses and are of various sizes. Collectively they make an important contribution to the quality of urban life by helping to break up the otherwise heavily built up urban areas, introducing 'breathing space' in the urban form and green areas for people to see and enjoy, and creating wildlife habitats. Their retention helps to prevent 'town cramming'. In addition many of these greenspaces are used for either formal sport or for more passive forms of recreation which are important for exercise and contribute to a healthy lifestyle.
- 12.2 These greenspaces often come under pressure for development, particularly for housing and employment developments. The Government in revised Planning Policy Guidance Note 17 'Planning for Open Space, Sport and Recreation' (July 2002) attaches great importance to the protection of all greenspaces, recognising that once built on they are likely to be lost to the community forever. The Council wishes to retain and wherever possible enhance a network of both large and small urban greenspaces for the benefit of the community.
- 12.3 However the distribution of green space in the urban areas is not even. Deficiencies exist, both in parts of the inner urban area, which are particularly densely built up, and in some of the suburban areas. The Council aims to remedy those deficiencies whenever resources and circumstances permit and ensure that new areas of deficiency are not created. To achieve this, policies to protect existing and facilitate the provision of new open space, are set out below. In particular, policies to protect existing and facilitate the provision of new recreation open space and playing fields are proposed with the objective of meeting the National Playing Fields Association (NPFA) 6 acre (2.4 ha) per 1000 population minimum standard of provision. This is supported by the Council's 'Strategy for Sport and Recreation'.
- 12.4 To complement the approach in this Plan, the Council has produced other strategies, which underpin the importance of greenspace within the urban areas. In particular, the Council's Nature Conservation Strategy, 'Nature and People', recognises the significance of a greenspace network, not only their ecological value as wildlife corridors, but also to encourage greater public access to nature conservation areas. In addition a Woodland Strategy for the District was produced by the Council in 1991 (currently being updated), which acknowledges the value of trees in the urban setting. In conjunction with this strategy, the Council is working in partnership with the Forestry Commission, NUFU (National Urban Forestry Unit), Yorkshire Forward, White Rose Forest and Forest of Bradford to enhance the urban tree cover of the District, especially on brownfield and derelict sites and along transport corridors as a contribution to the urban greenspace network.

### Urban Green space

- 12.5 The urban greenspaces identified on the Proposal Maps represent the most significant greenspaces in terms of size or prominence within the urban areas. Many of them have remained open for historic reasons. They provide a green framework for the regeneration of the urbanised parts of the District and are often large enough to bring the character of the countryside into the town. There is potential for their wildlife and ecological value to be enhanced. The level of public access is not a criteria for defining and designating a Urban Greenspace. However, like the countryside, they all have a minimum level of access through public rights of way.



**POLICY OS1****WITHIN URBAN GREENSPACES DEFINED ON THE PROPOSALS MAPS DEVELOPMENT WILL NOT BE PERMITTED UNLESS IT:**

- (1) RETAINS THEIR OPEN AND GREEN CHARACTER AND**
- (2) THROUGH DESIGN MAKES A POSITIVE CONTRIBUTION TO THE CHARACTER AND AMENITY OF SUCH AREAS.**

**DEVELOPERS AND LANDOWNERS ARE ENCOURAGED TO PREPARE MANAGEMENT PLANS FOR THE IMPROVEMENT AND UPKEEP OF THE URBAN GREEN SPACE, AS PART OF DEVELOPMENT PROPOSALS WHICH ARE ACCEPTABLE UNDER THE POLICY.**

- 12.6 In considering whether a development proposal will be acceptable under the policy the key test will be the impact on openness. Therefore built development, for example new dwellings, which would have a detrimental impact upon openness and would not be acceptable. Appropriate uses within these areas may include urban woodlands, cemeteries, horticulture, and outdoor sports and recreation where the proposals retain the open and green character of the area. However, some works to open land or changes of use of open land which while safeguarding openness may not be acceptable where they have an adverse impact on the green character of the space. Development adjacent to Urban Greenspaces will be expected to contribute to maintaining their green character, particularly through a high standard of landscaping. The Council is particularly concerned to prevent, through Policy OS1, the piecemeal 'nibbling' away of these areas by the construction of individual new buildings. However, the Council recognises that there are some existing uses within or on the edges of Urban Greenspaces, especially schools and other institutions, which will have development needs. It is not the Council's intention to prejudice the interests of the owners of such properties in carrying out reasonable development associated with the existing use by the application of Policy OS1.
- 12.6a Where development is appropriate by way of openness it should also contribute to the character and amenity of the area by ensuring high quality design and landscaping. See also Policies D1 and D5.
- 12.7 The Council will encourage developers and landowners to manage the areas of urban greenspace so as to contribute, as appropriate to the regeneration, restoration, enhancement, maintenance or active conservation of the green space.
- 12.8 Where Urban Greenspaces contain Recreation Open Space, Playing Fields or Allotments as set out below, Policies OS2, OS3 and OS6 respectively will also apply to the appropriate area. However, in assessing development proposals the requirements of Policy OS1 will take precedence.

**Recreation Open Space**

- 12.9 An important part of the green space network are the open spaces used for recreation purposes. The value of such recreation open space is recognised by the Government in Planning Policy Guidance Note 17, which states that "opportunities for recreation should, wherever possible, be available to everyone".
- 12.10 The Council recognises the importance of sport and recreation and the contribution these make to healthy lifestyles through opportunities for exercise. It has prepared 'A Strategy for Sport and Recreation', which provides a framework for the Council and its partners, as to the communities needs and how they can work together to meet them. More detailed strategic plans for specific development areas, such as, Playing Pitches and other

strategies such as 'Fair Play' the Playground Strategy, support this. The policies below seek to support the objectives of these strategies, through the protection of existing recreation open space and playing fields and the provision of new facilities.

- 12.11 Land falling within what the Council considers to be recreation open space include the range of sites listed in PPG17, that is, land used for informal recreation such as parks and recreation grounds, including equipped children's playgrounds, as well as playing fields formally laid out for team sports. However, it is important to note that the policy also applies to what may be described as casual or informal open spaces/amenity areas situated around and between developments, such as on a housing estate, which are regularly used by people, particularly children and the elderly for recreation. Areas such as these often provide valuable facilities for informal play in a secure environment close to where children live, but they also provide an important local amenity for the adult population. This reflects the advice in PPG17, which stresses the importance of people, having access to open space close to where they live. This kind of recreational land is also referred to as "casual or informal play space within housing areas" in the National Playing Fields Association (NPFA) 'Six Acre Standard' (1992).
- 12.12 Those areas above 0.4ha falling under this policy are identified clearly on the Proposals Maps but there are many sites under 0.4ha which are not mapped but which fall within the categories outlined above, particularly the informal recreation areas. Identifying such small sites will inevitably be a matter of judgement according to the particular circumstances.
- 12.13 Recreation land is particularly vulnerable to development pressure and has over time suffered loss and degradation. However, as people's leisure time continues to increase, demand for both formal and informal recreation open space remains high. The Government recognises this and in PPG17 attaches great importance to the retention of recreation and amenity open space.
- 12.14 The Government, in PPG17, does not prescribe national standards for recreational provision and says it is for local authorities to undertake robust assessments to identify future needs of local communities for sport and recreation. The assessments should be used to derive local standards for the provision of open space, sports and recreation provision. Although the Council has not developed its own minimum standards for recreation open space, recent studies in the urban areas of Bradford, Shipley and Keighley have shown that overall provision falls below 'The Six Acre Standard' set by the National Playing Fields Association (NPFA). The NPFA's 'Outdoor Playing Space' category is broadly the same as the Council's 'Recreation Open Space' as defined in Policies OS2 to OS4.
- 12.15 As the District has a growing population with increasing numbers of children, particularly in the urban areas, the Council believes the standards set by the NPFA are an appropriate level of provision to work towards, in the absence of a locally derived standard based upon an up to date and robust assessment. Therefore, a main objective for the policies on recreation open space is to seek to achieve, as a minimum, the following provision, based upon 'The Six Acre Standard', for open space in the District:
- 0.8 ha of recreation open space, including children's play space and informal space, per 1000 population.
  - 1.6 ha of playing fields per 1000 population.
- 12.15a Work has recently begun to develop a detailed strategy for playing pitch provision within Bradford as part of a West Yorkshire initiative supported by Sport England. The outcomes will include a comparative profile of outdoor playing pitch sport in the region and an analysis of cross boundary issues, and an individual strategy for Bradford. This work will

be based upon the methodology developed by Sport England which provides a more detailed assessment than that provide by the NPFA Standard. When complete this will inform future provision of new outdoor playing pitches and the improvement and protection of existing facilities. The assessment will inform an early review of the Plan to bring it into line with revised PPG17 and set appropriate local standards.

- 12.16 The policies to achieve this objective are set out below. They are concerned with the protection of existing recreation open space and playing fields, measures to remedy deficiencies, and measures to ensure new housing development has adequate recreation open space.

### **The Protection of Existing and New Recreation Open Space**

- 12.17 The Proposals Map identifies the areas of recreation open space over 0.4 hectares throughout the District, which are to be protected by the Policy OS2. This ranges from the informal green space used as a 'kick about' area to the large Victorian parks.

#### **POLICY OS2**

#### **DEVELOPMENT WILL NOT BE PERMITTED ON LAND SHOWN ON THE PROPOSALS MAPS AS RECREATION OPEN SPACE OR ON SITES OTHERWISE USED AS RECREATION OPEN SPACE UNLESS:**

- (1) THE LOSS OF RECREATION OPEN SPACE DOES NOT LEAD TO OR EXACERBATE A LOCAL DEFICIENCY IN THE AVAILABILITY OF OPEN SPACE AND THE SITE COULD NOT BE USED TO HELP MEET ANY DEFICIENCY IN ANOTHER TYPE OF OPEN SPACE;**
- (2) THE DEVELOPMENT PROPOSAL PROVIDES FOR EQUIVALENT ALTERNATIVE PROVISION IN TERMS OF SIZE AND QUALITY WHICH IS CLOSE TO EXISTING USERS;**
- (3) AND IN EITHER CASE IT DOES NOT RESULT IN A SIGNIFICANT LOSS OF AMENITY.**
- (4) THE DEVELOPMENT PROPOSAL IS ANCILLARY TO AND SUPPORTS THE RECREATIONAL USE, AND WOULD NOT SIGNIFICANTLY AFFECT**
  - THE QUANTITY AND QUALITY OF OPEN SPACE**
  - ITS RECREATIONAL FUNCTION**
  - THE CHARACTER AND APPEARANCE OF THE RECREATION OPEN SPACE.**

- 12.18 This policy will apply to all land used as recreation open space including those created during the lifetime of the Plan and existing recreation open spaces, which are too small to show on the Proposals Maps (i.e. under 0.4 hectares).
- 12.19 Unless or until the Council adopts its own standards for recreation open space, the level of deficiency will be determined with reference to the objective of meeting the NPFA standard and an assessment of how accessible the open space is, for example, whether there are physical barriers such as roads between potential users and the recreation open space. A similar assessment will be made to test the suitability of any alternative provision offered as part of the proposed development. In this context, the Council accepts that, in certain situations, it may be possible for a recreational facility to be reduced in size if the quality of the facilities provided is significantly improved. This flexibility is covered by criterion (ii) of Policy OS2.

- 12.20 Where recreation open space is within Urban Greenspace, Policy OS1 will take precedence over the above policy.

### The Protection of Playing Fields

- 12.21 There is a strong demand for bookable playing field provision for team sports throughout the District. The Council through its Recreation Division manages 138 winter/summer pitches used by 271 teams on a formalised letting basis. On average there are 10 teams both winter and summer on a waiting list and many teams travel distances of some 3-5 miles to obtain facilities which makes it difficult to maintain links with the team's local community. The Council's draft 'Playing Pitch Strategy' (October 2000) outlines the state of playing fields in the District. It highlights that there is insufficient capacity, either in the public, private or voluntary sector, in terms of quantity and quality to meet existing and future demand. The Council is committed through the Strategy to:
- retain current playing fields both Council and private and voluntary sector;
  - improve the quality of existing facilities;
  - to increase the overall provision of sports pitches to meet the growing demand from newly – formed and expanding teams and clubs in particularly to meet the needs of young people;
  - undertake a outdoor playing pitch facility study for the District.
- 12.22 Revised Planning Policy Guidance Note 17 encourages Local Planning Authorities to protect both public and private playing fields to meet the local communities needs. Recent Ministerial statements and directions as well as revised PPG17, have sought to strengthen the protection of playing fields. In 1996 Sport England was made a statutory consultee, on planning applications for development affecting existing playing fields, land which has been used as a playing field in the previous 5 years or allocated for use as a playing field in a development plan. The Town and Country Planning (Playing Fields) (England) Direction 1998 relates specifically to playing fields owned by a local authority or used by an educational establishment. It requires that, where a local planning authority proposes to grant planning permission involving the loss of a playing field despite an objection from Sport England, the authority must notify the Secretary of State, who will determine whether the application should be called in for decision. Revised PPG 17 advises that existing playing fields should not be built upon unless an assessment has been undertaken which clearly shows that the open space is surplus to requirements. In the absence of an up to date robust assessment Local Planning Authorities are advised to give very careful consideration to any planning application involving development on playing fields. Revised PPG17 sets out several key tests, which should be met before development on playing fields would be allowed. These are reflected in the criteria under Policy OS3.
- 12.23 Policy OS3 sets out to protect existing and proposed playing fields shown on the Proposals Maps and new playing fields created during the lifetime of the Plan.

### **POLICY OS3**

#### **DEVELOPMENT WILL NOT BE PERMITTED ON LAND SHOWN ON THE PROPOSALS MAPS AS PLAYING FIELDS OR OTHERWISE USED AS PLAYING FIELDS, UNLESS:**

- (1) THERE IS A DEMONSTRABLE EXCESS OF PLAYING FIELD PROVISION IN THE AREA AND THE SITE COULD NOT BE USED TO HELP MEET ANY DEFICIENCY IN ANOTHER TYPE OF OPEN SPACE; OR**
- (2) THE DEVELOPMENT PROPOSAL PROVIDES FOR ALTERNATIVE PROVISION IN THE FORM OF EQUIVALENT OR BETTER QUALITY AND OF EQUIVALENT OR**

**GREATER QUANTITY OF PLAYING FIELD PROVISION IN A SUITABLE LOCATION, OR IF SUITABLE REPLACEMENT LAND DOES NOT EXIST, THE PLAYING FIELDS CAN BE SATISFACTORILY RE-LOCATED ELSEWHERE WITHIN THE SAME NEIGHBOURHOOD; OR**

- (3) THE PROPOSED DEVELOPMENT ONLY AFFECTS LAND WHICH IS INCAPABLE OF FORMING A PLAYING PITCH (OR PART OF ONE), OR**
- (4) THE PROPOSED DEVELOPMENT IS FOR AN OUTDOOR OR INDOOR SPORTS FACILITY OF SUFFICIENT BENEFIT TO THE DEVELOPMENT OF SPORT TO OUTWEIGH THE LOSS OF THE PLAYING FIELD, OR**
- (5) THE DEVELOPMENT IS ANCILLIARY TO THE PRINCIPAL USE OF THE SITE AS A PLAYING FIELD OR PLAYING FIELDS AND DOES NOT AFFECT THE QUANTITY AND QUALITY OF PITCHES OR ADVERSLY AFFECT THEIR USE, AND**
- (6) THE PLAYING FIELD IS NOT IMPORTANT TO THE CHARACTER OF THE SURROUNDING AREA OR TO LOCAL AMENITY.**

12.24 The Council will assess the adequacy of provision with reference to the NPFA minimum recommended standard, the findings of the District's Playing Field Survey (when completed), and evidence of demand for the facility in question and other facilities which are accessible to users. Where playing fields are within Urban Greenspaces, Policy OS1 will take precedence over the above policy. Where playing fields also serve a local community for informal recreation, for example, where they are within parks, Policy OS2 will also apply.

12.24a Development of ancillary facilities such as changing rooms and appropriate social facilities is normally considered to be acceptable provided they do not reduce the size or number of playing pitches on site.

### **Remedying Deficiencies**

12.25 The Council will when opportunities arise and resources permit add new open space provision in those areas which fall significantly below the NPFA standards through lack of adequate open space for the number of people living in the area or an inability to gain access to provision because of physical barriers eg major roads and/or distance i.e. the nearest provision being more than 400 metres away.

12.26 Indeed the Plan contains new allocations for recreation open space. Some have recently been brought into use, whilst others have funding committed and so will be implemented in the lifetime of the Plan. It is intended that these sites will be protected from other forms of development.

### **POLICY OS4**

**NEW SITES FOR PLAYING FIELDS AND RECREATION OPEN SPACE ARE IDENTIFIED ON THE PROPOSALS MAPS. PERMISSION WILL NOT BE GRANTED FOR THE DEVELOPMENT OR USE OF THESE AREAS FOR ANY OTHER PURPOSE.**

12.27 Additional sites may come forward or existing commitments reviewed when the findings of the recreation open space strategy and the outdoor playing pitch facilities study, are available.

12.28 Also, within the inner urban areas the Community Priority Areas Policy CF6 gives a high priority to the provision of open space on unallocated sites within the areas. This is in recognition of the importance the community attaches to this provision and the existing high density of development in these areas.

### Provision of Recreation Open Space and Playing Fields for New Development

- 12.29 All new residential development, irrespective of size, will create additional demands for recreational open space in the form of children's play space and informal open space, as well as for formal open spaces for outdoor sport and recreation in the form of playing fields. It is essential that people have easy access to open space close to where they live to meet their sporting or leisure needs. Therefore, developers will be expected to make appropriate provision for both recreation open space and playing fields to meet the needs generated by the development.

#### **POLICY OS5**

#### **NEW RESIDENTIAL DEVELOPMENT WILL BE REQUIRED TO MAKE APPROPRIATE PROVISION OF OR EQUIVALENT COMMUTED PAYMENT FOR:**

- (1) RECREATION OPEN SPACE, INCLUDING CHILDREN'S PLAY SPACE AND INFORMAL OPEN SPACE, TO A MINIMUM STANDARD OF 20 SQUARE METRES PER DWELLING (INCLUDING A SUITABLY DESIGNED AND EQUIPPED PLAY AREA IN DEVELOPMENTS OF 0.8ha OR 50 OR MORE FAMILY DWELLINGS);**

**AND**

- (2) PLAYING FIELDS, TO A MINIMUM STANDARD OF 40 SQUARE METRES PER DWELLING.**

**PROVISION WILL BE LOCATED WITHIN THE SITE, HOWEVER WHERE THIS IS INAPPROPRIATE, OFF SITE PROVISION OR IMPROVEMENTS TO EXISTING LOCAL PROVISION CAN BE SUITABLE ALTERNATIVES. DEVELOPERS WILL BE REQUIRED TO MAKE ARRANGEMENTS FOR ADEQUATE MAINTENANCE OF ANY NEW PROVISION.**

- 12.30 The appropriate level of provision is based upon the National Playing Field Association's Minimum standard. In determining the requirement, mitigating factors, such as abnormal site costs, will be taken into account.
- 12.31 The precise form and disposition of provision required will have regard to the particular needs and circumstances of each new development. Consideration will be given in particular to the size of the site; dwelling type; likely residents; and the level of existing local provision.
- 12.31a Policy OS5 also applies to recreation open space and playing fields for new residential development in settlements outside the urban areas.
- 12.32 Any new provision should normally be located within the site, where it should form an intrinsic part of the layout, and should be useable, in terms of it being of an appropriate size, secure, open to natural surveillance While avoiding adverse amenity affects. In the case of smaller developments it may be appropriate to improve the quality of existing recreation open space, which is accessible to the development to deal with additional usage brought about by the development. It is important that new recreational open space provision is within walking distance of the intended users, this is particularly important for children's play space.
- 12.33 A development of 50 family dwellings, will accommodate enough children to warrant the provision of an equipped area for play as part of the Recreation open space, based on the NPFA recommended threshold for a Local Equipped Area for Play (LEAP). A family dwelling is normally considered to be a dwelling with 2 or more bedrooms.

- 12.34 The Council has produced advice contained in Supplementary Planning Guidance on the 'Provision of Children's Play Space Within New Residential Developments' (December 1994) to help developers implement this policy in a way which ensures good quality provision in the right locations.
- 12.35 Most sites will not be of sufficient size to warrant a whole new playing field. The Council, on such sites will require developers to contribute towards playing field provision by contributing an appropriate equivalent sum for funding neighbourhood provision. This may be for improvements to existing playing fields or towards new playing field provision. Additional playing field provision and improvements to existing will reflect the recommendations in the emerging playing field strategy and the findings of the outdoor playing pitch facility study. Supplementary planning guidance will also be prepared to guide new provision and indicate the levels of contribution, which will be appropriate from a proposed development.
- 12.36 Developers should demonstrate that proper provision has been made to safeguard the long term use and maintenance of any open space provision in accordance with the advice contained in Supplementary Planning Guidance on the 'Provision of Children's Play Space Within New Residential Developments' and its successor documents. These arrangements are normally be secured through the use of a planning obligation or planning conditions.
- 12.36a The provision of built facilities for sport and recreation is dealt with in Chapter 11 Community Facilities, see Policies CF7A and CF7B.

### Allotments

- 12.37 Allotment gardens provide for a valuable leisure pursuit, particularly for people who have little or no garden space of their own. Whilst demand for allotment plots is generally high, with many Council sites fully tenanted, there are some parts of the District where demand is low particularly where problems of vandalism and trespass exist.
- 12.38 The Council has a policy of providing secure and serviced allotments sites where required, whilst rationalising under-utilised allotment areas. To ensure that future demand for allotments is adequately met and to reflect the Council's overall approach, both public and private allotments of value to the community are protected by the Plan.

### **POLICY OS6**

#### **ON LAND ALLOCATED ON THE PROPOSALS MAPS AS ALLOTMENTS OR ON SITES UNDER 0.4 HECTARES USED AS ALLOTMENTS, DEVELOPMENT WILL NOT BE PERMITTED UNLESS:**

**(1) ALTERNATIVE SATISFACTORY PROVISION CAN BE MADE; OR**

**(2) COMMUNITY SUPPORT FOR THE ALLOTMENTS IS DEMONSTRABLY NEGLIGIBLE.**

- 12.39 Where the support for an allotment appears to be negligible, the Council will take steps to encourage their use in the local Community before considering alternative uses of the land. Also where the allotment is within an area which has a deficiency in open space provision in particular within Community Priority Areas, the need for it to be used for alternative recreational or amenity open space uses will be considered first before other forms of development are accepted. Further advice on the protection of the allotments is contained in revised PPG17 'Sport, Open Space and Recreation'
- 12.40 Policy OS6 also applies to allotments in settlements outside the urban area.

### Village Greenspace

- 12.41 Apart from open countryside, which surrounds and acts as a setting for the villages of the District, there are often pieces of greenspace within the settlements themselves which are of significant amenity and/or recreational value. Those greenspaces of recreational value to the community are identified on the Proposals Map as Recreation Open Space or Playing Fields and protected through Policies OS2 and OS3 respectively.
- 12.42 There are some other areas of greenspace which have an important local amenity value, contributing to the character and setting of the village. Development of these areas, some of which may be privately owned or include areas of Recreation Open Space, would be harmful to the visual, quality, character and setting of the village. This is particularly so where the land is very prominent within the village or where it possesses good tree cover. Areas such as these, which are greater than 0.4 hectares in size, are identified on the Proposals Maps as 'Village Greenspace' and protected through Policy OS7.

#### **POLICY OS7**

**ON LAND DEFINED ON THE PROPOSALS MAPS AS VILLAGE GREENSPACE, DEVELOPMENT WILL NOT BE PERMITTED WHERE IT WOULD RESULT IN THE LOSS OF OPEN SPACE WHICH IS IMPORTANT TO THE CHARACTER, VISUAL AMENITY AND LOCAL IDENTITY OF THE SETTLEMENT.**

- 12.43 There are also a number of such areas, which are less than 0.4 hectares and hence are not shown on the Proposals Maps. In order to also retain these valuable village open spaces, applications for infill development in the villages will be assessed against Policy OS8.

#### **POLICY OS8**

**PROPOSALS FOR DEVELOPMENT ON SMALL AREAS OF OPEN LAND IN THE VILLAGES OF:**

- |                        |                        |
|------------------------|------------------------|
| ■ ADDINGHAM            | ■ THORNTON             |
| ■ HAWORTH              | ■ DENHOLME             |
| ■ BURLEY-IN-WHARFEDALE | ■ WILSDEN              |
| ■ OAKWORTH             | ■ EAST MORTON          |
| ■ MENSTON              | ■ HARDEN               |
| ■ OXENHOPE             | ■ STEETON AND EASTBURN |
| ■ CULLINGWORTH         |                        |

**WILL NOT BE PERMITTED WHERE IT WOULD RESULT IN THE LOSS OF OPEN SPACE WHICH IS IMPORTANT TO THE CHARACTER, VISUAL AMENITY AND LOCAL IDENTITY OF THE SETTLEMENT.**

- 12.43a In some of the listed settlements work has been undertaken to identify these small areas of locally important open space through the preparation of Village Design Statements. Where such local guidance has been produced which identify areas, which meet the criteria of the Policy OS8, these will be given commensurate weight according to their status and level of public consultation.
- 12.44 Valuable greenspaces in smaller villages "washed" over by Green Belt notation are adequately protected by Policies GB1 and GB3. Therefore Policies OS7 and OS8 do not apply to these villages.



# CHAPTER 13

---

## Controlling Development in the Green Belt

## 13.0 Introduction

- 13.1 Within the Green Belt there is a general presumption against inappropriate development and a requirement that proposals will not harm the distinctive identity of Bradford's countryside. The Council will therefore only support developments which accord with those UDP Policies relating to development in the Green Belt (Policies GB1 to GB6A), with preference being given to proposals which would help to maintain the quality and distinctiveness of the countryside.
- 13.2 The following policies set down basic principles to strictly control development in the Green Belt within the guidelines set by Planning Policy Guidance Note 2, (Revised) Green Belts (PPG2) in order to ensure that the objectives of the Green Belt listed above are achieved.
- 13.3 In addition the Council is currently reviewing its Supplementary Planning Guidance on "Development in the Green Belt and Other Rural Areas". This will provide additional detailed guidance, expanding on the basic principles set down in Policies GB1-GB6A below, dealing in particular with matters such as design, siting and materials.

### **POLICY GB1**

**EXCEPT IN VERY SPECIAL CIRCUMSTANCES, PLANNING PERMISSION WILL NOT BE GIVEN WITHIN THE GREEN BELT AS DEFINED ON THE PROPOSALS MAPS FOR DEVELOPMENT FOR PURPOSES OTHER THAN**

**(1) AGRICULTURE AND FORESTRY, ESSENTIAL FACILITIES FOR OUTDOOR SPORT AND OUTDOOR RECREATION, CEMETERIES;**

**OR**

**(2) FOR OTHER USES OF LAND WHICH PRESERVE THE OPENNESS OF THE GREEN BELT AND WHICH DO NOT CONFLICT WITH THE PURPOSES OF INCLUDING LAND IN IT.**

- 13.4a The definition of development includes the construction of new buildings, engineering and other operations as well as the making of any material change in the use of land.
- 13.4 It will be for applicants to demonstrate that very special circumstances exist to justify uses other than those set out in Policy GB1.

### **New Buildings**

- 13.5 Under Policy GB1 certain new buildings may be acceptable in principle in the Green Belt. However, Government guidance states that it is important that new development should not injure the visual amenities of the Green Belt. To ensure this the following policy will apply:

### **POLICY GB2**

**WITHIN THE GREEN BELT, NEW BUILDINGS WHICH MAY BE ACCEPTABLE IN PRINCIPLE SHOULD BE SITED SO THAT THEY RELATE CLOSELY TO EXISTING BUILDINGS, OR, WHERE THEIR FUNCTIONAL REQUIREMENTS DEMAND OTHERWISE, IN AN UNOBTRUSIVE POSITION WITHIN THE LANDSCAPE. WHERE APPROPRIATE, ADDITIONAL TREE PLANTING AND LANDSCAPING SHOULD BE INCLUDED TO FURTHER REDUCE THE IMPACT OF THE BUILDINGS.**

**Infill**

- 13.6 In the Green Belt there are often gaps within existing settlements or within groups of existing buildings where a strictly limited amount of new building could occur without resulting in any encroachment of development into open countryside and without conflicting with other objectives of the Green Belt. It is important however that such development is strictly controlled.
- 13.7 To ensure infill development is strictly controlled, the following policy will apply:

**POLICY GB3**

**WITHIN THE SETTLEMENTS LISTED BELOW AND WASHED OVER BY THE GREEN BELT PLANNING PERMISSION WILL ONLY BE GRANTED FOR INFILLING PROVIDED THAT:**

- (1) IT FALLS WITHIN THE INFILL BOUNDARY OF THE SETTLEMENT, AS DEFINED ON THE PROPOSAL MAP**
- (2) IT FILLS A SMALL GAP IN A SMALL GROUP OF BUILDINGS;**
- (3) IT IS RELATED TO THE SCALE OF THE SETTLEMENT AND DOES NOT ADVERSELY AFFECT THE CHARACTER OF THE SETTLEMENT OR ITS SURROUNDINGS.**

**IT WOULD NOT RESULT IN THE LOSS OF OPEN SPACE WHICH IS IMPORTANT TO THE CHARACTER, VISUAL AMENITY AND LOCAL IDENTITY OF THE SETTLEMENT**

**PROPOSALS FOR THE EXTENSION OF THE LISTED SETTLEMENTS WILL NOT BE PERMITTED.**

**SETTLEMENTS WHERE THIS POLICY APPLIES ARE:-**

- |                 |                 |
|-----------------|-----------------|
| ■ BRUNTHWAITE   | ■ KEELHAM       |
| ■ DENHOLME GATE | ■ LAYCOCK       |
| ■ ESHOLT        | ■ MICKLETHWAITE |
| ■ GOOSE EYE     | ■ STANBURY      |
| ■ HAINWORTH     | ■ TONG          |
| ■ HARECROFT     |                 |

- 13.8 Infill will only be allowed within the boundaries identified on the proposals map for each of the named settlements, subject to compliance with the other three considerations.
- 13.9 For the purpose of this Policy an 'infill' site is a small gap in a small group of buildings, normally sufficient for example for only one dwelling, which is bounded by buildings on at least two sides. Where small areas of open land within recognised settlements make an important contribution to the character of the settlements, infilling will not be permitted.
- 13.10 The Policy recognises that there are important green spaces within the settlements, which are often too small to identify on the plan but should be safeguarded from infill.
- 13.11 Limited Affordable Housing for local community needs may be acceptable according to PPG2 and Annex B of PPG3 'Housing'. Such development will only be allowed where it accords with Policy H10.

### Conversions/Change of Use

- 13.12 As a result primarily of changes in the practice and economics of farming there are likely to be a number of substantial and attractive agricultural buildings which, during the lifetime of the Plan, may no longer be needed for agricultural purposes. These buildings could fall into disrepair if not put to some alternative use.
- 13.13 PPG2 encourages the appropriate re-use of such buildings in order to help diversify the rural economy. Therefore where a building is of permanent and substantial construction and capable of conversion without major or complete reconstruction:

#### **POLICY GB4**

#### **PLANNING PERMISSION FOR THE CONVERSION OR CHANGE OF USE OF BUILDINGS IN THE GREEN BELT WILL BE GRANTED WHERE THE PROPOSAL SATISFIES ALL OF THE FOLLOWING CRITERIA:**

- (1) IT DOES NOT HAVE A MATERIALLY GREATER IMPACT THAN THE PRESENT USE ON THE OPENNESS OF THE GREEN BELT AND THE PURPOSES OF INCLUDING LAND IN IT;**
  - (2) IT DOES NOT ADVERSELY AFFECT THE CHARACTER OF THE BUILDING AND ITS SURROUNDINGS;**
  - (3) IT DOES NOT INVOLVE THE COMPLETE OR SUBSTANTIAL REBUILDING OF THE BUILDING;**
  - (4) IT INVOLVES ONLY MINOR CHANGES TO THE ORIGINAL BUILDING AND THE VOLUME, FORM AND MATERIALS OF THE BUILDING REMAIN SUBSTANTIALLY THE SAME;**
  - (5) THE DEVELOPER ENSURES THAT ALL INFRASTRUCTURE CONSTRAINTS ARE ADEQUATELY OVERCOME WITHOUT ADVERSELY AFFECTING THE CHARACTER OF THE GREEN BELT;**
  - (6) IT DOES NOT LEAD TO PRESSURES FOR ADDITIONAL FARM OR OTHER BUILDINGS TO REPLACE THOSE WHICH HAVE BEEN CONVERTED TO OTHER USES.**
- 13.14 Proposals which may involve the extension of converted buildings, will be critically assessed against Policy GB5 to ensure that they do not detract from the character of the building.
- 13.15 Particular infrastructure concerns, which could affect the character of the Green Belt include the means of access and provision of public utilities.
- 13.16 Where the proposal is for the conversion of a building, which forms an integral part of a group of buildings, it must ensure that the character of the group as a whole as well as the actual building is not harmed.
- 13.17 When considering proposals for the reuse of agricultural buildings for non-agricultural purposes, the Council will consider whether the proliferation of farm buildings constructed under permitted development rights could have a seriously detrimental effect on the openness of the Green Belt. In such situations the Council will determine, with reference to the guidance in Annex D paragraph 2 of PPG2, whether it would be appropriate to impose a condition withdrawing their right for new farm buildings in respect of that particular agricultural unit or holding.

- 13.18 Proposals for the conversion of buildings to residential use will be treated with particular caution as they can often have an unacceptably detrimental effect on both the character of the building and on the surrounding countryside (particularly through the creation of a residential curtilage). This is particularly the case with isolated buildings in the open countryside, and hence in appropriate circumstances, the Council will withdraw residential permitted development rights from rural buildings when granting planning permission for residential conversion.
- 13.19 Proposals for the conversion of listed buildings will also be assessed against Policies BH1 and BH4.
- 13.19a Protected species (for example bats) may occupy former agricultural or other buildings in the Green Belt. Therefore it is important that developers carry out an ecological appraisal to determine whether the development would affect a protected species (see Policy NE11). Where the development is likely to affect a protected species the proposal will be assessed against Policy NE10.

### Extensions

- 13.20 There are many existing dwellings within the Green Belt which occupiers, in response to their changing requirements, may wish to extend or alter. Whilst the extension or alteration of dwellings within the Green Belt may be acceptable in principle, proposals will be strictly controlled to ensure that they do not detract in any way from the character of the Green Belt or of the original dwelling.

### **POLICY GB5**

#### **PLANNING PERMISSION FOR THE EXTENSION AND/OR ALTERATION OF DWELLINGS WITHIN THE GREEN BELT WILL NOT BE GRANTED UNLESS THE PROPOSAL SATISFIES ALL OF THE FOLLOWING CRITERIA:**

- (1) IT DOES NOT ADVERSELY AFFECT THE CHARACTER OF THE GREEN BELT;**
- (2) IT DOES NOT ADVERSELY AFFECT THE CHARACTER OF THE ORIGINAL DWELLING AND ANY ADJACENT BUILDINGS;**
- (3) IT DOES NOT RESULT IN DISPROPORTIONATE ADDITIONS OVER AND ABOVE THE SIZE OF THE DWELLING AS ORIGINALLY BUILT.**

- 13.21 The design and detailing of the extension/alteration should be in character with the dwelling as originally constructed and adjacent buildings. Particular attention will be paid to proposals for extensions to dwellings which have already been extended and extensions should be limited to what is necessary to provide a reasonable degree of domestic accommodation.
- 13.22 Wherever possible dwellings should be extended into an adjoining building, rather than involve the construction of new ones.
- 13.23 Proposals for extensions to listed buildings will also have to satisfy Policy BH4.

### Replacement Dwellings in the Green Belt

- 13.24 PPG2 allows for the replacement of existing dwellings in the Green Belt, providing the new dwelling is not materially larger than the dwelling it replaces. In order to be acceptable, great care will be required to ensure that the replacement dwelling would not have a greater impact on the openness or the purposes of the Green Belt than the dwelling replaced. Therefore:

**POLICY GB6**

**PLANNING PERMISSION FOR THE REPLACEMENT OF DWELLINGS WITHIN THE GREEN BELT WILL ONLY BE PERMITTED IF THE PROPOSAL SATISFIES ALL OF THE FOLLOWING CRITERIA:**

- (1) THE REPLACEMENT DWELLING AND ANY CURTILAGE DEVELOPMENT WOULD HAVE NO GREATER IMPACT IN TERMS OF HEIGHT, SITING OR SITE COVERAGE THAN THE EXISTING DWELLING AND ITS ASSOCIATED CURTILAGE DEVELOPMENT;**
- (2) THE PROPOSED REPLACEMENT DWELLING AND ASSOCIATED WORKS WOULD MAINTAIN OR ENHANCE THE OPEN CHARACTER AND APPEARANCE OF THE LOCALITY;**
- (3) THE EXISTING DWELLING HOUSE IS CAPABLE OF USE IN ITS PRESENT STATE AND HAS NOT BECOME SO DERELICT THAT IT COULD ONLY BE BROUGHT BACK INTO USE WITH COMPLETE OR SUBSTANTIAL RECONSTRUCTION;**
- (4) USE OF THE EXISTING BUILDING AS A DWELLING HOUSE HAS PLANNING PERMISSION, HAS BEEN GRANTED A CERTIFICATE OF LAWFUL USE, AND THE USE HAS NOT BEEN ABANDONED.**

13.25 In order to be acceptable, great care will be required to ensure that the replacement dwelling would not have a greater impact on the openness or the purposes of the Green Belt than the dwelling replaced. Consideration will be given to the siting of the replacement dwelling in the local landscape and its impact on the openness of the Green Belt.

13.26 The original dwelling should also be of permanent and substantial construction. The replacement of a listed residential building is subject to Policy BH2, which only allows demolition of a listed building in exceptional circumstances.

**Major Developed Sites**

13.27 PPG2 states that Green Belts can contain some major developed sites such as factories, hospitals, water/sewage treatment works and educational establishments. These substantial sites may be in continuing use or be redundant. Limited infilling or redevelopment of major existing developed sites identified in an adopted development plan, which meet the criteria in paragraphs C3 or C4 of Annex C of PPG2 (Revised), is appropriate development. These sites remain subject to development control policy for Green Belt and the Green Belt notation is washed over them.

13.27a PPG2 recognises that there are advantages to permitting limited development at major developed sites within the Green belt provided the development does not prejudice the Green function of the Green belt or the purposes of including land in it. Where the site is continuing use limited infilling may help to secure jobs and prosperity without further prejudicing the Green Belt. Similarly the complete or partial redevelopment of these sites may offer the opportunity for environmental improvement without adding to their impact on the openness of the Green Belt.

13.27b The Council has carried out an assessment of potential sites, which could be identified as Major Developed Sites within the District. A total of three sites have been identified. The Council identified the Major Developed Sites on the basis of several criteria. The first test related to size and looked at whether a site was considered major based upon a guideline of 5ha existing developed area ( includes buildings, structures, hardstanding and circulation space between buildings). The Council also looked at the planning unit and

their capacity to accommodate infill development without compromising the purposes of the Green Belt or its openness. The extent of the existing developed portion of each site is shown on the Proposals Map. The identification of these sites offers a greater degree of flexibility within the Green belt for limited infilling which meet the criteria, provided the proposals are for the current use specified in the policy. All of the sites are in current use as water treatment or waste water treatment works. All of the identified sites are expected to continued in their existing use within the plan period and have been identified in order to facilitate this continuing use.

#### **POLICY GB6A**

**THE FOLLOWING MAJOR DEVELOPED SITES HAVE BEEN IDENTIFIED WITHIN THE GREEN BELT AND ARE SHOWN ON THE PROPOSALS MAP:**

<b>Site</b>	<b>Current Use</b>
<b>Chellow Heights</b>	<b>Water treatment operations</b>
<b>Esholt</b>	<b>Waste water treatment operations</b>
<b>Marley</b>	<b>Waste water treatment operations</b>

**ON THESE SITES LIMITED INFILLING FOR THE CURRENT USE WITHIN THE PRESENT EXTENT OF DEVELOPMENT WILL BE PERMITTED PROVIDING :**

- (1) IT HAS NO GREATER IMPACT ON THE PURPOSES OF INCLUDING LAND IN THE GREEN BELT THAN THE EXISTING DEVELOPMENT;**
- (2) IT DOES NOT EXCEED THE HEIGHT OF THE EXISTING BUILDINGS; AND**
- (3) IT DOES NOT LEAD TO A MAJOR INCREASE IN THE DEVELOPED PORTION OF THE SITE.**

**REDEVELOPMENT OF THE SITES (OR PART OF THE SITES) WILL BE PERMITTED PROVIDING**

- (4) IT HAS NO GREATER IMPACT THAN THE EXISTING DEVELOPMENT ON THE OPENNESS OF THE GREEN BELT AND THE PURPOSES OF INCLUDING LAND IN IT, AND WHERE POSSIBLE HAVE LESS;**
- (5) IT CONTRIBUTES TO THE ACHIEVEMENT OF THE OBJECTIVES FOR THE USE OF LAND IN GREEN BELTS;**
- (6) IT DOES NOT EXCEED THE HEIGHT OF THE EXISTING BUILDINGS; AND**
- (7) THE REDEVELOPMENT WOULD NOT OCCUPY A LARGER AREA OF THE SITE THAN THE EXISTING BUILDINGS, UNLESS THIS WOULD ACHIEVE A REDUCTION IN HEIGHT WHICH WOULD PROVIDE A NET BENEFIT TO VISUAL AMENITY.**

13.27c Infilling under this policy means the filling of small gaps between built development

13.27d The relevant area for the purposes of (7) is the aggregate ground floor area of the existing buildings (the footprint), excluding temporary buildings, open spaces with direct external access between wings of a building, and areas of hardstanding. The character and dispersal of proposed redevelopment will need to be considered as well as its footprint. Additionally, the site should be considered as a whole, whether or not all the buildings are to be redeveloped.





# CHAPTER 14

---

## Natural Environment and the Countryside

## 14.0 Introduction

- 14.1 The countryside of the District is one of its greatest assets. Whilst Bradford is a major city, with other substantial towns in the District, two thirds of the area is rural with moorland and attractive valleys surrounding and penetrating into the urban areas. The quality of Bradford's countryside contributes to the overall quality of life in the Bradford District and plays its part in attracting inward investment, as outlined in the Council's "2020 Vision".
- 14.2 The Council shares the Countryside Agency's vision for the countryside, as set out in the Agency's strategy, "Towards Tomorrow's Countryside" (2001) namely:
- conserving and enhancing the countryside
  - spreading social and economic opportunity for the people who live there
  - helping everyone, wherever they live and whatever their background, to enjoy the countryside
- 14.3 Within this strategy, the Countryside Agency identify a number of broad areas within which they will pursue these overarching objectives, through specific projects such as:
- Countryside On Your Doorstep - creating attractive, accessible greenspace close to home
  - Local Heritage Initiative - helping people care for their landscapes, landmarks and traditions
  - Wider Welcome - opening up more of the countryside for more people, from all backgrounds, to enjoy
  - Vital Villages - equipping communities to shape their future
  - Market Towns - revitalising rural services for the wider countryside
  - Countryside Capital - making the most of the natural asset
- 14.4 These policies also reflect the themes and proposals outlined in the Government's Rural White Paper "Our Countryside: The Future" (2001) which contains proposals relating to:
- Conserving and enhancing our countryside
  - Restoring and maintaining wildlife diversity and the natural environment
  - Increasing enjoyment of the countryside
- 14.4a The Department for Environment, Food and Rural Affairs (DEFRA) set up in 2001 has a central role in taking forward the Government's commitments in the Rural White Paper. It has a wide range of responsibilities including primary food production, environmental protection, and rural economic and social regeneration. Key objectives with implications for land use planning include:
- To protect and improve the rural, urban and marine and global environment and conserve and enhance biodiversity, and to lead integration of these with other policies across Government and internationally.

- To enhance opportunity and tackle social inclusion through promoting sustainable rural areas with a dynamic and inclusive economy, strong rural communities and fair access to services
- Improve enjoyment of an attractive and well managed countryside for all
- To promote sustainable management and prudent use of natural resources domestically and internationally.

In order to achieve these broad objectives, DEFRA's England Rural Development Programme (ERDP) has been developed which provides a range of support for landowners by encouraging sustainable and environmentally friendly farming practice and rural enterprise. In the Bradford District, ERDP agri-environment schemes such as Countryside Stewardship and the Woodland Grant Scheme are contributing to this agenda.

- 14.5 The Unitary Development Plan embraces these national policies and priorities by setting out local policies to fulfil this vision - particularly those within this section and elsewhere (relating to Open Space (eg OS2, and OS3), Heritage, Green Belt, Natural Resources and Economy and Employment).
- 14.6 However, the UDP's policies can only really protect the countryside from unsympathetic development and seek to ensure that the best of the District's environment is retained. It is important that every opportunity is also taken to enhance the countryside through, for instance, sensitive countryside management and environmental improvement. Whilst this generally falls outside the scope of the UDP, the Council is taking action to enhance the countryside. The strategic framework for such action is set down in the Council's Landscape Character Study, the Nature Conservation Strategy "Nature and People" and in other strategies such as the Woodland Strategy which seeks to significantly increase the extent of woodlands in the District.

### **Countryside Management**

- 14.7 The Council recognises that it must continue to work with the Countryside Agency, other Government agencies, farmers and landowners in the continuing effort to create a sustainable, attractive and multi-purpose countryside.
- 14.8 Countryside recreation is increasingly important as a rural land use and people are visiting the countryside in increasing numbers. Reconciling the conflicting demands evident in the countryside requires skilful management and the Council, through its Countryside and Rights of Way Service, is committed to a programme of countryside and visitor management in partnership with the local community, voluntary groups and national and regional agencies.
- 14.9 Examples of current action include:-
- Maintenance and signposting of the local footpath network - including regional and national trails such as the Bronte Way, the Dalesway and the Pennine Way.
  - Local Biodiversity Action Plans - produced in partnership with local interest groups, these seek to identify and protect locally important wildlife and habitats
  - Management of countryside sites in both the rural and urban parts of the District so that nature conservation goes hand in hand with public access
  - Encouragement of under-represented groups to enjoy Bradford's countryside and open spaces - for example by working with Asian communities in South Bradford

- Supporting initiatives within the District such as the Forest of Bradford community woodland project and voluntary groups to become involved in enhancing the local environment.
- Supporting initiatives which seek to enhance the area's natural heritage on a regional basis, such as the Southern Pennines Heritage Strategy and related documents which have been produced through the Standing Conference of South Pennine Authorities (SCOSPA).

### Access and Rights of Way

Paragraphs 14.10 to 14.8 and Policy NE1 [deleted]

### Countryside Recreation

- 14.19 Visitors to the countryside need to be encouraged in order to provide opportunities for agricultural diversification, to provide an incentive for environmental improvement and in order to secure recreational benefits. However, it is important to recognise the impact visitors have on the countryside and that the pressures which result need to be carefully managed in order to prevent the quality of the countryside from being diminished.
- 14.20 The Council also acknowledges the importance of the farming community as custodians of Bradford's countryside and recognises the increasing need to diversify their work in the face of falling farm incomes. The Council will therefore continue to work positively with farmers/landowners to find acceptable ways to diversify the rural economy in order to ensure that the countryside is properly cared for in the future. Preference will be given to proposals which protect the diversity and quality of the countryside.
- 14.21 In recent years the countryside has come under increasing pressure for development of more formal leisure and recreation facilities such as ski slopes on prominent open moorland, and golf courses and golf driving ranges on agricultural land. Much of this development pressure has arisen because of the ongoing changes in agriculture as farmers seek alternative sources of income and hence alternative uses for their land.
- 14.21a Some outdoor sporting activities likely to cause disturbance by way of noise or nuisance (for example land based motor sports) will need particularly careful consideration in order to avoid adverse impact on the local amenity.
- 14.21b Water bodies are a major resource that could be better developed for public use and enjoyment. However, these can also be of considerable ecological value and there is a need to balance recreational and ecological needs. The Council generally supports the recreational use of the District's rivers, canals, lakes, reservoirs and other water courses, where the water quality permits and where such uses will not be detrimental to water quality or the ecological value of the area. Development proposals which impact upon watercourses or water bodies will also be assessed against Policy NR17A.
- 14.22 Outdoor sport and recreation uses are in principle appropriate in the countryside and help to improve the range of facilities available to the community. They may also contribute to the support of the rural economy. However such developments can have a significant impact on the countryside particularly on the character of the landscape. The Plan aims to ensure recreational uses do not detract from the important qualities of the countryside through the following policy:

#### **POLICY NE2**

**PLANNING PERMISSION FOR OUTDOOR SPORT AND RECREATION FACILITIES IN THE COUNTRYSIDE WILL BE GRANTED PROVIDED THE DEVELOPMENT SATISFIES ALL OF THE FOLLOWING CRITERIA:**

- (1) IT DOES NOT MATERIALLY DETRACT FROM THE VISUAL CHARACTER OF THE LANDSCAPE;**
- (2) IT RETAINS OR ENHANCES IMPORTANT EXISTING LANDSCAPE FEATURES AND WILDLIFE HABITATS;**
- (3) IT ENSURES THAT ANY BUILT DEVELOPMENT IS STRICTLY ANCILLARY TO THE MAIN RECREATIONAL USE AND IS NO MORE THAN THE MINIMUM ESSENTIAL TO MEET ITS FUNCTIONAL NEEDS AND REQUIREMENTS.**

- 14.23 The re-use of existing buildings to accommodate such facilities will be preferred to new buildings where opportunities exist. Proposals which include built development in the countryside which is not strictly ancillary to the recreational use, such as hotels or residential development, will be opposed.
- 14.24 Proposals within the Green Belt will need to satisfy the Plan's Green Belt Policies, GB1-GB6.
- 14.25 There are certain areas of the District where the character and quality of the landscape is degraded due to the adverse influence of man. Well designed outdoor sport and recreation facilities in these areas can enhance the landscape and secure other local benefits.
- 14.26 Depending upon the nature, scale and location of proposals for sport and recreation facilities in the countryside, planning applications must contain sufficient details to enable their environmental impact to be fully assessed. Applications for large developments or development in sensitive locations may be required to Include:
- a thorough landscape character assessment
  - an ecological survey of the site
  - an assessment of the highway implications of the proposal
  - evidence of the financial viability of the scheme.

#### **Development in the Countryside**

- 14.27 Government guidance on development in the countryside is set down in Planning Policy Guidance Note 7. The general principle is that the countryside should be safeguarded for its own sake and that non-renewable and natural resources should be afforded protection; this is reflected in Policy UDP2 in Part I of the Plan. More specifically, guidance now emphasises the need to promote diversification of the rural economy, and to weigh this up with other factors such as the protection of the landscape, wildlife habitats, the best and most versatile agricultural land and non-renewable resources. Policies in this section and elsewhere in the Plan seek to strike a balance in the consideration of these different factors.
- 14.28 Much of the District's countryside is designated as Green Belt. Within the Green Belt there is a presumption against inappropriate development. Policies GB1-GB6 of the Plan provide strict controls over development in the Green Belt, and hence also over development in much of the District's countryside. The policies in this chapter (Policies NE1-NE13) provide additional controls in relation to certain specific countryside issues such as landscape and nature conservation. Other policies elsewhere in the Plan, notably those in the Natural Resources and Waste Handling and Disposal sections are also important in controlling development in the countryside.
- 14.29 There are however two areas of open countryside, one to the west of Stanbury and the other to the north west of Silsden, which fall beyond the outer edge of the Green Belt. A substantial part of these areas consist of attractive open moorland, and are identified in

the Landscape Character Study as part of the Pennine Upland and Rombalds ridge character areas respectively. Policy NE3 seeks to protect the character of the landscape. Planning Policy Guidance Note 7 states that it is important that building in the open countryside away from existing settlements or from areas allocated for development in the Plan should be strictly controlled. Therefore, in considering development proposals in areas of open countryside beyond the Green Belt boundary regard will be had to all relevant policies in the Plan and to Government Guidance on development in the countryside, currently contained in Planning Policy Guidance Note 7.

### Landscape Character

- 14.30 One of the most striking features of the District is the quality of its landscape and in particular the proximity of the main urban areas to areas of high landscape value. The character of the District's landscape is very varied, ranging from the rugged open moorland of the South Pennine uplands to rolling farmland, and open river valleys to wooded hillsides.
- 14.31 The landscape is, however, facing major pressures for change due, in particular, to agricultural change, diversification and increasing demand for leisure and recreation activities in the countryside. It is important that the distinctive character of the District's landscape is conserved and enhanced and that development which occurs is sympathetic to its character. Therefore:

#### POLICY NE3

**WITHIN THE LANDSCAPE CHARACTER AREAS, AS INDICATED BELOW AND SHOWN ON THE PROPOSALS MAP, DEVELOPMENT WILL BE PERMITTED IF IT DOES NOT ADVERSELY AFFECT THE PARTICULAR CHARACTER OF THE LANDSCAPE:**

- |                  |                               |
|------------------|-------------------------------|
| ■ AIREDALE       | ■ THORNTON AND QUEENSBURY     |
| ■ ESHOLT         | ■ TONG VALLEY                 |
| ■ PENNINE UPLAND | ■ WILSDEN                     |
| ■ ROMBALDS RIDGE | ■ WHARFEDAILE                 |
| ■ SOUTH BRADFORD | ■ WORTH AND NORTH BECK VALLEY |

#### POLICY NE3A

**WITHIN THE LANDSCAPE CHARACTER AREAS IDENTIFIED IN POLICY NE3 DEVELOPMENT LIKELY TO AFFECT THE APPEARANCE OF THE LANDSCAPE WILL BE ASSESSED HAVING REGARD TO THE EXTENT TO WHICH IT WOULD:**

- CAUSE UNACCEPTABLE VISUAL INTRUSION;
  - INTRODUCE OR REMOVE INCONGRUOUS LANDSCAPE ELEMENTS;
  - CAUSE THE DISTURBANCE OR LOSS OF OR HELP TO MAINTAIN:
- (1) LANDSCAPE ELEMENTS THAT CONTRIBUTE TO LOCAL DISTINCTIVENESS;
  - (2) HISTORIC ELEMENTS WHICH CONTRIBUTE SIGNIFICANTLY TO LANDSCAPE CHARACTER AND QUALITY, SUCH AS FIELD, SETTLEMENT OR ROAD PATTERNS, AND LANDFORM;
  - (3) SEMI-NATURAL VEGETATION WHICH IS CHARACTERISTIC OF THAT LANDSCAPE TYPE;
  - (4) THE VISUAL CONDITION OF LANDSCAPE ELEMENTS.

- 14.32 A detailed landscape appraisal of Bradford District has recently been carried out, based upon the approach to distinct landscape character developed by the Countryside Agency.

The appraisal identifies the 10 specific, distinct, and unique landscape character areas, listed above, which are all very different from each other. In line with national advice on undertaking such assessments, the appraisal is comprehensive, covering the whole of the open countryside in the Bradford District. The built-up areas including Bradford, Keighley, Bingley, Shipley, Ilkley, Silsden, Menston, and Burley-in-Wharfedale, as well as smaller villages, are not included within these areas, because while they are often set within countryside, they are not themselves open countryside.

- 14.33 For the purposes of appraising proposed developments, reference should be made to the 'Bradford Landscape Character Study' (CBMDC 2001). This identifies the landscape character areas setting out for each a description, important features, analysis of the areas sensitivity to change, and detractors within the area. It then sets out landscape strategies for the fabric of the landscape and for development taking place within it. An additional level of detail is provided with each character area being broken down further into a number of local landscape types, areas of land very similar to each other which occur throughout the District, such as moorland, wooded valleys or enclosed pasture. These are each described with an analysis of their strength of character and condition, together with policy guidelines for the conservation or improvement of the local landscape type. Development should be informed by and be sympathetic to landscape character and quality and should contribute, as appropriate, to the regeneration, restoration, enhancement, maintenance or active conservation of the landscape likely to be affected. The guidelines contained in the 'Landscape Character Study' will guide planning decisions across the whole of the countryside within Bradford District. The Landscape Character Assessment will be adopted as Supplementary Planning Guidance in support of Policies NE3 and NE3A. Each proposal report contains a general description and list of the key landscape elements of reach landscape character area which fall within the particular Parliamentary constituency.
- 14.34 The countryside is protected for its own sake under Policy UDP2 of the Plan and advice in PPG7 'The Countryside - Environmental Quality and Economic and Social Development', and in the main under green belt policy. Policies NE3 and NE3A are not intended to prevent appropriate development from taking place in the countryside. Where development is permitted under other policies of the plan, however, it is important that it respects or enhances the landscape character of the surrounding countryside.
- 14.35 The landscape of the District includes detrimental features such as tips, quarries and overhead power lines; these elements are identified where they currently exist in the landscape appraisal. In order to retain the visual character of the landscape it is important that proposals, which would result in such additional features, are carefully controlled. The Council will also encourage, where opportunities arise through development proposals, the removal of detrimental features, where practical, or measures to mitigate their impact. Policies to control waste disposal and the exploitation of natural resources are set out in separate sections of the Plan.
- 14.36 In the case of overhead power lines, the Council has only very limited control. Certain new overhead power lines can be constructed under permitted development rights granted under the General Permitted Development Order 1995 and the remainder require the consent of the President of the Board of Trade. However, the Council will negotiate with the relevant statutory undertakers to minimise the visual impact of new lengths of overhead power lines (and renewals /upgrades of existing lines) on the character of the landscape. Special consideration should be given to the detailed routing of the overhead power lines in the landscape, and the possibility of undergrounding lines in appropriate instances. In such negotiations particular regard will be given to the 'Holford Rules'.

#### **Trees/Areas of Woodland Cover**

- 14.37 Woodlands and trees are key elements of a sustainable environment. They enhance our

landscape, both urban and rural, provide valuable habitats for wildlife, create opportunities for leisure and recreation and combat pollution by providing oxygen and absorbing dust and carbon dioxide. Trees can also help reduce heat loss from buildings and contribute to energy conservation objectives (see Policy D2) by providing shelter, minimising the effects of driving rain and reducing exposure. They can also provide an economic resource. Therefore:

#### **POLICY NE4**

**THE COUNCIL WILL SEEK TO PRESERVE AND ENHANCE THE CONTRIBUTION THAT TREES AND AREAS OF WOODLAND COVER MAKE TO THE LANDSCAPE CHARACTER OF THE DISTRICT, (INCLUDING THE AMENITY VALUE OF TREES IN BUILT UP AREAS). IN PARTICULAR THE COUNCIL WILL:**

- (1) REFUSE DEVELOPMENT PROPOSALS WHICH WOULD RESULT IN THE LOSS OF TREES OR AREAS OF WOODLAND COVER WHICH CONTRIBUTE TO:**
  - (a) THE CHARACTER OF THE LANDSCAPE;**
  - (b) THE CHARACTER OF A SETTLEMENT OR ITS SETTING;**
  - (c) THE AMENITY OF THE BUILT UP AREA,**
  - (d) VALUABLE WILDLIFE HABITATS OR**
  - (e) THE ANCIENT WOODLANDS OF THE DISTRICT.**
- (2) THE COUNCIL WILL CONTINUE TO MAKE TREE PRESERVATION ORDERS WHERE NECESSARY, ESPECIALLY WITHIN AND ADJACENT TO DEVELOPMENT, IN ORDER TO PROTECT TREES AND WOODLAND AREAS WHICH CONTRIBUTE TO LOCAL AMENITY OR LOCAL LANDSCAPE CHARACTER. THE COUNCIL WILL RIGOROUSLY ENFORCE SUCH ORDERS.**
- (3) THE COUNCIL WILL REQUIRE DEVELOPERS TO CONTRIBUTE TO WOODLAND COVER IN APPROPRIATE LOCATIONS AS PART OF THEIR DEVELOPMENT PROPOSALS;**

- 14.38 The Council is committed to protecting existing woodland and tree cover and increasing its coverage where appropriate. Currently only approximately 4.5% of the Districts land area is wooded, compared with 10% nationally and it is a target of the Council's Woodland Strategy to increase this total in partnership with organisations including 'The Forest of Bradford' and 'White Rose Forest'. The Woodland Strategy identifies key areas where new planting will be promoted.
- 14.39 Developers will be encouraged to include tree and hedgerow planting as part of their landscape proposals, within all development sites and include provision for the effective future management of all planting. Furthermore, within those key areas identified by the Council's Woodland Strategy developers will be expected, where possible, to make a more positive contribution to the objectives of the Strategy, by making appropriate provision for more significant new areas of tree planting both within and outside development sites. Policy NE 4 reinforces Policies NE3/NE3A: landscape character; Policy NE12: Landscape and Wildlife Enhancement Schemes and Policy D5: Landscaping and Design and should be read in conjunction with these policies.
- 14.40 Tree Preservation Orders will be actively used to sustain the landscape character of the District and influence the layout of new development. In particular, they will be used to ensure retention of the mature treescape where development occurs providing pleasant visual amenity for the community.



- 14.41 Landowners will also be encouraged to improve the upkeep and management of woodlands and trees to ensure that these valuable assets continue to benefit future generations. Further advice on woodland management is contained in the Woodland Strategy.
- 14.42 Where existing woodlands or new planting are important to the successful integration of new development into the landscape, developers will be required to deliver long term Woodland Management Plans for these areas. This will also define the responsibilities and mechanisms for the maintenance and improvement of the woodland areas once development is completed. Typically this will be achieved by obligations or agreements under Section 106 of the Town and Country Planning Act, 1990 and typically, long term Woodland Management Plans.
- 14.42a Ancient woodlands are those woodlands which have had a continuous woodland cover since at least 1600AD and are valuable for their extensive flora and fauna and historic interest which has developed, through lack of cultivation, clearance or other disturbance. The Ancient Woodland Inventory for West Yorkshire was revised in 1994 and this information is held by English Nature.

#### **Assessment and Protection of Trees on Development Sites**

- 14.43 Trees significantly enhance the appearance of development and provide a quality of life for the community. Development, which does not manage the trees as necessary during the construction period, may result in damage or tree loss. It is imperative that damage to trees is avoided, preventing unnecessary tree loss and subsequent threats to life and property caused by unhealthy trees. Therefore:

#### **POLICY NE5**

**ON DEVELOPMENT SITES THE COUNCIL WILL REQUIRE THE RETENTION OF THOSE TREES WHICH ARE HEALTHY AND WHICH HAVE OR WOULD HAVE A CLEAR PUBLIC AMENITY BENEFIT. THE COUNCIL WILL REQUIRE THE PROTECTION DURING CONSTRUCTION OF TREES TO BE RETAINED AND, WHERE APPROPRIATE, REPLACEMENT TREE PLANTING FOR TREES LOST OR DAMAGED DURING CONSTRUCTION.**

#### **POLICY NE6**

**IN ORDER TO ENSURE SATISFACTORY TREE MANAGEMENT AND PLANTING ON DEVELOPMENT SITES, DURING CONSTRUCTION, THE COUNCIL WILL REQUIRE PROTECTION MEASURES WHICH MEET THE MINIMUM STANDARDS AS SET OUT IN BS5837: 1991 GUIDE FOR TREES IN RELATION TO CONSTRUCTION (OR ITS SUCCESSOR).**

- 14.44 Where trees and woodlands are affected by development proposals the developer should always contact the Council at an early stage. On development sites where there are significant trees issues, the Council will require an Arboricultural Management/Method Statement.
- 14.45 The Council will provide supplementary planning guidance in relation to details of tree protection on development sites, distances in relation to trees and development and the encouragement of pro-active tree management.

#### **Nature Conservation**

- 14.46 The diversity of the Bradford District is one of its prime assets. Planning Policy Guidance Note 7 'The Countryside: Environmental Quality and Economic and Social Development', emphasises the importance of protecting the diversity of the rural landscape and wildlife

habitats. Planning Policy Guidance Note 9: 'Nature Conservation', also sets out the statutory framework for nature conservation and its role in land use planning. Furthermore, as an overall structure for the identification, protection and enhancement of nature conservation sites (and the linkages between them) and to promote greater public awareness of and access to wildlife habitats in the Bradford District, the Council has prepared a Nature Conservation Strategy, 'Nature and People' (adopted as supplementary planning guidance in 1998). The Council also recognises the importance of urban areas for wildlife habitats and that nature often flourishes on derelict or degraded land which has been re-colonised after being left undisturbed for long periods.

- 14.47 Some of the best examples of the District's landscape and areas of nature conservation importance are given special recognition and protection under Policies NE3/NE3A and NE7 to NE9. The District also possesses many other areas of nature conservation value which are regionally and locally important for their biodiversity and scientific interest as well as their educational resource. These include moorlands, woodlands, wetlands, and grassland habitats, as well as geological/ geomorphological features and the Council has designated the best examples of these sites accordingly.
- 14.48 It is important that there is no net loss of biodiversity (habitats and species) within the District as a result of development and that the natural assets of the District as a whole are protected from further fragmentation. As the key to sustainable development, however, opportunities will also be sought to enhance the natural environment through further planting and habitat creation/management.

### Designated Sites

- 14.49 There are four levels of designated sites within the Bradford District. A number of nature conservation sites have been recognised as of national and international importance. English Nature designates sites of national importance known as Sites of Special Scientific Interest (SSSIs); there are 4 SSSIs in the Bradford District. One of these SSSIs (the South Pennine Moors - represented by Rombalds Moor and Haworth Moor in the Bradford District) has been further designated, by the Secretary of State under the European Birds Directive, as the South Pennine Moors Special Protection Area (SPA - an area of some 20,938 ha of which 4295 ha is located within the Bradford District) because of the importance of its breeding bird populations. The area covered by the SPA has also been proposed as a Special Area of Conservation (SAC), under the European Habitats Directive because it contains habitat types which are rare or threatened within a European context. In line with paragraph 8 of PPG9 the Council will endeavour to comply with the United Kingdom's international obligations to protect those Sites of Special Scientific Interest designated or proposed as Special Protection Areas or Special Areas of Conservation by applying the policies set out below.
- 14.50 In addition, there are a number of other sites of nature conservation value designated at a regional or local level, which the Council recognises as contributing to the biodiversity of the Bradford District and the wider area. 21 Sites of Ecological or Geological Importance (SEGIs) and 16 Regionally Important Geological/Geomorphological Sites (RIGS) have been designated by the Council, following county-wide surveys by West Yorkshire Ecology and the West Yorkshire RIGS Group, as sites of regional significance. In addition, over 100 sites of local nature conservation value, Bradford Wildlife Areas (BWAs), have also been designated, not only for their biodiversity interest, but also for their community benefits in respect of their accessibility for the quiet enjoyment of nature, their educational value or their heritage associations (such as mill ponds). All designated sites within the Nature Conservation Strategy which are over 0.4 hectares are shown on the UDP Proposals map.
- 14.51 The Council will protect the designated sites of nature conservation value, and any such sites designated in the future, by applying the following policies:-

**Sites of International Importance - Special Protection Areas/ Special Areas of Conservation (SPA, SAC)**

**POLICY NE7**

**DEVELOPMENT WHICH MAY AFFECT A EUROPEAN SITE OR A PROPOSED EUROPEAN SITE WILL BE SUBJECT TO THE MOST RIGOROUS EXAMINATION. DEVELOPMENT THAT IS NOT DIRECTLY CONNECTED WITH OR NECESSARY FOR THE MANAGEMENT OF THE SITE FOR NATURE CONSERVATION AND WHICH IS LIKELY TO HAVE SIGNIFICANT EFFECTS ON THE SITE (EITHER INDIVIDUALLY OR IN COMBINATION WITH OTHER PLANS OR PROJECTS) AND WHERE IT CANNOT BE ASCERTAINED THAT THE PROPOSAL WOULD NOT ADVERSELY AFFECT THE INTEGRITY OF THE SITE, WILL NOT BE PERMITTED UNLESS:-**

- **THERE IS NO ALTERNATIVE SOLUTION;**

**AND**

- **THERE ARE IMPERATIVE REASONS OF OVER-RIDING PUBLIC INTEREST WHICH JUSTIFY THE GRANT OF PLANNING PERMISSION FOR THE DEVELOPMENT.**

**WHERE THE SITE CONCERNED HOSTS A PRIORITY NATURAL HABITAT TYPE AND/ OR PRIORITY SPECIES, DEVELOPMENT WILL NOT BE PERMITTED UNLESS THE COUNCIL IS SATISFIED THAT IT IS NECESSARY FOR REASONS OF HEALTH OR PUBLIC SAFETY OR FOR BENEFICIAL CONSEQUENCES OF PRIMARY IMPORTANCE FOR NATURE CONSERVATION.**

- 14.52 English Nature will be consulted on all applications affecting a Site of International Importance and will advise on the likely significant effects of the proposed development, in accordance with the Conservation (Natural Habitats and c.) Regulations 1994 (or any amended regulations in force from time to time). Where a development is likely to have a significant effect on the site, an appropriate assessment will be required to show the impact of the development. English Nature will advise on the scope and content of assessment. Following this assessment, if it is found that the proposal will adversely affect the integrity of the site, a series of further stages, as set out in Annex C of PPG 9, must be systematically worked through. If no alternative solutions or locations can be found and the site does not host a priority natural habitat type or species defined in the Habitats Directive (European Directive 92/43/EEC) planning permission will only be granted if the development has to be carried out for imperative reasons of overriding public interest. If the site hosts a priority habitat or species, and there is no alternative solution, the only considerations which can justify the grant of planning permission are those which relate to human health or public safety. PPG9 also states that "if planning permission is granted for a development which would adversely affect the integrity of an SPA or SAC, regulation 53 requires the Secretary of State to secure that any necessary compensatory measures are taken to ensure that the overall coherence of the Community-wide network of SPA's and SAC's, known as Natura 2000, is protected."
- 14.53 In relation to permitted development rights, developers should also note that Regulations 0-63 of the Habitats Directive ensure that any permission granted under the GDPO is not in breach of the terms of the Habitats Directive and prevent any development which is likely to significantly affect a Site of International Importance. Developers should therefore seek the opinion of English Nature before proceeding with any development within a Site of International Importance.

### Sites of Special Scientific Interest (SSSI)

#### POLICY NE 8

**DEVELOPMENTS IN OR LIKELY TO AFFECT SITES OF SPECIAL SCIENTIFIC INTEREST WILL BE SUBJECT TO SPECIAL SCRUTINY. WHERE SUCH DEVELOPMENT MAY HAVE AN ADVERSE EFFECT, EITHER DIRECTLY OR INDIRECTLY, ON THE SPECIAL INTEREST OF THE SITE IT WILL NOT BE PERMITTED UNLESS THE REASONS FOR THE DEVELOPMENT CLEARLY OUTWEIGH THE NATURE CONSERVATION VALUE OF THE SITE ITSELF AND THE NATIONAL POLICY TO SAFEGUARD THE NATIONAL NETWORK OF SUCH SITES. WHERE DEVELOPMENT IS PERMITTED THE COUNCIL WILL CONSIDER THE USE OF CONDITIONS AND/OR PLANNING OBLIGATIONS TO ENSURE THE PROTECTION AND ENHANCEMENT OF THE SITE'S NATURE CONSERVATION INTERESTS.**

- 14.54 English Nature specify to the owners or occupiers of Sites of Special Scientific Interest, at the time of notification, the operations which they consider harmful to the conservation interest of the site. Consent is required from English Nature before any potentially damaging operations can be carried out on a SSSI unless they are in accordance with the terms of a management agreement. The Council will consult English Nature about any proposed development on land on or adjacent to SSSIs and take account of their advice on the likely impact of the development on the integrity of the designated site. Where the site concerned is a National Nature Reserve (NNR) or a potential NNR (SSSI's which have been identified under the Nature Conservation Review (NCR) or Geological Conservation Review (GCR) (texts published by the Joint Council for Nature Conservation which list the best examples of SSSI sites for their habitats/geology) particular regard will be paid to the individual site's national importance, and the Council will need to be satisfied that there are no alternative solutions or sites suitable for the proposed development. English Nature will advise the developer regarding the scope and content of the appropriate level of assessment to be provided with the application. There are currently no designated National Nature Reserves within the District.
- 14.55 Developers are advised to seek advice from English Nature on any proposals within Sites of Special Scientific Importance.

### Sites of Regional and Local Importance (SEGI - Sites of Ecological/Geological Importance; RIGS - Regionally Important Geological Sites: BWA Bradford Wildlife Areas)

#### POLICY NE9

**DEVELOPMENT LIKELY TO HAVE AN ADVERSE EFFECT ON A SITE OF ECOLOGICAL/GEOLOGICAL IMPORTANCE (SEGIs & RIGS), OR A SITE OF LOCAL NATURE CONSERVATION VALUE (BRADFORD WILDLIFE AREAS-BWAs), AS SHOWN ON THE PROPOSALS MAP (OR SUBSEQUENT SEGI /RIGS OR BWA REVIEWS), WILL NOT BE PERMITTED UNLESS IT CAN BE CLEARLY DEMONSTRATED THAT THERE ARE REASONS FOR THE PROPOSAL WHICH OUTWEIGH THE NEED TO SAFEGUARD THE SUBSTANTIVE NATURE CONSERVATION VALUE OF THE SITE. WHERE DEVELOPMENT IS PERMITTED WHICH WOULD DAMAGE THE NATURE CONSERVATION VALUE OF THE SITE, SUCH DAMAGE WILL BE KEPT TO A MINIMUM. WHERE APPROPRIATE THE COUNCIL WILL CONSIDER THE USE OF CONDITIONS AND/OR PLANNING OBLIGATIONS TO PROVIDE ADEQUATE MITIGATION AND/OR COMPENSATION MEASURES.**

- 14.56 In accordance with national and Regional Planning Guidance, the Council recognises the importance of areas of nature conservation interest which do not meet the criteria of

national or internationally designations but which have been deemed significant to the District's natural capital at a regional and local level. Sites of Ecological/Geological Importance are designated through a five yearly county-wide review by West Yorkshire Ecology (formerly Ecological Advisory Service) and Regionally Important Geological/Geomorphological Sites have been recommended by the West Yorkshire RIGS Group under the guidance of English Nature. In addition, Bradford Wildlife Areas have been selected for their local wildlife value and have been designated and will be periodically reviewed through public consultation by the Council via the mechanism of the Nature Conservation Strategy for Bradford, 'Nature and People'. The Strategy states that all designated sites in the Bradford District will be given appropriate protection from development. Development will not be permitted unless other circumstances clearly outweigh the nature conservation value of the site. West Yorkshire Ecology - the advisory service for ecological issues within West Yorkshire - will be consulted on all proposals which affect SEGIs and will undertake a five yearly review of Sites of Ecological/Geological Importance on behalf of the West Yorkshire local authorities. Advice will be sought from English Nature and the West Yorkshire RIGS Group in respect of proposals relating to designated RIGS sites.

### Biodiversity

- 14.57 As well as its obvious environmental implications biodiversity also has social and economic links, by creating attractive high quality settings for residential development and business investment, as well as a cultural and recreational resource. Following a commitment made by the Government at the Earth Summit in Rio in 1992 to protect and enhance global biodiversity, the Government published 'Biodiversity: The UK Action Plan'. This sets out a structured approach to biodiversity planning, providing a framework to achieve national conservation targets through effective action at a local level. A steering group, the Bradford Biodiversity Partnership, has been established to prepare the Bradford Local Biodiversity Action Plan (LBAP), "to conserve and enhance the wildlife species and habitats of the District, as part of Bradford's contribution to the conservation of UK and global biodiversity". The objectives of the Bradford LBAP will be to:-
- Produce a Local Biodiversity Action Plan to provide a framework for the delivery of the UK BAP and inform local and regional planning policies on biodiversity issues
  - Safeguard locally and nationally valued species and habitats
  - Ensure the sustainable use of biological resources, making important links to initiatives such as Local Agenda 21
  - Develop effective and participative partnerships that co-ordinate action and focus resources
  - Raise public awareness of and commitment towards biodiversity issues
- 14.58 The Bradford Biodiversity Action Plan will consist of a series of individual species and habitat action plans, containing information on the current status of the subject, causes of loss or decline, with recommendations for protection, management and monitoring. The production of action plans will be a continual process and development will need to acknowledge the importance of the species or habitats currently contained within the Bradford BAP. A first 'set' of approximately 12 individual Species and Habitats Action Plans will be produced by the Bradford Biodiversity Partnership by end of 2002, with further Action Plans to follow.
- 14.59 It is also recognised that, in addition to designated sites, the natural character and diversity of the Bradford District should be retained by protecting important landscape features (including rivers, canals or streams; natural valley landforms, open moorland vistas or stone walls) ecological features (including woodlands and trees, meadows,

ponds, water courses and wetlands, hedges and moorland habitats) and geological features (including significant rock strata, glacial features or overflow channels) and the variety of wildlife species which they support. This is particularly important in cases where statutorily protected species occur or, in respect of proposals, which affect species/habitats outlined in the UK Biodiversity Action Plan or Bradford Local Biodiversity Action Plan.

#### **POLICY NE10**

##### **DEVELOPMENT PROPOSALS SHOULD ENSURE THAT IMPORTANT:-**

- **LANDSCAPE**
- **ECOLOGICAL**
- **GEOLOGICAL FEATURES, or**
- **WILDLIFE HABITATS ACCOMMODATING PROTECTED SPECIES ARE PROTECTED.**

**THE COUNCIL WILL ENSURE THAT THE REQUIREMENTS OF THIS POLICY ARE SATISFIED THROUGH THE USE OF CONDITIONS AND/OR PLANNING OBLIGATIONS.**

**PLANNING PERMISSION WILL NOT BE GRANTED FOR DEVELOPMENT WHICH WOULD HAVE AN ADVERSE IMPACT ON BADGERS OR SPECIES PROTECTED BY SCHEDULES 1, 5 OR 8 OF THE WILDLIFE AND COUNTRYSIDE ACT 1981, AS AMENDED OR EUROPEAN BIRDS AND HABITAT DIRECTIVES**

14.59a Regulation 37 of the Conservation (Natural Habitats & c.) Regulations 1994 states that plans shall include policies encouraging the management of features of the landscape which are of importance for wild flora and fauna. Such features include:-

- |                                   |                           |                   |
|-----------------------------------|---------------------------|-------------------|
| • Linear tree belts/shelter belts | • Semi-natural grasslands | • River corridors |
| • Plantations                     | • Moorlands               | • Canals          |
| • Small woodlands                 | • Peatlands               | • Lakes           |
| • Ancient woodlands               | • Heathlands              | • Reservoirs      |
| • Parkland trees                  | • Green Lanes/Drove roads | • Ponds           |
|                                   | • Stone Walls             |                   |
|                                   | • Hedgerows               |                   |

14.59b In addition:-  
Important landscapes/features are defined in the Landscape Character Study for the Bradford District and further guided by the Landscape Character Assessment for the South Pennines and the Countryside Commission Character Areas Programme. Important ecological features are defined as protected species and species/habitats of conservation concern as referred to in paragraphs 14.60, 14.62, and 14.63.

14.59c Important geological features are defined as formations and features as defined by the Geological Conservation Review (published by the Joint Council for Nature Conservation) and also includes features and landforms such as glacial overflow channels which contribute to the character of the landform of Bradford District.

14.60 The presence of a protected species is a material consideration in determining an application for planning permission. In such cases, where proposed development may

have an impact on a protected species English Nature will be consulted and the developer will normally be required to submit an appropriate ecological survey, undertaken by a qualified and licensed ecologist, to assess the potential impact of the proposed development prior to the consideration of granting planning permission. Where permission is granted, the Council will impose conditions and/or enter into planning obligations to minimise adverse effects on protected species and will draw the applicant's attention to the need to obtain any necessary licence to disturb protected species. Potential harm can often be overcome by modifications to the proposals (such as restricting works to specific seasons to protect nesting birds, breeding badgers or bat roosts). Species protected by British or European law relevant to the Bradford District are:-

- Badgers (Protection of Badgers Act 1992)
- All wild birds with particular reference to Schedule 1 of Wildlife and Countryside Act 1981
- Wild animals listed in Schedule 5 (W&C Act 1981), especially bats, water voles & otters
- Wild plants listed in Schedule 8 (W&C Act 1981)
- Species listed in Annex 1 of the Birds Directive 79/409/EEC
- Species listed in Annex IV of the Habitats Directive 92/43/EEC

14.61 The Schedules to the Wildlife and Countryside Act 1981 are updated every five years

14.62 In addition, due consideration will also be taken in the planning process of proposals which might have an adverse effect upon species and habitats which are globally or nationally threatened or rapidly declining as found listed below:-

- UK Biodiversity Action Plan - Short List Key Species and Key Habitats
- RSPB Birds of Conservation Concern - Red and Amber List
- Red Data Book species - plants, vertebrates and invertebrates
- Hedgerow Regulations 1997

14.63 Plus other considerations, where development would have an adverse effect upon:-

- A Biodiversity Audit of Yorkshire and the Humber
- Bradford Local Biodiversity Action Plan species and habitats.
- Aquatic habitats - including ponds, and mill ponds, in part particular for their heritage as well as their ecological value; water courses and other wetlands such as reservoirs.

### General Considerations

14.64 The policies set out in this Unitary Development Plan apply to the general principles of nature conservation as set out in PPG 9. The Council's Nature Conservation Strategy contains more detailed policies for the protection and enhancement of the natural environment, specific to the Bradford District, and should be read as supplementary guidance to and in conjunction with the Plan.

14.65 In the case of development affecting trees, the Council will be producing Supplementary Planning Guidance, based on guidelines set down in British Standard 5837 (1991) to guide developments in relation to the protection of trees on sites. See also Policies NE5 and NE6 on the protection of trees and woodlands within development.

### Ecological Appraisals

- 14.66 The developer will be required to demonstrate due consideration of the environmental impact of the proposed development, by way of an ecological appraisal, where the development is likely to have an adverse effect on the biodiversity of the Bradford District. The developer will also be expected to carry out regular review and monitoring programmes of post development impacts where appropriate, and implement measures to mitigate any subsequent adverse effects of the development. The Council will need to be satisfied that the level and detail of information contained within the ecological appraisal is appropriate for the particular nature conservation value of the site. Environmental Impact Assessments may be required in accordance with the Environmental Assessment Regulations.
- 14.67 It should be noted that a development may have an indirect effect on a designated nature conservation site, for instance a wetland site may be damaged by water abstraction some distance away.
- 14.68 Furthermore, the abandonment or inappropriate change to the management of habitats, as a result of development, should be avoided. It is important that any such indirect adverse effects are prevented.

#### **POLICY NE11**

**DEVELOPERS WILL BE REQUIRED TO PRODUCE AN APPROPRIATE ECOLOGICAL APPRAISAL FOR ALL PROPOSALS ON OR ADJACENT TO A DESIGNATED NATURE CONSERVATION SITE OR WHICH COULD AFFECT PROTECTED SPECIES, OR OTHER SPECIES/HABITATS OF CONSERVATION CONCERN. EXPERT SURVEY AND SPECIALIST ADVICE SHOULD BE SOUGHT WHERE NECESSARY.**

- 14.68a Particular attention will be given to development proposals which may affect species and habitats of conservation concern, as defined in paragraphs 14.60, 14.62, 14.63 above.

### Enhancement

- 14.69 To ensure that there is no net loss of biodiversity throughout the Bradford District, the Council will, where appropriate, ensure that the policies for the protection of the natural assets are satisfied through the use of planning conditions and obligations. However, in order to be sustainable, development should not just protect, but also look at positive opportunities for enhancing, the biodiversity and landscape value of a proposals site. Due weight will be given to proposals which propose additional enhancement through tree and shrub planting schemes or habitat creation such as ponds or wetland features (especially where linked to sustainable urban drainage schemes), wildflower areas, hedge planting or provision of nest boxes, where appropriate. Opportunities for biodiversity and landscape enhancement will be sought in connection with development for the creation, extension or improvement of wildlife habitats, in particular through the restoration of mineral and waste sites.

#### **POLICY NE12**

**WHERE APPROPRIATE DEVELOPMENT PROPOSALS SHOULD INCLUDE LANDSCAPE AND WILDLIFE ENHANCEMENT SCHEMES AS AN INTEGRAL PART OF THE DEVELOPMENT.**

- 14.70 The Council is preparing an update of the Woodland Strategy, which will help to inform and guide tree planting in key areas. Other references should also be made to the Bradford Landscape Character Study, which will indicate significant areas for planting as a framework for new development.



## Wildlife Corridors

- 14.71 The Nature Conservation Strategy for Bradford, 'Nature and People', recognises the value of wildlife corridors to provide habitat links and migration zones. Wildlife corridors should be identified and protected from fragmentation by development, especially along valley bottoms where the land is most likely to be under pressure. The topography of the Bradford District suggests that valleys, rivers, canal and watercourses, as well as disused railway lines, often with associated wooded margins, form the main linear wildlife habitats for foraging and migration. Other valuable wildlife corridors may be smaller, consisting of hedges, streams, linked urban green spaces, mill ponds and even derelict land; some of the incised valleys on the moorland edges are of prime importance as migration corridors for a variety of birds.

### **POLICY NE 13**

**DEVELOPMENT THAT WOULD ADVERSELY AFFECT THE INTEGRITY AND VALUE OF THE WILDLIFE CORRIDOR NETWORK ACROSS THE BRADFORD DISTRICT OR THE MOVEMENT OF FLORA AND/OR FAUNA SPECIES WITHIN WILDLIFE CORRIDORS WILL NOT BE PERMITTED. PROPOSALS INVOLVING LAND IDENTIFIED ON THE PROPOSALS MAP AND PROPOSALS AFFECTING OR ADJACENT TO ALL WATERCOURSES AS PART OF A WILDLIFE CORRIDOR SHOULD MAKE PROVISION FOR THE RETENTION OF THE CORRIDOR AND PROTECTION OF ITS WILDLIFE LINKS.**

- 14.72 The aim of this policy is to strengthen links between important wildlife habitats. Therefore, the Council will identify wildlife corridors on the proposals map and will recognise that wildlife corridors cross administrative boundaries into adjacent local authority areas.
- 14.73 Particular consideration will be given to developments which would affect watercourses as wildlife corridors and significant natural buffer strips, to allow movement and migration of wildlife, will be required as part of development proposals adjacent to all streams and larger watercourses. Development pressure can result in the encroachment of built development into river channels, canals and their corridors. This can have an adverse effect on nature conservation, recreation interests and water quality, as well as being visually intrusive. Where appropriate, the Council will encourage the incorporation of a 'buffer strip' between the development and the edge of the watercourse etc. Buffer strips have a wide range of benefits; they create/conserves wildlife habitats, stabilise river banks (thus reducing erosion and build-up of silt); reduce the risk of flooding and help to reduce the risk of pollution, as well as improving the visual amenity of the river/canal corridor.
- 14.74 In accordance with the above policy, the culverting of any watercourse will not be permitted, unless necessary in conjunction with a major highway scheme, where provision for wildlife movement should be accommodated within the culvert design. Formal consent from the Environment Agency is required for culverting under the Water Resources Act 1991.
- 14.75 The use of powers under the Hedgerow Protection Regulations will be also be used to secure the protection of hedges as wildlife corridors, especially where linking other habitats such as woodland or unimproved pastures.



# CHAPTER 15

---

## Natural Resources

## 15.0 Introduction

- 15.1 This chapter deals with the Plan's approach to the use of the District's natural resources. The policies divide into four sections.
- Minerals
  - Renewable energy
  - Agricultural land
  - Water resources and flood risk
- 15.2 Planning applications will be assessed against the relevant policies as well as other policies in the Plan. There will be a need to cross reference with other Chapters in the Plan, in particular the Natural Environment & Countryside, Housing and Employment Chapters.

### Mineral Extraction

#### Introduction

- 15.3 Minerals are important national resources providing essential raw materials for building and industrial purposes. Minerals can only be worked where they occur and mining operations, because of their scale, duration and location, often have a greater impact on the environment than other forms of development.
- 15.4 Sandstone is the principle mineral extracted in the Bradford District, but there are also deposits of fireclay, peat, coal, sand and gravel. Sandstone makes a significant contribution to the regional output of building stone and crushed aggregates, and will continue to be of importance in the future. At present there is only one site where fireclay, coal and sandstone are worked together. There is no commercial extraction of peat or sand and gravel in the District.
- 15.5 The Council is the Minerals Planning Authority (MPA) for the Bradford district. The MPA must ensure that there is a sufficient and sustainable supply of minerals to meet the demands of the construction industry for the life of the UDP whilst at the same time protecting the environment from damaging development. Government guidance on meeting these objectives is set out in Minerals Policy Guidance notes (MPG), some advice is also provided by Regional Planning Guidance 12 "Regional Planning Guidance for Yorkshire and Humberside" 1996 (RPG12) and the draft RPG12 "Regional Planning Guidance for Yorkshire and Humberside" 1999.
- 15.6 In pursuing the principles of sustainable mineral development, as defined by Minerals Policy Guidance 1 "General Considerations and the Development Plan System" 1996 (MPG1), the MPA will ensure that it will
- Conserve resources whilst ensuring that demand is met;
  - Minimise the production of quarry or mine waste, and ensure the efficient use of materials including the use of secondary aggregates arising from demolition and similar operations;
  - Minimise the environmental effect of quarrying operations and related activities;
  - Encourage sensitive working, restoration and aftercare to protect or enhance the environment;
  - Protect interests of acknowledged importance, including valuable landscapes, areas of biological or geological importance and water resources.

## Safeguarding Resources

- 15.7 Minerals are a finite resource and care must be taken to safeguard those deposits that are of economic importance from other forms of development that would sterilise deposits or be a serious hindrance to their extraction. The government through MPG1 requires these resources to be safeguarded from unnecessary sterilisation by surface development. Where practicable, and having regard to other policies in this Plan, it may be possible to work minerals before other surface development takes place. Where it is proposed to remove the mineral prior to other development it will be necessary to provide details required by Policies NR3 and NR4.

### **POLICY NR1**

**APPLICATIONS FOR PLANNING PERMISSION FOR SURFACE DEVELOPMENT SHOULD SAFEGUARD MINERAL RESOURCES, OR MAKE PROVISION FOR ENSURING THAT THE MINERAL IS EXTRACTED SO FAR AS IS PRACTICABLE PRIOR TO THE COMMENCEMENT OF THE SURFACE DEVELOPMENT.**

## Mineral Extraction

- 15.8 Mineral extraction will continue in the District and the MPA will seek to ensure that the demand for newly won minerals is met with the minimum impact upon the environment.
- 15.9 Most existing quarries are located within the attractive rural areas of the countryside. New mineral workings in these areas are likely to have a significant adverse impact upon the surrounding countryside. The cumulative impact on the wider landscape also has the potential to be considerable. For these reasons, it is preferable to confine workings to extensions of existing sites wherever possible, rather than permit new operations. However, there may be cases when it would cause less environmental harm to open a new site rather than extend an existing site.
- 15.10 “Urban” quarries also have a significant impact on the amenity of local residents and the wider landscape. Due to the constraints relating to the proximity of large numbers of residential properties it may not be preferable for these sites to be extended. It is important that these sites do not encroach upon the adjoining land uses.
- 15.11 For mineral activity relating to sandstone blocks and other minerals the MPA will seek to develop extensions to existing sites before new sites.

The MPA will assess the provision of aggregate minerals in the following order:

- (1) The current recycling provision of aggregate material
- (2) Extensions to existing active quarries that lie within the Area of Search
- (3) Extensions to existing active quarries that lie outside of the Area of Search
- (4) New sites whether inside or outside of the Area of Search.

### **POLICY NR2**

**PROPOSALS FOR NEW MINERAL WORKINGS WILL BE PERMITTED PROVIDED THAT IT IS NOT REASONABLY PRACTICABLE FOR PHYSICAL, ECONOMIC OR ENVIRONMENTAL REASONS TO EXTEND EXISTING WORKINGS OR IN THE CASE OF AGGREGATES FOR THE MATERIAL TO BE PRODUCED THROUGH RECYCLING.**

- 15.12 In considering planning applications for the winning and working of all minerals, the MPA will examine the contribution made by existing workings in meeting present and future demand for the mineral(s), having regard to existing planning permissions and reserves available. In the case of aggregates, the MPA will examine the contribution and alternative sources of aggregate, namely recycled material.

- 15.13 Quarrying activities can have a significant impact on adjoining land users and the wider environment by way of visual amenity, noise, dust, air ground or water pollution. It is imperative that such development operates with minimum adverse impact. The MPA will require proposals to include a full assessment of the environmental impact of the scheme in accordance with the provisions of DETR Circular 02/99 (Environmental Impact Assessment). MPG2, MPG 11 "The Control of Noise at Surface Mineral Workings" 1993 and the consultation paper MPG11 "Controlling and Mitigating the Environmental Effects of Mineral Extraction in England" provide advice and guidance on assessing the impact of quarrying activity and reducing the adverse effects.
- 15.14 Consideration will also be given to the potential highway issues regarding safe access. The transportation of minerals once they have been extracted can also have a significant impact on the environment. The MPA will support the use of alternatives to road haulage wherever possible.
- 15.15 The impact on ecology, archaeology and geology can be substantial due to the nature of the quarrying development. The MPA will therefore seek to protect important areas of ecology, archaeology and geology from mineral development. However, it may be possible to provide replacements or additions to important features as part of a quarrying proposal. The final restoration scheme for the quarry should also have regard to the potential ecology, archaeology and geology interests as well alternative restoration schemes.
- 15.16 Quarrying activity can have a significant impact on the wider landscape both in the long and short term. When considering a proposal for either a new site or extension to an existing one it will be necessary to assess the landscape impact of the extension area both in relation to the immediate vicinity and the cumulative impact of the wider landscape.
- 15.17 Depending on the scale and nature of the development it may be necessary to submit an Environmental Impact Assessment in accordance with the Town and Country Planning (Environmental Impact Assessment) of Regulations 1999.

### **POLICY NR3**

#### **PROPOSALS FOR EXTENSIONS TO EXISTING MINERAL WORKINGS OR NEW WORKINGS WILL BE PERMITTED PROVIDED THAT ALL OF THE FOLLOWING CRITERIA HAVE BEEN SATISFIED:**

- (1) THERE IS EVIDENCE OF A VIABLE DEPOSIT OF THE MINERAL IN TERMS OF QUALITY AND QUANTITY;**
- (2) THE PROPOSAL WOULD NOT GIVE RISE TO UNACCEPTABLE ADVERSE IMPACTS ON PEOPLE AND THE ENVIRONMENT, PARTICULARLY IN TERMS OF VISUAL AMENITY, NOISE, DUST, AIR GROUND OR WATER POLLUTION;**
- (3) THE SITE WOULD BE SAFELY ACCESSIBLE FROM THE PRIMARY ROAD NETWORK AND WHEREVER POSSIBLE CLOSE TO ALTERNATIVE MODES OF TRANSPORT;**
- (4) THE PROPOSAL DOES NOT RESULT IN THE LOSS OF IMPORTANT ECOLOGICAL, ARCHAEOLOGICAL, LANDSCAPE OR GEOLOGICAL FEATURES.**

- 15.17a Important features under criteria 4 of Policy NR3 include the best and most versatile agricultural land, Sites of Special Scientific Interest and Special Areas of Conservation

### **Operational Considerations**

- 15.18 The MPA will expect mineral extraction sites to operate to the highest standards and with

the minimum impact on the environment, sensitive land uses and highway safety. In accordance with advice in MPG1 and MPG2 “Applications, Permissions and Conditions” 1998 the MPA will expect proposals to be supported by full details of the operation, proposed infrastructure, methods of working and restoration. Advice on restoration and aftercare can be found in Minerals Policy Guidance Note 7 “The Reclamation of Mineral Workings” 1996 (MPG7).

#### **POLICY NR4**

**PROPOSALS FOR MINERAL WORKING THAT ARE ACCEPTABLE IN TERMS OF POLICY NR3 ABOVE WILL BE PERMITTED PROVIDED THAT THE FOLLOWING MATTERS HAVE BEEN ADDRESSED TO ENSURE THAT THE DEVELOPMENT OF THE SITE IS CARRIED OUT IN A SATISFACTORY MANNER:**

- (1) A DETAILED TIMESCALE FOR ALL OPERATIONS**
- (2) THE PROVISION OF APPROPRIATE SCREENING BOTH IN ADVANCE OF WORKING AND DURING THE OPERATIONS THEMSELVES**
- (3) A DETAILED, AND PHASED, SCHEME OF WORKING AND LANDSCAPING**
- (4) THE RETENTION, MAINTENANCE OR REPLACEMENT OF ALL BOUNDARY FEATURES**
- (5) MEASURES TO ENSURE THE STABILITY OF SURROUNDING LAND**
- (6) MEASURES TO PRESERVE, REPLACE OR DIVERT EXISTING SITE FEATURES AND SERVICES;**
- (7) MEASURES TO PRESERVE, ENHANCE OR PROTECT NATURE CONSERVATION INTERESTS;**
- (8) THE PROTECTION OF GROUNDWATER, WATERCOURSES, LAKES, PONDS OR OTHER WATER BODIES, AND THE PROVISION OF ADEQUATE DRAINAGE**
- (9) SATISFACTORY ACCESS, INCLUDING MEASURES TO PROTECT THE ENVIRONMENT FROM THE EFFECTS OF VEHICLES ENTERING OR LEAVING THE SITE**
- (10) LOCATION OF ANCILLARY FACILITIES INCLUDING OFFICES, WEIGHBRIDGE, STORES etc.**
- (11) PROTECTION OR APPROPRIATE DIVERSION AND REINSTATEMENT OF ALL AFFECTED PUBLIC OR PRIVATE RIGHTS OF WAY OR ACCESS**
- (12) HOURS OF WORKING**
- (13) MEASURES TO MINIMISE THE ENVIRONMENTAL IMPACT OF NOISE DUST OR VIBRATION**
- (14) THE MAKING OF SATISFACTORY PROVISION FOR THE DISPOSAL OR RE-USE OF WASTE MINERALS ARISING FROM THE OPERATIONS**
- (15) A PROGRESSIVE AND PHASED SCHEME OF RESTORATION TO AN AGREED AFTERUSE**
- (16) THE PROVISION OF A DETAILED SCHEME OF AFTERCARE AND MANAGEMENT**

### Conditions on Old Minerals Working Permissions

- 15.19 In the past, some mineral workings have been granted permission subject to conditions which do not meet current environmental standards. The MPA will seek to improve the standards of operation and restoration of these old permissions through voluntary agreements or enforcement action if appropriate. To ensure that old mineral planning permissions met modern environmental standards the Government introduced legislation under the Environment Act 1995 (Section 96 and Schedules 13 and 14) requiring Mineral Planning Authorities to carry out periodic reviews of all mining sites. The contingent Minerals Guidance Note 14 (Environment Act 1995: Review of Mineral Planning Permissions) provides advice on the statutory provisions for periodic reviews.
- 15.20 The need to extend the working area of old permissions may sometimes give rise to an opportunity to upgrade planning conditions for the entire site, so that they are consistent with current minerals planning practice. The MPA recognises the possible environmental advantages that these consolidating applications can afford.
- 15.21 The MPA will consider that desirability, after having all regard to all material considerations, of using formal orders to achieve environmental improvements at mineral working sites.

### Aggregate Area of Search

- 15.21a Areas of Search are a selection of geographical boundaries within the plan which seek to establish a broad envelope within which various areas of land contain crushed rock aggregates and sand and gravel. Historically Bradford has not contributed toward the sand and gravel provision in West Yorkshire and it has limited resources within the District. The commercial viability of these resources has not been tested and it is unlikely that they will come forward during the life of the Plan.
- 15.21b The use of Areas of Search for new minerals produced in consultation with the industry, allows the identification of areas within which future workings may take place. It does not mean that planning permission will automatically be granted for the whole areas, as many factors will have to be examined in detail at the application stage, including the staged release of land. It does indicate that within these areas there is a reasonable confidence that economic minerals exist, and the areas of search have a function of protecting those resources from sterilisation.
- 15.22 In line with paragraphs 45 and 46 of MPG1 and MPG 6 "Guidelines for Aggregate Provision in England" 1994, strategic guidance of new minerals developments will be provided through the adoption of an 'Area of Search' approach, which examines a broad area within which aggregate mineral extraction might be permitted. Bradford has adopted an 'Area of Search' approach because the quarrying industry has not come forward with sufficient details to identify 'Preferred Sites' or 'Preferred Areas'.
- 15.22a MPG6 suggests that where the plan area is small then Authorities can work towards a joint landbank. This is the approach that other West Yorkshire Authorities have taken. It is, therefore, proposed that Bradford will help maintain the landbank for crushed rock in West Yorkshire for the life of the plan unless Government policy dictates otherwise. The Regional Aggregates Working Party produces an annual report into the regions aggregate production. The Annual Report for 2000 states that there is a landbank for crushed rock of 48.3 years in the West Yorkshire Area. On this basis it is not proposed to identify an further aggregate quarries in the Bradford Area.
- 15.23 The approach takes into account geological information including sandstone, sand and gravel resources. The purpose of the 'Area of Search' is to assist the industry and public in identifying where the mineral resources and main planning constraints are thereby



providing an indication as to where new mineral working may be located. There is not a presumption that planning permission will be granted within the 'Area of Search'.

15.24 The geological information was overlain with three criteria to ensure that the main constraints on the working of the reserves were taken into account. The following criteria were:

- 250 metre from Special Protection Area, Site of Special Scientific Interest (SSSI), Area of Outstanding Natural Beauty (AONB) and National Park.
- 250 metre buffer zone from urban areas.
- within 500 metre of primary road network.

#### **POLICY NR5**

**MINERALS EXTRACTION WITHIN AN AREA OF SEARCH WILL BE PERMITTED PROVIDED THAT ANY SUCH PROPOSALS ACCORD WITH OTHER POLICIES OF THIS PLAN**

#### **Aggregate Landbank**

15.25 In accordance with national guidance set out in MPG 6, the MPA will continue to maintain a landbank of permitted reserves for aggregates for 7 years. This will ensure that Bradford maintains its contribution to the sub-regional apportionment outlined by the Yorkshire and Humberside Regional Aggregates Working Party annual report in accordance with guidance contained within MPG6 and RPG12. It is likely that Bradford's contribution to the West Yorkshire sub-regional apportionment will continue to be through crushed rock, although sand and gravel may be exploited.

#### **POLICY NR6**

**PROPOSALS FOR MINERALS EXTRACTION FOR AGGREGATES PRODUCTION WILL BE CONSIDERED AGAINST THE AIM OF MAINTAINING A LANDBANK OF PERMITTED RESERVES OF AGGREGATES IN WEST YORKSHIRE, SUFFICIENT TO ENSURE A SUPPLY OF AT LEAST 7 YEARS EXTRACTION**

#### **Aggregate Produced From Recycled Material**

15.26 A considerable volume of inert waste material arises within the District each year, of which a substantial proportion comprises of demolition wastes including concrete, brick and stone. These materials have historically been disposed of to landfill or used in related activities but could have been recycled thereby reducing the demand for newly won material. Government advice in the form of MPG6, and Waste Strategy 2000 encourages recycling to produce aggregate.

15.27 The MPA will encourage proposals that involve the recycling of demolition wastes in employment areas provided that such facilities are appropriately sited. In particular, care will be needed to ensure that the siting of these facilities should not compromise adjoining sensitive land uses. It will be necessary to ensure that these facilities are appropriately sited in relation to neighbouring housing, schools and sensitive industrial uses such as food processing.

15.28 Operational quarry sites, where they are suitably located, may be considered appropriate locations for secondary aggregate production since normally they will already contain the plant and equipment required for processing the material. However, quarries often have a significant impact on landscape and green belt and therefore these sites will only be acceptable when the recycling activity would not prevent restoration from taking place in line with the agreed scheme.

- 15.29 As with other forms of recycling, aggregate recycling schemes will need to prove BPEO for the waste stream. Consideration of the proximity principle will be particularly important especially when considering quarry locations. However, there may be the opportunity for road haulage vehicles to deliver demolition and similar wastes to the quarry on return journeys, thus reducing overall movements in the interests of the environment and road safety.
- 15.30 The MPA will expect all such facilities to provide full details on the potential impacts of the development. Applications for facilities to be located in employment areas will be considered against Waste Policy P12, whilst those in quarry locations will be assessed against Natural Resource Policy NR4.

#### **POLICY NR7**

**THE COUNCIL WILL SEEK TO MAXIMISE THE USE OF WASTE MATERIALS AS A SOURCE OF AGGREGATE, PROVIDED PROPOSALS ARE IN ACCORDANCE WITH THE CRITERIA OF POLICY NR8, IN PLACE OF NEWLY WON MINERALS.  
POLICY NR8**

**PROPOSALS FOR THE PRODUCTION OF AGGREGATES FROM WASTE MATERIALS BE PERMITTED PROVIDED THAT:**

- (1) THE PROPOSAL IS APPROPRIATELY SITED WITHIN AN EMPLOYMENT SITE, OR EXISTING ACTIVE QUARRY WHERE ITS RESTORATION WOULD NOT BE COMPROMISED OR DELAYED;**
- (2) THERE IS EVIDENCE THAT THE PROPOSALS TAKE PROPER ACCOUNT OF THE 'PROXIMITY PRINCIPLE' AND ARE SITED SO AS TO MINIMISE THE NEED FOR LENGTHY HAULAGE OF MATERIALS;**
- (3) THE PROPOSAL WOULD NOT GIVE RISE TO UNACCEPTABLE ADVERSE IMPACTS ON PEOPLE AND THE ENVIRONMENT IN TERMS OF VISUAL AMENITY, NOISE, DUST, AIR GROUND OR WATER POLLUTION, OR OTHER NUISANCE;**
- (4) THE SITE WOULD BE SAFELY ACCESSIBLE FROM THE PRIMARY ROAD NETWORK AND WHEREVER POSSIBLE CLOSE TO ALTERNATIVE MODES OF TRANSPORT;**
- (5) WHERE THE PROPOSAL IS IN AN EMPLOYMENT SITE IT MUST INCLUDE MEASURES TO ENSURE THAT THE REQUIREMENTS OF POLICY P12 ARE MET;**
- (6) WHERE THE PROPOSAL IS IN AN EXISTING ACTIVE QUARRY IT MUST INCLUDE MEASURES TO ENSURE THAT THE REQUIREMENTS OF POLICY NR4 ARE MET.**

#### **Oil and Natural Gas Exploration**

- 15.31 Governmental policy as set out in Circular 2/85 and MPG1 is to encourage exploration for, and production of, the country's own oil and gas reserves. Such developments will be supported except where they would likely lead to significant adverse effects upon the environment for example sites of acknowledged importance such as Special Protection Areas and Sites of Special Scientific Interest.
- 15.32 Permanent oil and gas extraction sites will need to satisfy Natural Resource Policies NR3 and NR4 and all other policies of this Plan.

**POLICY NR9**

**APPLICATIONS FOR PLANNING PERMISSION FOR THE EXPLORATION OF LAND TO DETERMINE THE PRESENCE OR EXTENT OF OIL OR NATURAL GAS RESERVES WILL BE PERMITTED PROVIDED THE PROPOSAL MEETS THE CRITERIA SET OUT IN POLICY NR4 AND CRITERIA (2) AND (4) OF POLICY NR3.**

**Peat Extraction**

- 15.33 Peat forms the basis of the distinctive appearance and character of the South Pennines uplands and provides a wetland habitat for a range of wildlife species. In accordance with Mineral Policy Guidance 13 “Guidelines for Peat Provision in England including the Place of Alternative Materials” 1995 (MPG13), the MPA will seek to control the commercial extraction of peat in the Pennine uplands in the interests of landscape protection, archaeology and nature conservation. The majority of the South Pennines uplands are covered by Special Protection Area status, which is currently being considered for Special Conservation Area status. Any development in this area will be assessed against Natural Resources Policies NR3 and NR4 as well as the other policies of this Plan.

**POLICY NR10**

**PROPOSALS FOR THE COMMERCIAL EXTRACTION OF PEAT WILL NOT BE PERMITTED WHERE THE DEVELOPMENT WOULD ADVERSELY AFFECT THE LANDSCAPE CHARACTER, ARCHAEOLOGY AND ECOLOGY OF THE PENNINE UPLANDS, ESPECIALLY IN AREAS DESIGNATED FOR THEIR NATURE CONSERVATION IMPORTANCE, EXCEPT WHERE THE AREA HAS BEEN SIGNIFICANTLY DISTURBED BY PAST HUMAN ACTIVITY.**

**Coal Extraction**

- 15.34 Coal has been worked in the Bradford district in the past through underground mining and as a result only limited reserves remain. Whilst there is currently no pressure for extensive coal extraction operations, the MPA will nevertheless seek to ensure that any such proposals are subject to appropriate controls. Government advice on open cast coal extraction is contained within Mineral Policy Guidance 3 “Coal Mining and Colliery Spoil Disposal” 1999 (MPG3).
- 15.35 The impact of coal extraction is significant and, therefore, the MPA will expect such schemes to provide the highest possible standard of operation and restoration. It will be imperative that such schemes take full consideration of the impact on local communities and provide alternative transport wherever possible.

**POLICY NR11A**

**THERE WILL BE A PRESUMPTION AGAINST PROPOSALS FOR THE MINING OF COAL AND FOR THE DISPOSAL OF COLLIERY WASTE UNLESS:**

- (1) THE PROPOSALS ARE ENVIRONMENTALLY ACCEPTABLE, OR CAN BE MADE SO BY PLANNING CONDITIONS OR OBLIGATIONS; OR**
- (2) THE PROPOSAL PROVIDES LOCAL OR COMMUNITY BENEFITS THAT CLEARLY OUTWEIGH THE ADVERSE IMPACTS OF THE DEVELOPMENT.**

**POLICY NR11B.**

**WHEN CONSIDERING WHETHER A PROPOSAL IS ENVIRONMENTALLY**

**ACCEPTABLE OR CAPABLE OF BEING MADE SO UNDER A) ABOVE THE FOLLOWING WILL BE TAKEN INTO ACCOUNT, WHERE RELEVANT:**

- (1) THE EFFECTS ON LOCAL AMENITY; LANDSCAPE; FEATURES OF ARCHAEOLOGICAL, ARCHITECTURAL, HISTORIC, ECOLOGICAL, NATURE CONSERVATION OR GEOLOGICAL INTEREST;**
- (2) THE EFFECT ON HYDROLOGY OR HYDROGEOLOGY;**
- (3) THE ENVIRONMENTAL IMPACTS OF TRANSPORTATION OF MINERALS AND WASTE;**
- (4) THE EXTENT TO WHICH THE PROPOSAL WOULD ADVERSELY AFFECT EFFORTS TO ATTRACT OR RETAIN INVESTMENT IN AN AREA;**
- (5) THE NEED TO ENSURE THAT WHERE THE PROPOSAL LIES WITHIN THE GREEN BELT, IT CAN BE DEVELOPED, OPERATED AND RESTORED TO THE HIGHEST STANDARDS**

**WHEN CONSIDERING WHETHER THE ADVERSE IMPACTS OF A PROPOSAL IS OUTWEIGHED BY THE BENEFITS THAT THE DEVELOPMENT WOULD PROVIDE, IMPORTANCE WILL BE GIVEN TO THOSE BENEFITS THAT WOULD BE UNLIKELY TO BE ACHIEVED BY ANY OTHER MEANS. IN PARTICULAR, THE FOLLOWING WILL BE TAKEN INTO ACCOUNT, WHERE RELEVANT, EITHER SEPARATELY OR CUMULATIVELY:**

- (1) THE CONTRIBUTION OF THE PROPOSAL TOWARDS THE COMPREHENSIVE RECLAMATION OF AREAS OF DERELICT OR CONTAMINATED LAND;**
- (2) THE AVOIDANCE OF STERILISATION OF MINERAL RESOURCES IN ADVANCE OF DEVELOPMENT THAT IS SUBJECT TO A PLANNING PERMISSION;**
- (3) THE CONTRIBUTION (OR OTHERWISE) TO THE MAINTENANCE OF HIGH AND STABLE LEVELS OF ECONOMIC GROWTH AND EMPLOYMENT;**

15.35a Proposals for coal extraction and the disposal of colliery waste shall be considered against the criteria of Policies NR3, NR4 and Policies P13, P15 respectively.

### **Renewable Energy**

15.36 Climate change is one of the biggest environmental challenges facing the world, with the potential for disruption to human society, health and the natural environment. Carbon dioxide produced by burning fossil fuels to generate electricity is the biggest single source of green house gas emissions, which are responsible for the problem. Renewable electricity generation technologies which, produce no or result in lower greenhouse gas emissions, can make an important contribution to meeting requirements for future greenhouse gas reduction commitments.

15.37 Government policy on renewable energy is set out in 'New and Renewable Energy - Prospects for the 21st Century' (Feb 2000) which establishes a national target to achieve 10% of the UK's electricity needs from renewable energy resources by 2010. The Planning System is given an important role in helping to deliver this target, through a positive approach to planning for potential renewable energy sources within their locality.

15.38 Locally the Council supports the exploitation of renewable energy in addressing climate change, and has included a commitment to promote them in Bradford's '2020 Vision'

15.39 The main renewable energy resources include:

- Solar
- Biomass
- Hydro
- Wind

In addition, there are the following technologies, that while they are not strictly 'renewable', are supported under the Government's New and Renewable Energy Policy:

- Landfill gas
- Municipal and industrial waste

- 15.40 The 'Lancashire and Yorkshire Renewable energy Planning Study', (ETSU,1997), examined the potential of various renewable technologies across the region. It identified a wide variety of potential resources across the Region. Within West Yorkshire the biggest resource was solar, reflecting the urbanised nature of the area, followed by waste, biomass and wind. It also identified a modest hydro resource in the form of small-scale projects, which could make use of existing weirs, mills or leat features. A 'Regional Renewable Energy Assessment' is currently being undertaken which will update this information.
- 15.41 Within Bradford, with its hilly topography, the main pressure has been for energy generation from the wind. However, in order to contribute to meeting the Governments target it is important to encourage the opportunities across all potential renewables. Within Bradford the following sources may be possible: waste incineration, waste digestion and landfill gas, small-scale hydro, and solar energy.
- 15.42 Government guidance on renewable energy is set out in Planning Policy Guidance Note 22. This emphasises the importance of balancing the need for the generation of energy from renewable sources with the impact of a proposed development on the local environment. Therefore:

#### **POLICY NR12**

**DEVELOPMENT PROPOSALS FOR THE GENERATION OF POWER FROM RENEWABLE ENERGY SOURCES WILL BE ENCOURAGED. PROPOSALS WILL BE PERMITTED PROVIDED THAT THERE IS NO SIGNIFICANT CONFLICT WITH OTHER RELEVANT POLICIES IN THE PLAN, AND THERE IS NO ADVERSE ENVIRONMENTAL IMPACT TO NEARBY COMMUNITIES. WHERE A PROPOSAL FAILS TO MEET THESE REQUIREMENTS, THE BENEFITS OF THE FOLLOWING WILL BE TAKEN INTO CONSIDERATION:**

- (1) THE POTENTIAL CONTRIBUTION TO MEETING LOCAL, REGIONAL AND NATIONAL ENERGY NEEDS AND REDUCING GLOBAL POLLUTION:**
- (2) THE EXTENT TO WHICH THE DEVELOPMENT WOULD PROVIDE RESEARCH BENEFITS WHICH WOULD ASSIST THE FURTHER DEVELOPMENT OF RENEWABLE TECHNOLOGIES.**

**IN DOING SO IT WILL BE ACKNOWLEDGED THAT CERTAIN RENEWABLE ENERGY SOURCES CAN ONLY BE HARNESSSED WHERE THE RESOURCE OCCURS.**

- 15.43 Particular consideration should be given to the impact of renewable energy proposals on water resources, built environment, archaeology, agriculture, nature conservation, visual intrusion (including immediate and wider impact on the landscape) and noise, covered under other policies in the Plan. Policy NR13 below provides the detailed considerations against which all wind turbine developments will be determined.

## Wind Turbine Developments

- 15.44 Wind power is one of the more mature renewable energy technologies. Wind turbines can be deployed as large groups known as wind farms or in small clusters or singly, including individual household turbines. All of these types of development have a role to play in making the most of the UK wind resource. Bradford District benefits from a good wind resource and has the potential to contribute to renewable energy generation. However, one of the major assets of the District is its attractive countryside, much of which consists of hilly or upland areas. The nature and requirements of wind turbine developments means that development pressure is likely to be focused on these areas of the District. It is important therefore that the impact of development proposals on the character of the landscape is carefully assessed and balanced with the contribution that the development would make to meeting energy needs. Some parts of the upland moorland areas are particularly unspoilt or are of historic importance because of their archaeology or other historic connections. Proposals in these areas will need to take these factors into account.
- 15.45 It is therefore preferable for turbines to be located away from the more environmentally sensitive areas of the District, for example in landscape already adversely affected by the activities of man and the intrusion of man-made structures.

### **POLICY NR13**

#### **PROPOSALS FOR THE DEVELOPMENT OF WIND FARMS AND INDIVIDUAL WIND TURBINES WILL BE PERMITTED PROVIDED THAT:**

##### **(1) THE DEVELOPMENT WILL NOT ADVERSELY AFFECT:**

**(a) THE CHARACTER OF THE LANDSCAPE;**

**(b) UPLAND OR MOORLAND AREAS WHICH CURRENTLY HAVE NO OR LITTLE DEVELOPMENT OR CONTAIN AREAS OF HISTORICAL INTEREST;**

##### **(2) SPECIAL ATTENTION IS PAID TO THE RELATIONSHIP OF PROPOSALS TO OTHER WIND FARMS/TURBINES IN THE AREA;**

##### **(3) THE DEVELOPMENT IS LOCATED TO ENSURE THAT THERE ARE NO UNACCEPTABLE NOISE PROBLEMS FOR LOCAL RESIDENTS;**

##### **(4) THE SITING, DESIGN, MATERIALS AND COLOUR OF THE TURBINES AND ANCILLARY STRUCTURES ARE SUCH THAT THEIR VISUAL IMPACT IS MINIMISED;**

##### **(5) THE DEVELOPER UNDERTAKES TO REMOVE STRUCTURES AND TO RESTORE FULLY THE SITE TO THE SATISFACTION OF THE COUNCIL, SHOULD ALL OR PART OF THE SITE BECOME NON-OPERATIONAL FOR MORE THAN SIX MONTHS.**

- 15.46 Under the Town and Country Planning (Environmental Impact Assessment) Regulations 1999 a full environmental assessment will be required for certain wind turbine development proposals. However it is essential that all other proposals for wind turbine developments are also accompanied by sufficient information to enable the impact of the development on the environment to be fully assessed. In particular, developers should provide a landscape assessment of their proposals, a preliminary noise impact assessment, and an accurate projection of the energy output of the proposed development. In cases where, after evaluating this information, the Council consider that the noise impact of the proposal might be unacceptable, the developer will be asked to provide a fully detailed noise impact assessment. The level of detail required in the

landscape assessment will depend on the nature of the proposal. If a proposal is for only one or two wind turbines, descriptive material, with photo-montages, may be sufficient to assess the impact of development. For larger scale developments or sensitive sites, a more detailed landscape assessment will be required.

- 15.47 Further guidance on the issues that should be considered, and on the type of information required of developers, to fully assess the environmental effects of wind turbine proposals is set down in both the Government's Planning Policy Guidance Note 22 and the Council's adopted Supplementary Planning Guidance on Wind Turbine Developments. Developers should have regard to this guidance.
- 15.47a Proposals for wind turbine developments affecting areas designated as of ecological importance, namely Special Protection Area/Special Area of Conservation, Sites of Special Scientific Interest, Sites of Geological or Ecological Importance and sites of Local Nature Conservation Value will be assessed against Policies NE7 to NE9.

### **Agricultural Land**

- 15.48 The increasing efficiency of agriculture and changes in agricultural policy mean that retaining as much land as possible in agricultural use no longer has the same priority. Government guidance, as set out in Planning Policy Guidance Note 7 'The Countryside - Environmental Quality and Economic and Social Development' states that, rural areas can accommodate many forms of development without detriment, if the location and design of development is handled with sensitivity. In deciding a planning application it is necessary to weigh up factors such as the protection of landscape resource, wildlife habitats and other non renewable resources, and encouragement of rural enterprise, as well as the quality and versatility of agricultural land. Within Bradford the majority of the rural area, including agricultural land, is also designated as Green Belt, so Policies GB1-6 will need to be taken into account. Government advice regarding the protection of agricultural land in relation to mineral workings is found in Minerals Planning Guidance notes. This advice will be taken into account alongside Policy NR15 in assessing minerals proposals.
- 15.49 Planning protection of agricultural land is focused on the "best and most versatile land" (Ministry of Agriculture, Fisheries and Food Agricultural Land Classification Grades 1, 2 and 3a), which is a national resource for the future. Government advice in PPG7 states that development of greenfield land, including the best and most versatile agricultural land should not be permitted unless opportunities have been assessed for accommodating development on previously developed sites and on land within the existing built up areas. Where development of agricultural land is unavoidable, areas of poorer quality land should be used in preference to that of a higher quality except where other sustainability considerations suggest otherwise, for example the quality of the landscape or importance for biodiversity.
- 15.50 There is relatively little of this higher quality agricultural land in the District, though some limited areas do exist on lower valley slopes and in the main river valleys. To ensure that this is adequately safeguarded:

#### **POLICY NR14**

#### **DEVELOPMENT WHICH RESULTS IN THE LOSS OF THE BEST AND MOST VERSATILE AGRICULTURAL LAND WILL NOT BE PERMITTED. WHERE LAND OF A LOWER GRADE COULD BE DEVELOPED FOR THE PARTICULAR PURPOSE.**

- 15.51 In accordance with Government Guidance, account will be taken of the loss of land of moderate or poor quality only in exceptional circumstances such as in hill and upland areas where agricultural practices themselves contribute in some special way to the quality of the environment or to the local economy.

- 15.52 When assessing proposals the potential adverse impact of severance and fragmentation will be taken account of.

### The Water Environment

- 15.53 The quality of the water environment is a major concern of the Council and within the planning powers available it will seek to protect and where possible improve the quality of the District's rivers, streams, groundwater, lakes and ponds etc. Development has the potential to cause major water pollution problems. However through the development control process, and with close liaison with bodies such as the Environment Agency and Yorkshire Water, such pollution problems can be avoided. Therefore to safeguard against such water pollution problems in particular and to protect the water environment the Plan incorporates a number of policies, or criteria within policies, which:

- ensure that new development is within, or ensures adequate provision of, infrastructure such as surface water drainage, sewerage, and sewage treatment facilities (eg Policy UR2).
- ensures that proposals, in particular for mineral exploitation and waste disposal, do not pollute groundwater, watercourses or other water bodies (eg Policies NR3, NR4 and Policies P8 to P15).
- recognise and safeguard the nature conservation value of watercourses and other water bodies (eg Policies NE10 and NE13).

- 15.54 The following policies cover more detailed considerations relating to the water environment, including:

- Washland
- Flood risk and flood plain protection
- Sustainable urban drainage
- Groundwater protection

### Flood Risk

- 15.55 Two main rivers, the Aire and the Wharfe, as well as many other smaller watercourses fall within the Bradford District. Current uncertainties over possible climate change make the need to safeguard floodplain areas particularly important. The Government's policy, as set out in Planning Policy Guidance Note 25 'Development and Flood Risk' is to reduce as far as practicable, the risk to people and the developed and natural environment from flooding. Planning has a positive role to play in achieving these aims, by ensuring that flood risk is properly taken into account in the planning of developments and that measures are taken to reduce the risk of flooding.

- 15.56 In accordance with this approach, the Council's policies on flood risk seek to:

- Guide development away from areas at risk from flooding through the application of a sequential test for development;
- Ensure new development does not lead to additional flood risks;
- Retain and where practicable restore natural flood plain areas.

- 15.56a A risk based approach was adopted in the preparation of the Plan based on the advice provided by the Environment Agency, who were consulted on the housing and employment allocations in the Plan. This resulted in several sites not being carried forward from the adopted plan due to flood risk.



- 15.56b The Environment Agency takes the lead role in providing advice on flooding issues in relation to applications for development. The Agency identifies a two-tier hierarchy of protected areas within Bradford District.

### **Washlands**

- 15.56c These areas are shown on the proposals map. These are principally areas of functional floodplain which provide essential storage for floodwater and are the flood risk areas requiring the highest level of protection. In accordance with PPG25, built development in the functional floodplains where excess water flows or is stored in times of flood, should be wholly exceptional and limited to essential infrastructure that has to be there. Functional floodplain may not necessarily be shown as washland on the proposals map.

### **Indicative Floodplains**

- 15.56d These are more extensive areas along watercourses where there is a high risk of flooding and where development will be strictly controlled. This includes all areas that are behind flood defences. The Proposals Map Supplementary shows the broad extent of the areas at risk from flooding within the District, based upon the most recent 2000 Indicative Flood Plain maps. The maps showing these areas are updated annually by the Environment Agency. The areas identified by the Environment Agency are subject to change and at any time could be more or less extensive than those shown on the Plan. Therefore the information shown on Proposals Map Supplementary is indicative only and does not form part of the Proposals map. For more detailed and up to date information developers are advised to contact the Environment Agency. Up to date maps can be viewed on the Environment Agency's website or at the Council's planning office at Jacob's Well, Bradford.

### **POLICY NR15A**

**DEVELOPMENT WILL NOT BE PERMITTED IN AREAS IDENTIFIED AS WASHLANDS ON THE PROPOSALS MAP, EXCEPT IN EXCEPTIONAL CIRCUMSTANCES FOR ESSENTIAL INFRASTRUCTURE WHICH CANNOT PRACTICABLY BE LOCATED ELSEWHERE**

### **POLICY NR15B**

**IN OTHER AREAS OF FLOOD RISK IDENTIFIED AS INDICATIVE FLOODPLAIN BY THE ENVIRONMENT AGENCY DEVELOPMENT WILL NOT BE PERMITTED WHERE IT WOULD:**

**(1) INCREASE THE RISKS OF FLOODING FURTHER DOWNSTREAM**

- **BY INCREASING FLOWS; OR**
- **BY IMPEDING THE FLOW OF FLOODWATER; OR**
- **THROUGH THE DISCHARGE OF ADDITIONAL SURFACE WATER; OR**
- **BY UNDERMINING THE INTEGRITY OF EXISTING FLOOD DEFENCES;**

**(2) BE AT RISK ITSELF FROM FLOODING AND**

**(3) IMPEDE ACCESS TO WATERCOURSES FOR MAINTENANCE**

**(4) FAIL TO PROVIDE ADEQUATE MEASURES FOR THE PROTECTION OF PUBLIC SAFETY**

**UNLESS ADEQUATE PROTECTION OR MITIGATION MEASURES ARE UNDERTAKEN AS PART OF THE PROPOSED DEVELOPMENT.**

**WHERE APPROPRIATE AND PRACTICABLE DEVELOPMENT THAT WOULD RESULT IN RESTORATION AND/OR ENHANCEMENT OF THE FLOODPLAIN OR CONTRIBUTE TO A REDUCTION IN SURFACE WATER RUN-OFF WILL BE PERMITTED.**

- 15.56e Where a development is located within an area identified by the Environment Agency as at risk from flooding or is likely to increase the risk of flooding down stream, developers should carry out an assessment of flood-risk and the run-off implications of their proposals. The assessment should be appropriate to the scale and nature of the development and the risks involved and should be submitted with the planning application. For further advice on the content of flood-risk assessments see PPG25, in particular Appendix F.
- 15.56f While development within the indicative flood plains will be strictly controlled, some land uses such as amenity open space, agriculture, habitat conservation measures or field sports may be appropriate, provided that suitable arrangements can be made for public safety and that these uses do not interfere with flood plain flows. See PPG25 for further guidance on applying a sequential approach to flood risk.
- 15.57 [deleted]
- 15.58 [deleted]
- 15.59 The Council will support opportunities to restore the floodplain, which has been historically developed and damaged, in terms of its floodplain capacity function.
- 15.60 Developers should where practicable use sustainable drainage systems to control the water near its source (See Policy NR16 below), in order to avoid adding to flood risk elsewhere.
- 15.61 The Environment Agency will be consulted in evaluating the nature of any flood risk and any works proposed to contain that risk.

**Surface Water Run-off and Sustainable Drainage**

- 15.62 The disposal of surface water is an important consideration in determining land - use planning proposals. Most development reduces surface permeability by replacing vegetated ground with roofs and tarmac or paved areas. This decreases the amount of water soaking into the ground, as well as increasing run - off. Traditional drainage systems are designed to carry water off site as quickly as possible, therefore altering the natural flow patterns (increasing both total quantity and peak flows of run-off) which can lead to problems elsewhere in the river catchment, particularly the risk of flooding downstream. Increased flow rates can also cause erosion and damage water and water side habitats. Water quality may also be affected as a result of pollutants from built up areas being washed into watercourses or groundwater.
- 15.63 The protection of rivers and groundwater requires changes to the design of drainage systems from traditional piped systems to those, which mimic natural drainage processes. Flood risk and other environmental damage can be managed by minimising changes in the volume and rate of surface run-off from development sites through the use of sustainable drainage systems, which control surface water run-off as close to origin as possible. Therefore:

**POLICY NR16**

**DEVELOPMENT PROPOSALS, WHICH ADD TO THE RISK OF FLOODING OR OTHER ENVIRONMENTAL DAMAGE, AS A RESULT OF SURFACE WATER RUN-OFF WILL NOT BE PERMITTED UNLESS EFFECTIVE CONTROL MEASURES ARE PROVIDED. DEVELOPMENT PROPOSALS WILL BE REQUIRED TO INCORPORATE SUSTAINABLE DRAINAGE SYSTEMS, WHICH CONTROL SURFACE WATER RUN-OFF, AS CLOSE TO SOURCE AS POSSIBLE, WHEREVER PRACTICABLE.**

- 15.64 There are a wide range of sustainable drainage options available, in preference to or linked to traditional systems, including:
- Preventative or source control measures - reduce the quantity of runoff from the site eg rainwater recycling and grey water schemes;
  - Permeable conveyance systems - Slow the velocity of runoff to allow settlement filtering and infiltration eg Permeable and Porous pavements
  - Passive treatment systems - Provide passive treatment such as reed bed filtration, to collect surface water before discharge into land or to a watercourse.
- 15.65 Surface water management using sustainable drainage systems can be implemented at varying levels, dependant on the nature and scale of development. It could involve one or a combination of the above, from good house keeping measures and soakaways for individual premises through to the use of infiltration devises, tank storage or small basins for larger sites. The appropriate system will depend on the type of development and its location. While there are clear benefits arising from the use of sustainable drainage systems, there are also constraints as to the choice of system. The surface structures that may be needed can take more space than conventional systems, however these may be integrated into the surrounding land use eg public open space on the development site. Limitations to the use of infiltration may occur where ground conditions are inappropriate eg soil is not very permeable, water table is shallow or the quality of groundwater may be adversely affected.
- 15.66 It is important for the successful implementation of any sustainable drainage system that care is given at the conception and detailed stages of its design. Consideration of the following issues early in the planning and design stages are essential:
- Integration of sustainable drainage systems into the overall site concept and layout;
  - Agreements on or controls over adoption, maintenance and operation of the systems; and
  - The need for monitoring long-term performance.
- 15.67 It is particularly important for residential developments that these issues are fully considered, so that problems are not created for future residents, by the use of non conventional sustainable drainage systems. This will involve close consultation with the Environment Agency and Sewerage undertakers.

**Ground Water Protection**

- 15.68 The Bradford area is underlain by Minor Aquifers, including Coal Measures, Millstone Grit and drift. Licensed abstractions of water for industrial, agricultural and domestic supply are widespread and there are hundreds of private supplies, particularly in rural areas. The District's groundwater resource needs to be protected in order to maintain future water supplies from aquifers. It is also important to protect it for its environmental significance, for example they feed surface water through springs and base flows to rivers which support wetlands and their ecosystems. Therefore:

**POLICY NR17****DEVELOPMENT WHICH WOULD HAVE AN ADVERSE IMPACT ON GROUNDWATER RESOURCES IN TERMS OF THEIR QUANTITY, QUALITY AND THE IMPORTANT ECOLOGICAL FEATURES THEY SUPPORT, WILL NOT BE PERMITTED.**

- 15.69 Development can pose particular risks to groundwater resources by way of pollution or disturbance to flow or depletion of their supply. In some cases it may however be possible to demonstrate adequate mitigation of such risks. Wherever groundwater is vulnerable to land use activities the site specific considerations of both the geology and the proposed operational controls must be considered at an early stage to ensure adequate protection.
- 15.70 Developers should consult the Groundwater Vulnerability Maps produced by the Environment Agency, which show the major, minor and non-aquifer areas, as well as the Source Protection maps which show the different aquifer types and how they relate to the distribution of Source Protection Zones (SPZs) where more stringent requirements apply to specific sources of supply. There are currently no Groundwater Source Protection Zones in Bradford, however the Agency are currently developing SPZs for the Yorkshire Water abstractions in Oxenhope, Eldwick, Steeton and Ilkley Moor. Where potential risks to groundwater exist from development, especially in the vicinity of water supply abstractions the Environment Agency should be consulted at an early stage.

**WATERCOURSES AND WATERBODIES**

- 15.70a The District contains a number of major watercourses and water bodies which are important nature conservation resources as well as significant landscape features. They also contribute to local amenity and provide opportunities for public recreation and enjoyment. Therefore:

**POLICY NR17A****DEVELOPMENT ADJOINING OR NEAR TO WATERCOURSES AND BODIES WILL NOT BE PERMITTED IF IT WOULD HAVE AN ADVERSE EFFECT ON NATURE CONSERVATION, WATER QUALITY, FISHERIES, LANDSCAPE, PUBLIC ACCESS, OR WATER BASED OR WATER SIDE RECREATION.**

- 15.70b Watercourses and bodies under the policy include the Rivers Aire, Worth and Wharfe, the Leeds and Liverpool Canal, and any other significant reservoir or water body such as mill ponds.
- 15.70c Developers should also see Policy NE13 Wildlife corridors which relates to major watercourses.

# CHAPTER 16

---

## Pollution Hazards and Waste

## 16.0 Introduction

16.1 Concern over the quality of the environment has increased significantly in recent years and has become a key quality of life issue. A clean and healthy environment is a key element of sustainability. In many ways the environment in the UK has improved and does not face pollution problems elsewhere in the world. However, there are still major environmental and resource challenges both nationally and locally, in particular the need to:

- improve the management of waste;
- improve the quality of our air

16.2 The protection and enhancement of the District's environment through the management of pollution, hazards and waste is one of the principal policies of the Plan (Policy UDP 9). The Plan includes a number of policies or criteria which relate to the control of pollution eg mineral workings (Policies NR3 and NR4) and lighting pollution (Policy D15). This Chapter contains specific policies for the control of pollution and hazards as well as waste management facilities, set out in two sections. The first section deals with pollution and hazards. It covers:

- Air quality
- Hazardous installations
- Contaminated land
- Development close to former landfill sites
- Unstable land
- Noise

16.3 The second section sets out policies for the management of waste, including:

- Waste management
- Recycling
- Green waste composting
- Waste incineration
- Landfill

### Pollution and Hazards

16.4 The Council is concerned to ensure that developments, due to their nature or location, do not endanger public health and safety, or cause a significant nuisance to the public. The Council will operate the following principles in assessing development proposals.

- There will be the fullest practical disclosure of information on the environmental impact of proposals.
- Prevention of environmental damage is better than cure.
- The polluter pays, where actions are required to reduce the environmental impact of development or land use.
- A precautionary approach is taken assuming that an activity is environmentally damaging unless proven otherwise.

### Air Quality

16.5 In response to episodes of poor air quality, especially in urban areas, and growing public concerns about air pollution, the government adopted a National Air Quality Strategy

(NAQS) in 1997(replaced by the Air Quality Strategy for England, Scotland and Wales published January 2000). This introduced new air quality objectives for the assessment and management of the quality of air. The Local Air Quality Management (LAQM) system, introduced by the Environment Act 1995, has an integral part to play in ensuring the national objectives are achieved. As part of LAQM local authorities must review and assess air quality and identify areas, which fail to meet the objectives. The review and assessment for Bradford District (January 2001) concluded that the air quality objectives prescribed by the Air Quality Regulations 2000 are likely to be met for all the pollutants under review. A further review and assessment of air quality in the District will be completed by the end of 2003.

- 16.6 Both the National Air Quality Strategy and planning guidance identify the planning system as one of the key methods for providing improvements in air quality.
- 16.7 Government guidance in 'Air Quality and Land Use Planning' published under DETR circular 15/97 advises on the role which land use planning has in the improvement of air quality. It states that air quality considerations, which relate to the use and development of land, are capable of being a material consideration.
- 16.8 Developers will therefore be expected to take proper account of air quality issues in drawing up development proposals.

#### **POLICY P1**

**DEVELOPMENT WILL NOT BE PERMITTED WHERE IT IS LIKELY TO HAVE AN UNACCEPTABLE EFFECT ON AIR QUALITY. IN DETERMINING WHETHER OR NOT AN UNACCEPTABLE EFFECT WILL RESULT, PARTICULAR CONSIDERATION WILL BE GIVEN TO THE FOLLOWING ISSUES:**

- (1) THE LIKELY HOOD OF EMISSIONS WHICH ARE LIKELY TO HAVE A SIGNIFICANTLY UNACCEPTABLE EFFECT ON THE AMENITY OF THE LOCAL AREA;**
- (2) WHERE THERE IS THE SIGNIFICANT RISK THAT PUBLIC HEALTH MAY BE ADVERSELY AFFECTED;**
- (3) WHERE THERE IS A SIGNIFICANT POSSIBILITY THAT ANY PROPOSED DEVELOPMENT WILL LEAD TO A BREACH OF NATIONAL AIR QUALITY OBJECTIVES.**

**AN AIR QUALITY IMPACT ASSESSMENT MAY BE REQUIRED BEFORE DETERMINING APPLICATIONS WITH A POTENTIAL TO SIGNIFICANTLY CONTRIBUTE TO AIR POLLUTION.**

- 16.9 Unacceptable effects will include emissions in excess of Air Quality Standards set by regulatory bodies.
- 16.10 Poor air quality can have harmful effects especially for the elderly or those in poor health. It is therefore important to adopt a precautionary principle approach to assessments of effects on public health.
- 16.11 Applicants should consider the air quality impacts on humans, flora and fauna of traffic using the development as well as pollutant emissions from the proposal itself. Applications where air quality could be a material consideration include where; the development could result in the designation of a new Air Quality Management area or the application would conflict with proposals in an Action Plan ( should one be required).

- 16.12 Air quality assessments would be required for:
- (1) Industrial activities with potentially significant air emissions which are regulated by the Environment Agency or by the Local Authority under the Environmental Protection Act 1990;
  - (2) Any developments that have the potential to increase the volume of traffic flows by more than 10% on roads with flows greater than 20,000 vehicles per day;
  - (3) Developments located in (or likely to affect) an AQMA which would significantly change patterns of traffic flows or could emit one or more of the pollutants specified under NAQS.
- 16.13 Where an air quality assessment is requested, the applicant and the local authority (including all specialist departments eg planning and environmental protection) should agree the content and methodology to be used before it is undertaken. It should cover a projects likely effect on air quality and include broadly similar information to an application for Integrated Pollution Prevention and Control (IPPC) authorisation under the Pollution Prevention and Control Act 1999.
- 16.14 Consultation with the appropriate bodies, including the Environment Agency and the Council's Department of Environmental Protection and Waste Management where necessary, should be carried out at the earliest possible opportunity..
- 16.15 Development may not have an unacceptable effect on air quality in itself, but may be in close proximity to an area suffering from poor air quality and may therefore be at unacceptable risk. Therefore:

#### **POLICY P2**

#### **DEVELOPMENT WILL NOT BE PERMITTED NEAR TO POTENTIALLY POLLUTING SOURCES, WHERE THE PROPOSED DEVELOPMENT IS LIKELY TO BE SUBJECT TO UNACCEPTABLE RISK.**

- 16.16 Unacceptable risk will include situations where the development will be subject to emissions in excess of health related Air Quality Standards set by regulatory bodies.

#### **Hazardous Installations**

- 16.17 Within the District there are certain sites and pipelines for example High Pressure Gas pipelines designated by the Health and Safety Executive (HSE) as notifiable hazardous installations because of the quantities of hazardous substances stored, used or transmitted. The Council wishes to ensure that public health and safety is not jeopardised by development which increases the number of people close to such hazards, or by development which introduces new, or expands existing hazardous installations close to where people live, work or congregate. Therefore:

#### **POLICY P3**

#### **PLANNING PERMISSION WILL ONLY BE GRANTED FOR DEVELOPMENT PROPOSALS**

#### **(1) INVOLVING NOTIFIABLE QUANTITIES OF HAZARDOUS SUBSTANCES;**

**OR**

#### **(2) WHICH ARE IN THE VICINITY OF NOTIFIED SITES OR OTHER KNOWN HAZARDS.**



**IF IT IS DEMONSTRATED THAT THERE IS NOT AN UNACCEPTABLE RISK TO PUBLIC HEALTH AND SAFETY WHICH CANNOT BE SATISFACTORILY OVERCOME BY APPROPRIATE AMELIORATING MEASURES.**

- 16.18 Hazardous substances and their specified quantities are set down in The Planning (Hazardous Substances) Regulations 1992 as amended by The Planning (Control of Major-Accident Hazards) Regulations 1999 (COMAH). These latter regulations implemented the land use planning requirements of the Seveso II Directive [Council Directive 96/82/EC of 9 December 1996]. The notifiable installations under these regulations, as at May 2001, are listed in the Proposals Reports and shown on the proposals map. As part of the gas distribution network there are also several high pressure gas mains in the District. Developers should contact both TRANSCO and the appropriate local network provider to identify the location of high pressure gas mains and for advice on the location of development with regard to such hazardous infrastructure.
- 16.19 Bradford has a number of sites where significant quantities of potential hazardous chemicals are used and stored. These chemical plants are a major source of local employment but the storage and use of these chemicals can place significant restrictions on certain kinds of development in the vicinity. When considering development on land in the vicinity of COMAH sites it is important to strike the proper balance taking account of the costs and benefits and the nature of the risk as well as the level of risk. Unacceptable risk will be determined with regard to what is considered to be an acceptable level of safety in relation to the potential accident affects on people in the surrounding area, taking account of HSE advice and appropriate comparable acceptable levels of risk.
- 16.20 The HSE and Environment Agency will be consulted on development of sites designated under COMAH Regulations and on development within the COMAH consultation zones, in particular for their view as to whether a proposal would create an unacceptable risk in respect of Policy P3.

### **Contaminated Land**

- 16.21 Whilst the Council wishes to encourage the full and effective use of land in the urban areas, it is important that the development of land which may be contaminated does not endanger public health and safety. It is the responsibility of the developer to investigate the possibility of the existence of contaminants, and identify and carry out any necessary measures to overcome the problem. Therefore in accordance with Environment Protection Act 1990, Part IIA inserted by the Environment Act 1995 and PPG 23 Planning and Pollution Control.

### **POLICY P4**

**PLANNING PERMISSION FOR DEVELOPMENT ON LAND WHERE CONTAMINATION IS SUSPECTED WILL BE GRANTED SUBJECT TO CONDITIONS REQUIRING**

**(1) A SITE INVESTIGATION BEFORE DEVELOPMENT IS COMMENCED, AND**

**(2) A PROGRAMME OF IMPLEMENTATION OF ANY REMEDIAL MEASURES SHOWN BY THE SITE INVESTIGATION TO BE NECESSARY.**

**WHERE THERE IS A STRONG SUSPICION OF CONTAMINATION WHICH WOULD ADVERSELY AFFECT THE PROPOSED DEVELOPMENT OR INFRINGE STATUTORY REQUIREMENTS, PLANNING PERMISSION WILL BE GRANTED ONLY FOLLOWING A SITE INVESTIGATION AND RISK ASSESSMENT, AND THE SUBMISSION TO THE COUNCIL OF ANY PROGRAMME OF MEASURES WHICH THE SITE INVESTIGATION AND RISK ASSESSMENT SHOW TO BE NECESSARY TO PREVENT HARM FROM CONTAMINATION.**

- 16.22 In order to determine the level of suspicion in relation to contamination, developers will be required to submit with their planning application a desk top (Phase I) report on sites which have previous manufacturing or industrial activity, chemical or fuel storage, treatment or disposal of waste, or where it is suspected the land may be contaminated due to its uses now or in the past. The desk top (Phase I) report shall appraise the previous uses of the site, assess the environmental setting, including hydrology, geology and pollution incidences, and provide a risk assessment using the source-pathway-receptor model, concluding if the contamination is such that it will adversely affect the proposed development.
- 16.22a Where it is considered that the contamination would adversely affect the proposed development, the developer will be expected to finance and carry out a detailed site investigation (Phase II) report and identify appropriate remedial measures, to the satisfaction of the Council, prior to the Council determining the planning application. The scale and level of detail of a site investigation will depend on the circumstances of the particular case including the evidence revealed by a desk study.
- 16.23 The type and level of contaminants present on the site and the remedial measures proposed will be prime considerations in determining appropriate uses for the site, and hence whether the development proposal will be permitted, particular attention will be given to groundwater contamination issues. A further consideration in determining planning applications will be the relationship between the cost of remediation work, and the commercial viability of the site.

#### **Developments Close to Former Landfill Sites**

- 16.24 Particular care needs to be taken with development proposals on or near to former landfill sites, owing to the potential problem of the migration of gas from these sites. The Council will consult the Councils Environmental Protection Section and, where appropriate the Environment Agency, regarding levels of gas recorded at sites. However it will be up to the developer to finance and provide an independent assessment of risk from migrating gas.

#### **POLICY P5**

#### **DEVELOPMENT PROPOSALS WITHIN 250 METRES OF FORMER LANDFILL SITES SHOULD MAKE SATISFACTORY ARRANGEMENTS TO OVERCOME THE DANGERS OF MIGRATING GAS**

#### **Unstable Land**

- 16.25 In some parts of the District the presence of existing or former mine workings, steep slopes, or other adverse ground conditions may give rise to problems of land instability. The Government's Planning Policy Guidance Note 14 "Development on Unstable Land" states that this is a material planning consideration which should be taken into account when determining planning applications. PPG14 sets out the broad planning and technical issues to be addressed in respect of development on unstable land; annex 1 develops that guidance in relation to landslides and unstable slopes and Annex 2 relates to subsidence.
- 16.26 It is the responsibility of the developer to demonstrate to the Council that a site is stable, or that any actual or potential instability can be satisfactorily overcome by means of appropriate measures. Developers are responsible for investigating the ground conditions of a site, and the Council may in appropriate circumstances require a planning application to be accompanied by a stability report. This should demonstrate that the site will not be affected by instability and subsidence or that the development will be able to withstand the effects of any subsidence. Further advice on this matter is contained in Planning Policy Guidance Note 14: Development of Unstable Land.

**POLICY P6**

**PLANNING PERMISSION FOR DEVELOPMENT ON LAND KNOWN OR SUSPECTED TO BE POTENTIALLY UNSTABLE ONLY WILL BE GRANTED, IF THE FOLLOWING PROVISIONS ARE MADE:-**

- (1) A FULL SITE INVESTIGATION HAS BEEN CARRIED OUT BY THE DEVELOPER TO DETERMINE WHETHER INSTABILITY MAY OCCUR OR NOT, AND**
- (2) IF ANY INSTABILITY IS FOUND, THE DEVELOPER SHALL CARRY OUT ANY MEASURES REQUIRED TO ADEQUATELY OVERCOME THE PROBLEM, ON THE COMMENCEMENT OF DEVELOPMENT.**

**Noise**

- 16.27 The Council wishes to use its powers as Local Planning Authority to help reduce the problem of noise pollution. This will be done in two ways. First, by controlling the introduction of noise sensitive development (such as housing, schools, and hospitals) close to the existing sources of noise. Second, by controlling the introduction of new noise sources (eg certain employment uses) close to existing noise sensitive development. The onus lies with the developer to ensure that development proposals do not cause unacceptable noise problems.

**POLICY P7**

**WHERE DEVELOPMENT PROPOSALS GIVE RISE TO AN UNACCEPTABLE NOISE PROBLEM BY VIRTUE OF THEIR NATURE AND/OR LOCATION, DEVELOPERS WILL BE REQUIRED TO CARRY OUT ANY REMEDIAL MEASURES NECESSARY TO SATISFACTORILY OVERCOME THE PROBLEM. WHERE NOISE PROBLEMS CANNOT BE SATISFACTORILY OVERCOME PLANNING PERMISSION WILL NOT BE GRANTED.**

- 16.28 It will be up to the developer to finance any assessment of noise levels arising from development and any subsequent remedial measures. Further guidance on the role of planning to minimise the adverse impact of noise can be found in PPG24 Planning and Noise.

**WASTE****Introduction**

- 16.29 Bradford Council is the Waste Planning Authority (WPA) for waste development in the District and is responsible for producing planning policy and deciding planning applications in this respect. Planning applications for waste management development will be considered against the policies in this Section along with other Chapters of this Plan as appropriate.
- 16.30 There has been a dramatic change in waste management policy over the last few years, which has culminated in new European Directives, Government policy and guidance.
- European Directives: Framework Directive on Waste, the Hazardous Waste Directive, the Packaging and Packaging Waste Directive and the Landfill Directive.
  - UK Government policy and guidance: Waste Strategy 2000 for England and Wales, Regional Planning Guidance for Yorkshire and the Humber Region 1992 (RPG12), draft Regional Planning Guidance for Yorkshire and the Humber Region 2000,

Planning Policy Guidance Note 10 “Planning and Waste Management” 1999 (PPG10) and Planning Policy Guidance Note 11 “Regional Planning” 2000 (PPG11).

- 16.31 The new European Directives are aimed at reducing the amount of waste that is generated and disposed of, and, to ensure that high standards of control are maintained across the Member States. These directives also require member states to produce waste management plans. The requirements of these directives is included within the document “Waste Strategy 2000”.
- 16.32 Waste Strategy 2000 and PPG 10 set out the governments requirements for planning authorities. There are several principles that authorities must take into account when drawing up their Unitary Development Plans:
- Best Practicable Environmental Option (BPEO)
  - Regional self sufficiency
  - Proximity principle (locating facilities close to source of waste)
  - Waste Hierarchy (reducing waste at source, increasing reuse/recovery and reducing landfill)
- 16.33 In addition to these principles authorities must also consider both the Regional waste Management Plan and the Council’s own Municipal Waste Management Strategy. The Regional Plan will provide the regional dimension and may, amongst other matters, identify where major facilities should be located within the Yorkshire and Humber Region. This document is currently under production. The Council’s own strategy covers issues relating to the handling and processing of municipal waste. That is all waste that is collected, handled, and disposed by the Council including household waste and trade waste. This document is in a framework form, and is a two-phased approach. Phase 1 to 2005, recycling and composting to be prioritised, waste minimisation awareness to continue and discussions with companies for joint ventures in these areas to be evaluated. Phase 2, 2005 and beyond, evaluation of tried and tested technology available to enable the Council to meet the target for the recovery of value.

## WASTE STATISTICS

- 16.34 The quantity of waste being generated in the District is increasing on an annual basis. It is therefore important that there is sufficient capacity within the District and Region in order that this waste can be dealt with under the principles of Waste Strategy 2000 and PPG10. Information regarding non municipal waste is collated by the Environment Agency but this does not take into account the waste that is processed, handled, recycled or disposed of at unlicensed facilities. Details of the national waste targets and waste statistics for Bradford District are provided in Appendix D

## Land Use Waste Strategy

- 16.35 When drafting policies for waste development it is necessary for the planning authority to plan for current and future waste management requirements. The UDP must deal with municipal and non-municipal waste, in other words all waste that is generated in the District. The planning authority is not in a position to provide new site specific allocations for large scale waste treatment facilities as a result of the lack of guidance from both the government and regional bodies on the number of facilities required.
- 16.35a The Council’s Municipal Waste Strategy and the Regional Waste Management Strategy have now been adopted. However, these documents do not detail the number and type of waste facilities or waste management options for all waste streams. The current government guidance requires BPEO at a strategic level. Without undertaking a BPEO at a regional level there is insufficient information to begin to allocate sites for all types of

waste management facilities across the Region. Buck Park Quarry, Denholme, has been identified as a landfill site capable of taking household waste and is considered to provide sufficient capacity for the plan period. Further, existing sites for the disposal of inert waste, containing additional capacity, are listed in Policy P13 and identified on the Proposals Map.

- 16.36 However, there is an increasing amount of recycling and treatment of waste being carried out in the District and the WPA expects this to continue during the life of the Plan.
- The Plan will support all recycling, treatment and handling proposals provided the applicant provides evidence that it is the Best Practicable Environmental Option (BPEO) for that waste stream and the impact of the development on environment and people is minimised.
  - Landfilling of inert material will only be considered if it is proved to be the Best Practicable Environmental Option (BPEO) and involves either derelict land, contaminated land or agricultural land that cannot be improved by other means. The WPA will expect inert material to be recycled and reused wherever possible.
  - Landfilling of biodegradable waste will be considered against set criteria. Given the lead in time required for large scale alternatives it is likely that a large scale landfill will be required during the life of the plan. Any such proposal will need to prove Best Practicable Environmental Option (BPEO) and ensure that it has a minimum impact on the environment.

When assessing BPEO consideration should be given to the waste hierarchy which is a theoretical framework ranking the four main ways of dealing with waste, with the most effective environmental solution being first:-

- Reduction - reduce the generation of waste.
- Re-use - material for the same or different purpose.
- Recovery - through recycling, composting or energy recovery.
- Disposal - of waste to landfill, incineration.

The most effective environmental solution may often be to reduce the amount of waste generated. Where further reduction is not practical products and materials can sometimes be used again, either for the same or a different purpose. Failing that, value should be recovered from waste, through recycling, composting or energy recovery. Only if none of the above offers an appropriate solution should waste be disposed of.

### **Role of Other Regulatory Bodies**

- 16.37 Whilst Bradford Council is the planning authority it is important to be aware that there are other controls that cover waste developments. These controls relate to pollution control matters and are covered by the Environmental Protection Act 1990 as amended by the Pollution Prevention and Control Act 1999.
- 16.38 These controls are aimed at achieving a high level of protection of the environment taken as a whole by preventing or, where that is not practicable, reducing emissions into the air, water and land. Depending on the proposal the responsibility for undertaking these controls lies with either the Council's Environmental Protection Service or the Environment Agency. These controls are separate but complimentary to the land use planning system. The WPA will consult and liaise with the pollution control authorities on all planning applications for waste management facilities.

### Waste Management Facilities

- 16.39 Waste management facilities cover a wide range of processes dealing with a variety of waste types. Current facilities in the Bradford District include vehicles dismantlers, scrap yards, material recycling facilities and waste transfer stations.
- 16.40 At any time between the generation of waste and its final disposal, opportunities exist for recycling, either in conjunction with a waste transfer station or at a purpose built facility. These activities are very effective in reducing the harmfulness of the waste and/or reducing the amount of waste that requires final disposal.
- 16.41 These activities are industrial in character and can generate significant heavy vehicular movements. These factors influence their siting and make such operations most suited to locations within employment areas where in general, there are less sensitive land uses and where access arrangements are normally of a higher standard. However, even in employment sites care will be needed to ensure that adjoining sensitive land uses are not compromised by the siting of these facilities. It will be necessary to ensure that these facilities are appropriately sited in relation to neighbouring housing, schools and sensitive industrial uses such as food processing.
- 16.42 In accordance with Waste Strategy 2000 and PPG10 proposals for waste management facilities will need to provide evidence of BPEO including consideration of the proximity principle.
- 16.43 The WPA will expect proposals for waste management facilities to include full details of the potential impact on the environment and people to ensure that there is no unacceptable adverse impact.
- 16.44 The siting of aggregate recycling facilities may also be suited to active quarries. Facilities to deal with the recycling of demolition and construction material to produce an aggregate material will be assessed against Natural Resource Policy NR8.

### **POLICY P8**

#### **PROPOSALS FOR WASTE HANDLING, TRANSFER, PROCESSING AND RECYCLING AND SCRAPYARDS WILL BE PERMITTED PROVIDED THAT:**

- (1) THE ACTIVITY IS APPROPRIATELY SITED WITHIN AN EMPLOYMENT SITE;**
- (2) THERE IS EVIDENCE THAT THE PROPOSAL IS THE BEST PRACTICABLE ENVIRONMENTAL OPTION (BPEO) FOR THE IDENTIFIED WASTE STREAM;**
- (3) THERE IS EVIDENCE THAT THE PROPOSALS TAKE PROPER ACCOUNT OF THE PROXIMITY PRINCIPLE AND ARE SITED SO AS TO MINIMISE THE NEED FOR LENGTHY HAULAGE OF MATERIALS**
- (4) THE SITE WOULD BE SAFELY ACCESSIBLE FROM THE PRIMARY ROAD NETWORK AND WHEREVER POSSIBLE CLOSE TO ALTERNATIVE MODES OF TRANSPORT;**
- (5) THE PROPOSAL WOULD NOT GIVE RISE TO UNACCEPTABLE ADVERSE IMPACTS ON PEOPLE AND THE ENVIRONMENT IN TERMS OF VISUAL AMENITY, NOISE, ODOUR, DUST, AIR, GROUND OR WATER POLLUTION OR OTHER NUISANCE;**
- (6) THE PROPOSAL INCLUDES MEASURES TO ENSURE THAT THE REQUIREMENTS OF POLICY P12 ARE MET.**

### Household Recycling Centres

- 16.45 Household recycling centres fulfil an important function in enabling the public to conveniently dispose of bulky household items, garden wastes and other recyclable materials. The operation of these facilities provides a means for the public to voluntarily separate their wastes, and simplifies any subsequent recycling process.
- 16.46 The geographical distribution of household waste centres, and their accessibility to the greatest number of householders, is particularly important in encouraging their use by the public. The WPA will support the formation of additional sites in appropriate locations in order to achieve adequate provision, subject to Policy P9 and material planning considerations.
- 16.47 The WPA is aware that the existing sites at Golden Butts in Ilkley and Ford Hill in Queensbury will require expansion/replacement in the first 3 to 5 years of the Plan period. In addition it is understood that an additional facility is likely to be required in the north Bradford/ShIPLEY area. Other facilities may be required as the Councils Municipal Waste Management Strategy is developed.

### **POLICY P9**

#### **PROPOSALS FOR NEW FACILITIES AND REPLACEMENTS FOR OR EXTENSIONS TO EXISTING HOUSEHOLD RECYCLING CENTRES WILL BE PERMITTED PROVIDED THAT:**

- (1) THE PROPOSAL IS ACCESSIBLE TO CONCENTRATIONS OF HOUSEHOLDS;**
- (2) THERE IS EVIDENCE THAT THE PROPOSAL IS THE BEST PRACTICABLE ENVIRONMENTAL OPTION (BPEO) FOR THE IDENTIFIED WASTE STREAM;**
- (3) THE SITE WOULD BE SAFELY ACCESSIBLE FROM THE PRIMARY ROAD NETWORK;**
- (4) THE PROPOSAL WOULD NOT GIVE RISE TO UNACCEPTABLE ADVERSE IMPACTS ON PEOPLE AND THE ENVIRONMENT IN TERMS OF VISUAL AMENITY, NOISE, ODOUR, DUST, AIR, GROUND OR WATER POLLUTION OR OTHER NUISANCE;**
- (5) THE PROPOSAL INCLUDES MEASURES TO ENSURE THAT THE REQUIREMENTS OF POLICY P12 ARE MET.**

### Green Waste Composting

- 16.48 It is recognised that 'green' wastes, including grass cuttings, leaf litter and similar wastes from parks and gardens as well as from domestic properties make up a significant percentage of wastes requiring disposal. Most of this waste mass can be dealt with by composting to create soil enriching material and mulches for use by individuals, companies and by the Council on its own public parks and gardens. The WPA will therefore seek to encourage the siting of composting facilities involving the shredding and subsequent aerobic (open to the air) decomposition in appropriate locations.
- 16.49 Mixed wastes including domestic refuse are also capable of being aerobically composted, but the likely implications for local amenity, particularly from odours are significant and it is unlikely that such facilities can readily be established in the vicinity of sensitive land uses without an unacceptable impact on amenity as a result of odour, perceived health risks, vermin, litter etc. Consequently, mixed waste composting will be unlikely to be undertaken other than by means of anaerobic (without air) digestion.

**POLICY P10****PROPOSALS FOR COMPOSTING GREEN WASTES WILL BE PERMITTED PROVIDED THAT:**

- (1) THE WASTE FACILITY IS CLOSE TO THE SOURCE OF WASTE ARISING AND THE FINAL MARKET FOR COMPOST PRODUCT;**
- (2) THERE IS EVIDENCE THAT THE PROPOSAL IS THE BEST PRACTICABLE ENVIRONMENTAL OPTION (BPEO) FOR THE IDENTIFIED WASTE STREAM;**
- (3) WHERE THE PROPOSAL IS IN THE OPEN COUNTRYSIDE IT IS IN SCALE AND KEEPING WITH THE LANDSCAPE AND RE-USES EXISTING BUILDINGS, OR IS IN LAND WITHIN OR ADJACENT TO FARM BUILDING COMPLEXES;**
- (4) THE SITE WOULD BE SAFELY ACCESSIBLE FROM THE PRIMARY ROAD NETWORK;**
- (5) THE PROPOSAL WOULD NOT GIVE RISE TO UNACCEPTABLE ADVERSE IMPACTS ON PEOPLE AND THE ENVIRONMENT IN TERMS OF VISUAL AMENITY, NOISE, ODOUR, DUST, AIR, GROUND OR WATER POLLUTION OR OTHER NUISANCE;**
- (6) THE PROPOSAL INCLUDES MEASURES TO ENSURE THAT THE REQUIREMENTS OF PARTS 2 TO 8 OF POLICY P12 ARE MET.**

**Waste Incineration**

- 16.50 Many types of waste require treatment before being landfilled and incineration is a form of treatment that has the potential to reduce the volume of waste during final disposal. These waste types include municipal waste, animal, clinical, industrial and special waste. The incinerators themselves can range in size and capacity including hospital incinerators, animal crematoria, municipal waste incinerators and special waste incinerators. At present only a small proportion of waste is incinerated in Bradford. However, it is likely that this will increase when the European Union pre-treatment target is implemented.
- 16.51 Experience has shown that waste incineration is a process that will normally give rise to considerable concern from local communities, particularly in respect of emissions and the perceived health and nuisance issues that may arise as a result. Environmental controls in relation to the operation of incinerators and their siting are particularly important when considering any proposal for waste incineration. These matters must be fully addressed by applicants in order that the WPA may properly assess the environmental impact of the proposals. Refer to Policy P1 in that applications for incineration are projects likely to effect air quality and applications would require Integrated Pollution Prevention and Control (IPPC) authorisation under the Pollution Prevention and Control Act 1999.
- 16.52 Waste incineration offers a valuable opportunity to generate energy whether in the form of combined heat and power or energy from waste. The WPA support the generation of power from waste incineration in line with the waste hierarchy objectives of recovery from waste and the Governments targets.

**POLICY P11****PROPOSALS FOR INCINERATORS WILL BE PERMITTED PROVIDED THAT:**

- (1) THEY ARE SUITABLY LOCATED WITHIN AN EMPLOYMENT AREA;**



- (2) THERE IS EVIDENCE THAT THE PROPOSAL IS THE BEST PRACTICABLE ENVIRONMENTAL OPTION (BPEO) FOR THE IDENTIFIED WASTE STREAM;**
- (3) THE SITE WOULD BE SAFELY AND CONVENIENTLY ACCESSIBLE FROM THE PRIMARY ROAD NETWORK;**
- (4) THE PROPOSAL (INCLUDING WASTE STORAGE AREAS) WILL BE LOCATED WITHIN APPROPRIATE BUILDINGS;**
- (5) THEY INCLUDE PROPOSALS FOR THE RECOVERY OF ENERGY;**
- (6) THE PROPOSAL WOULD NOT GIVE RISE TO UNACCEPTABLE ADVERSE IMPACTS ON PEOPLE AND THE ENVIRONMENT IN TERMS OF VISUAL AMENITY, NOISE, ODOUR, DUST, AIR, GROUND OR WATER POLLUTION OR OTHER NUISANCE;**
- (7) THE PROPOSAL INCLUDES MEASURES TO ENSURE THAT THE REQUIREMENTS OF POLICY P12 ARE MET.**

#### **Waste Management Facilities - Operational Matters**

- 16.53 The operation of waste management facilities can have a significant impact on neighbouring land users and the wider environment. In order that the WPA may properly consider these impacts and ameliorate their effects, all planning applications for such uses will be required to be accompanied by full details of the activity including the proposed control and mitigation measures.
- 16.54 Although the Plan encourages waste management facilities in less sensitive locations, namely employment sites, there is still the possibility of conflict with neighbouring land uses. In order to minimise this impact to an acceptable standard, Waste Management Facilities will be required to be carried out within a building or other suitable enclosure. This will reduce visual impact as well as mitigate against noise, dust and potential odour problems.
- 16.55 Highway safety, and the adverse impact that heavy goods vehicle movements can have upon sensitive land uses, are matters that require careful consideration. Applications will be expected to include satisfactory means of access, adequate car parking provision and manoeuvring space. The potential for the use of alternative transport modes will be explored wherever possible in order to promote greater sustainability in the way that wastes, recycled products and residues are transported.
- 16.56 Depending on the scale and nature of the development it may be necessary to submit an Environmental Impact Assessment in accordance with the Town and Country Planning (Environmental Impact Assessment) of Regulations 1999.

#### **POLICY P12**

##### **PROPOSALS FOR WASTE MANAGEMENT FACILITIES WILL BE REQUIRED TO PROVIDE THE FOLLOWING DETAILS:**

- (1) THE CARRYING OUT OF WASTE HANDLING AND PROCESSING ACTIVITIES WITHIN A BUILDING OR OTHER APPROPRIATE MEANS OF ENCLOSURE;**
- (2) SATISFACTORY MEANS OF ACCESS, VEHICLE MANOEUVRING AND CAR PARKING ARRANGEMENTS;**
- (3) APPROPRIATE SITE SCREENING/LANDSCAPING AND SECURITY ARRANGEMENTS;**

- (4) MOBILE AND FIXED PLANT AND MACHINERY;**
- (5) PROPOSED THROUGHPUT OF WASTE MATERIALS IN TONNES PER ANNUM;**
- (6) STOCKPILE LOCATIONS AND DIMENSIONS;**
- (7) SITE DRAINAGE AND CAPACITY OF INFRASTRUCTURE TO SUSTAINABLY ACCEPT DISCHARGES FROM SITE;**
- (8) THE POTENTIAL OF THE SITE TO BE SERVED USING ALTERNATIVE TRANSPORT MODES.**
- (9) MEASURES TO PREVENT ADVERSE IMPACT UPON AMENITY FROM NOISE, ODOUR, DUST, VIBRATION AND EMISSIONS TO AIR/WATER.**

#### **Inert Waste Landfill**

- 16.57 Inert wastes include recyclable materials including brick, concrete, stone and slate, which can all be crushed to produce a range of secondary aggregates. The WPA will permit only non-recyclable inert material to be landfilled except where the Best Practicable Environmental Option (BPEO) is proved.
- 16.58 It is accepted that there will remain significant volumes of residual inert wastes, which will require disposal. However, the WPA will only grant planning permission for the landfilling of these waste types where the applicant can prove that it is the Best Practicable Environmental Option and where the land itself can only be reclaimed or improved through landfilling. Applications for this type of development will need to include a full and detailed justification for the proposal including evidence that the scheme is the Best Practicable Environmental Option (BPEO) and is the only way in which the site can be reclaimed or improved.
- 16.59 In the past there have been numerous schemes for small scale agricultural improvement which can have a cumulative impact on the landscape. In assessing any application the WPA will pay particular attention to the impact on the landscape and will appraise any application against the policies in the Natural Environment and Countryside Section of the Plan. Schemes will need to include an assessment of the landscape and ecological impact of the development and where appropriate include measures to protect and/or enhance areas of interest. There is a presumption against landfilling where this would result in the loss of important ecological, archaeological, landscape and geological features in line with government guidance.

#### **POLICY P13**

##### **LANDFILLING WILL BE AN ACCEPTABLE MEANS OF DISPOSAL FOR INERT WASTES THAT CANNOT BE REUSED OR RECYCLED PROVIDED THAT THE PROPOSALS:**

- (1) INVOLVE THE RESTORATION OF DESPOILED LAND INCLUDING QUARRIES AND THE LAND CANNOT REASONABLY BE RESTORED BY ANY OTHER MEANS; OR**
- (2) LEAD TO THE RECLAMATION OF CONTAMINATED LAND WHICH CANNOT REASONABLY BE RECLAIMED BY ANY OTHER REASONABLE MEANS; OR**
- (3) IN THE CASE OF AGRICULTURAL LAND LEAD TO A SIGNIFICANT AGRICULTURAL IMPROVEMENT THAT CANNOT REASONABLY BE ACHIEVED BY ANY OTHER REASONABLE MEANS; AND**

- (4) DOES NOT RESULT IN THE LOSS OF IMPORTANT ECOLOGICAL, LANDSCAPE OR GEOLOGICAL FEATURES;**
- (5) THERE IS EVIDENCE THAT THE PROPOSAL IS THE BEST PRACTICABLE ENVIRONMENTAL OPTION (BPEO) FOR THE IDENTIFIED WASTE STREAM;**
- (6) THE SITE WOULD BE SAFELY ACCESSIBLE FROM THE PRIMARY ROAD NETWORK;**
- (7) THE PROPOSAL WOULD NOT GIVE RISE TO UNACCEPTABLE ADVERSE IMPACTS ON PEOPLE AND THE ENVIRONMENT IN TERMS OF VISUAL AMENITY, NOISE, DUST, AIR, GROUND OR WATER POLLUTION OR OTHER NUISANCE;**
- (8) THE PROPOSAL INCLUDES MEASURES TO ENSURE THAT THE REQUIREMENTS OF POLICY P15 ARE MET;**

**THE FOLLOWING SITES ARE ALLOCATED FOR THE DISPOSAL OF INERT WASTE AND ARE SHOWN ON THE PROPOSALS MAP:**

- LAND AT BLACK MOOR ROAD**
- LAND AT THE SHAY, BRIGHOUSE AND DENHOLME ROAD**
- LAND AT EAST MANYWELLS FARM, DOLL LANE, CULLINGWORTH**
- BRAITHWAITE EDGE QUARRY, KEIGHLEY**

#### **Biodegradable Waste Landfill**

- 16.60 Landfill will remain the method of disposal of active wastes where there are no other reasonable means of managing and reducing the volumes of such wastes through recycling or other processes.
- 16.61 In providing for the deposit of biodegradable waste at landfill, the WPA envisages that wastes committed for such disposal will have passed through other waste reduction regimes, and that such materials constitute the residue from domestic, commercial and industrial waste arisings.
- 16.62 The introduction and development of recycling and other processing of wastes will take time before substantial inroads towards the overall waste minimisation targets set by the Government can be made. Therefore a significant level of active waste disposal capacity for the district will need to be maintained over the period of the plan. It is anticipated that this will be achieved through the identification of a new site to take account of the completion and closure of existing active waste landfill sites in the District. Buck Park Quarry, Denholme has been identified as a landfill site capable of taking household waste and is considered to provide sufficient capacity for the plan period.

#### **POLICY P14**

**PROPOSALS FOR THE DISPOSAL OF BIODEGRADABLE WASTE BY LANDFILL WILL ONLY BE PERMITTED IF:**

- (1) THE PROPOSAL DOES NOT RESULT IN THE LOSS OF IMPORTANT ECOLOGICAL, LANDSCAPE OR GEOLOGICAL FEATURES AND BEST AND MOST VERSATILE LAND;**
- (2) THERE IS EVIDENCE THAT THE PROPOSAL IS THE BEST PRACTICABLE ENVIRONMENTAL OPTION (BPEO) FOR THE IDENTIFIED WASTE STREAM;**

- (3) THE SITE WOULD BE SAFELY ACCESSIBLE FROM THE PRIMARY ROAD NETWORK;
- (4) THE PROPOSAL WOULD NOT GIVE RISE TO UNACCEPTABLE ADVERSE IMPACTS ON PEOPLE AND THE ENVIRONMENT IN TERMS OF VISUAL AMENITY, NOISE, DUST, AIR, GROUND OR WATER POLLUTION OR OTHER NUISANCE;
- (5) THE PROPOSAL INCLUDES MEASURES TO ENSURE THAT THE REQUIREMENTS OF POLICY P15 ARE MET.

**BUCK PARK QUARRY, DENHOLME, IS ALLOCATED FOR THE DISPOSAL OF BIO-DEGRADABLE WASTE AND IS SHOWN ON THE PROPOSALS MAP.**

### **Landfill Operational Matters**

- 16.63 The establishment of landfill facilities for the disposal of wastes is a matter that can generate significant public opposition. In order that the Authority may properly consider the environmental implications of a proposed site, full and comprehensive details of the development will be required, together with an Environmental Impact Assessment in appropriate cases.

#### **POLICY P15**

**PROPOSALS FOR LANDFILL WHICH ARE IDENTIFIED ON THE PROPOSALS MAP OR ACCEPTABLE IN ACCORDANCE WITH POLICY P13 AND P14 ABOVE WILL BE PERMITTED PROVIDED THE FOLLOWING MATTERS HAVE BEEN ADEQUATELY ADDRESSED TO ENSURE THAT THE DEVELOPMENT OF THE SITE IS CARRIED OUT IN A SATISFACTORY MANNER:**

- (1) A DETAILED TIMESCALE FOR ALL OPERATIONS;
- (2) A DETAILED, AND PHASED, SCHEME OF WORKING AND LANDSCAPING;
- (3) THE PROVISION OF SCREENING IN ADVANCE AND WHILST WORK IS IN PROGRESS;
- (4) THE RETENTION, MAINTENANCE OR REPLACEMENT OF ALL BOUNDARY FEATURES;
- (5) MEASURES TO PRESERVE, REPLACE OR DIVERT EXISTING SITE FEATURES E.G. WATERCOURSES AND DRY STONE WALLS, AND SERVICES;
- (6) PROTECTION OR DIVERSION AND REINSTATEMENT OF ALL PUBLIC RIGHTS OF WAY;
- (7) MEASURES TO PRESERVE, ENHANCE OR PROTECT NATURE CONSERVATION INTERESTS;
- (8) SATISFACTORY PROVISION FOR LEACHATE AND LANDFILL GAS CONTROL (INCLUDING ENERGY GENERATION WHERE APPROPRIATE), MONITORING AND DISPERSAL DURING AND AFTER OPERATIONS WHERE APPROPRIATE;
- (9) SATISFACTORY ACCESS, INCLUDING MEASURES TO PROTECT THE ENVIRONMENT FROM THE ADVERSE EFFECTS OF VEHICLES ENTERING AND LEAVING THE SITE;

- (10) LOCATION OF ANCILLARY FACILITIES (OFFICES, STORAGE ETC);
- (11) HOURS OF WORKING;
- (12) MEASURES TO MINIMISE THE ENVIRONMENTAL IMPACT OF NOISE, ODOUR, DUST AND WIND BLOWN MATERIAL;
- (13) A RESTORATION SCHEME WHICH MUST TAKE ACCOUNT OF THE PROPOSED AFTERUSE AND PROVIDE FOR THE PROTECTION OF GROUNDWATER, WATERCOURSES, WATER BODIES AND DRAINAGE;
- (14) A DETAILED SCHEME OF AFTERCARE AND MANAGEMENT.

#### **Reworking or Disturbance of Restored Landfills**

- 16.63 The excavation of former landfill sites, for the purposes of retrieving materials of perceived value, is an activity that can be both dangerous and potentially polluting, particularly where clay capping or other sealing material is ruptured or where gases are released.
- 16.64 The ingress of rainwater into a previously sealed waste mass can give rise to rapid generation of leachate in volumes that exceed the capacity of engineered systems designed to take account only of slow seepage. Such eventualities can lead to environmental damage that is both serious and difficult to deal with and consequently these issues require to be assessed as part of any proposals for the excavation or other disturbance of these sites.
- 16.65 Reworking or other excavations into former landfill sites will therefore only be permitted in exceptional circumstances where it has been clearly demonstrated that no risks to the environment would arise and that the site would be properly reinstated upon completion of the works. Such schemes will be assessed against the policies within the Natural Environment Section of the Plan in order that the landscape and nature conservation interests can be fully considered. It is important that any proposals to disturb these sites are carried out in line with the highest possible environmental standards and they will be required to meet the criteria set out in Policy P15 above.

#### **POLICY P16**

**THE REWORKING OR DISTURBANCE OF OLD LANDFILLS THAT HAVE BEEN RESTORED OR RECLAIMED TO A SATISFACTORY STANDARD WILL NOT BE PERMITTED EXCEPT WHERE IT HAS BEEN DEMONSTRATED THAT THERE WOULD BE NO RISK TO THE ENVIRONMENT OR PUBLIC HEALTH AND SAFETY**



# APPENDICES

---

**A) Supplementary Planning Guidance**

**B) Glossary**

**C) Parking Standards**

**D) Waste Management Objectives and Targets**

**E) The Principal Road Network**

**F) Phase 1 Housing sites**

**G) Phase 2 Housing sites**

## Existing Supplementary Planning Guidance

<b>Development Briefs/Area Schemes</b>	<b>Adopted</b>
<b>Bradford North</b>	
Cote Farm, Thackley .....	January 1991
Thorpe Edge Planning Framework & Urban Codes .....	1998
<b>Bradford South</b>	
Bierley Planning Framework .....	July 2001
Cross Lane, Tong .....	November 1991
Westwood Hospital, Clayton Heights .....	August 1992
Odsal Stadium Action Area .....	December 2001
<b>Bradford West</b>	
Allerton Planning Framework & Community Design Guide .....	February 2002
Little Germany .....	March 2002
Saffron Drive/Allerton Grange Drive, Allerton .....	February 2002
Allerton Lane, Allerton .....	October 1998
<b>Keighley</b>	
Hainsworth Road, Silsden (Industrial) .....	October 1989
Beechcliffe, Keighley .....	November 1989
Grove Convalescent Hospital, Ilkley .....	June 1997
Hainsworth Road, Silsden (Residential) .....	March 1990
Land Adjoining Airedale Hospital, Eastburn .....	February 1999
Swine Lane, Riddlesden, Keighley .....	July 1990/Amended March 1992
Occupation Lane, Keighley .....	December 1991
Maple Avenue, Oakworth .....	February 1993
<b>Shipley</b>	
Manywells Industrial Estate, Cullingworth .....	November 1991
Warren Lane, Eldwick .....	August 1992
Baildon Reservoir, West Lane, Baildon .....	January 2001

## Development Control Documents and Guides

	<b>Adopted</b>
Access to Buildings and their surroundings .....	2000
Dormer Windows .....	1994
House Extensions .....	1994
Nature Conservation Strategy 'Nature & People' .....	1998
Oxenhope Village Design Statement .....	1999
Provision of Childrens Play Areas in Residential Areas .....	1994
Shopfront Security .....	1992
Wind Turbine Development .....	1995

Note: Many of the Development Briefs/Area Schemes in this schedule are now quite old and where the brief/scheme has not been implemented it may be superseded by policies and proposals in the UDP. The Council will in due course be formally resolving to adopt such briefs/schemes (and design guides) as supplementary to the UDP and will review the contents of such documents in the light of UDP policies.



## Supplementary Planning Guidance to be Revised or Prepared

### Existing Supplementary Planning Guidance to be Revised      Adopted

Advertisements .....	1977
Affordable Housing .....	1999
Bradford District Conservation Area Assessments/Statements .....	1993
Cafes, Restaurants and Takeaways .....	1983
Car and Cycle Parking Provision .....	1997
Development in the Green Belt and Other Rural Areas .....	1981
Materials .....	1980
Huddersfield Road, Wyke .....	1990
Planning for Everyone	

### Supplementary Planning Guidance to be Prepared      Status

Education Contributions & Residential Development	
Landscape Character Assessment .....	Draft 2001
Tree Protection on Development Sites	
Telecommunications	
Residential Design Guide	
Sustainability Design Guide .....	Consultation Draft April 2002
Woodland Strategy .....	Consultation Draft November 1998
Halsteads Way, Keighley	
Exchange Square, Bradford City Centre .....	Consultation Draft March 2002
Trident New Deal for .....	Draft 2002
Communities Area Design Guide	
Goitside Masterplan	
Saltaire World Heritage Site	

In addition further guidance for the Gateways defined under Policy D11 (see paragraph 9.81) and Mixed Use Areas defined under Policy UR7(see paragraph 4.42) will be produced to assist in implementing the policies. Development Briefs will also be prepared on a number of sites as specified in the proposals reports.

### Design Statements Prepared by the Community and Not Yet Adopted

- Menston Village Design Statement
- Burley in Wharfedale Village Design Statement
- Addingham Village Design Statement
- Ilkley Design Statement

## GLOSSARY

**Action Areas** - areas where radical physical change is expected to take place in a relatively short time period through comprehensive redevelopment or improvement either by the private sector or public sector or as a partnership between public and private sectors.

**Aggregates** - A variety of bulky inert materials used in construction, including sand and gravel; crushed rock (sandstone) and other bulk materials used in the construction industry for purposes such as the making of concrete.

**Affordable Housing** - Housing which is accessible to people whose income is insufficient to enable them to afford housing locally on the open market.

**Agricultural Land Classification System** - A classification system for assessing the quality of agricultural land which grades land on a scale of 1 (excellent quality) to 5 (very poor quality). The Ministry of Agriculture Fisheries and Food produce agricultural land classification maps for England and Wales.

**Allocation** - The land use assigned to a parcel of land in the Development Plan.

**Areas of Archaeological Value (Class III Areas)** - Areas or sites where evidence exists to indicate the presence or probability of remains of archaeological value. They are registered in the County Sites and Monuments Record.

**Areas of Special Archaeological Value (Class II Areas)** - Areas or sites where evidence exists to indicate the presence or strong probability of archaeological remains. They are registered in the County Sites and Monuments Record.

**“Bad Neighbour” Employment Uses** - Refers to employment uses such as scrapyards, car-breakers or open processing of minerals that have the potential to create environmental problems.

**Best Practicable Environmental Option** - The Royal Commission on Environmental Pollution gave the following definition: “A BPEO is the outcome of a systematic consultative and decision-making procedure which emphasises the protection and conservation of

the environment of the environment across land, air and water. The BPEO, procedure establishes for a given set of objectives, the option that provides the most benefit or least damage to the environment as a whole, at acceptable costs in the long-term as well as the short-term.”

**Biodegradable** - Waste (and other materials) which can be broken down into simpler chemical forms by biological processes including the action of micro-organisms, The decomposition of organic materials in this way has a high potential for pollution or odour.

**Brownfield Site** - Previously developed land as defined in annex C of PPG3 Housing

**Building Regulations** - A set of national standards set by Government to ensure buildings are constructed in a safe manner. New building work and most refurbishment requires a Building Regulations consent from the Local Authority.

**Change of Use** - Planning permission is required for changing the use of land or buildings except for certain changes specified in the Use Classes Order. (See entry under Use Classes Order).

**Circular** - Government advice which clarifies and explains matter of both Law and Policy.

**Community Priority Areas** - Areas defined in the Plan where priority is given to uses that bring about the greatest improvements to the quality of life, notably open space and community facility uses. They relate to inner urban areas characterised by a rapidly increasing population, a severely restricted supply of development land, and conflicting demands for the use of land and buildings.

**Commuted Sum** - A financial payment made by a developer to provide, or contribute to the provision of, facilities that are needed as an essential part of the development and necessary for the granting of planning permission. For example payments to provide recreation provision.

**Comparison Goods** - Examples include clothes and electrical goods where shoppers invest time and effort visiting a range of shops before making a choice.

**Compulsory Purchase Order** - A public authority can compulsorily acquire land or property in order to carry out development if there is a clear public interest and acquisition by agreement does not prove possible

**Conservation Area** - An area of special architectural or historic interest designated by the Council under Section 69 of the Planning (Listed Buildings and Conservation Areas) Act 1990 where development is controlled more tightly in order to preserve or enhance their special character and qualities.

**Contaminated Land** - Land which is harmfully polluted with toxic or noxious substances.

**Conurbation Core** - Refers to the land at the heart of the West Yorkshire conurbation, which is unusually open in nature. The area was first defined in the West Yorkshire County Structure Plan.

**Convenience Goods** - Examples include food and newspapers purchased regularly and for which convenience of purchase is therefore important.

**Countryside Agency** - A national organisation funded by the Government which advises on countryside issues.

**County Sites and Monuments Record** - A list of sites of archaeological importance which in West Yorkshire is compiled and updated by the West Yorkshire Archaeology Service.

**Derelict Land** - Land so damaged by industrial or other development that is incapable of beneficial use without treatment.

**Development** - The carrying out of building, engineering, mining or other operations in, on, over or under land, or the making of any material change of use of any building or other land (Section 55 Town and Country Planning Act 1990).

**Development Brief** - A set of guidelines usually produced by the Local Planning Authority to advise would be developers on how to satisfactorily develop a particular site; includes advice on such matters as means of access landscaping, use of materials on buildings to be put on the site etc.

**Development Control** - The process of determining applications for planning permission. It is carried out by the Council in order to ensure appropriate use of land and buildings in the context of legislation Government guidance and the Development Plan.

**Development Plan** - Statutory document(s) (including written text maps) produced by Local Planning Authorities which set down policies and proposals for the development and other use of land in their area. The Unitary Development Plan is the Development Plan for Bradford.

**Economic Strategy** - A statement produced by the Local Authority under the 1989 Local Government and Housing Act explaining what the Council proposes to spend money on in order to promote economic development.

**Core Employment Uses** - This encompasses uses in classes B1 (light industry, certain offices, high-tech units), B2 (general industry), and B8 (storage or distribution warehousing, subject to a size threshold).

**Employment Zones** - Parts of the built up area where existing employment uses predominate and which are protected for employment uses in the Plan.

**English Heritage** - A national organisation part funded by the Government which advises on matters relating to listed buildings, conservation areas and heritage.

**English Nature** - A national organisation funded by the Government which advises on nature conservation and is responsible for establishing and maintaining national nature reserves and Sites of Special Scientific Interest.

**Environment Agency** - An independent national body (funded by the Government) responsible for regulating and overseeing the improvement of the water environment the licensing of waste disposal and other matters. Deals with issues such as pollution control, flood control, and conservation of the natural drainage system.

**Environmental Improvement of Transport Corridors** - Prominent road and rail corridors defined in the Plan where the Council wishes to see a particularly high standard of develop-

ment to compliment environmental improvement works being carried out there.

**Gateway Corridors** - Corridors allocated in the Plan on the main transport routes into Bradford that are critical to establishing a positive image for the District.

**General Permitted Development Order** - An order made by the Government (Statutory Instrument 1995 No 418) which describes those forms of development termed "permitted development" which do not require planning permission.

**Green Belt** - An area of open land defined in the Plan in accordance with Government guidance where strict controls on development are applied in order to check the unrestricted sprawl of large built up areas, safeguard the countryside from encroachment, prevent neighbouring towns from merging into one another, preserve the special character of historic towns, and assist in urban regeneration.

**Health and Safety Executive** - A Government funded body which enforces statutory provisions relating to health and safety at work, and the effects that industry may have on the public.

**Household Projections** - Forecasts produced periodically by the Department of the Environment, Transport and the Regions, of the likely number of households, usually looking forward 10 years.

**Household Recycling Centre** - Sites where waste, other than that arising in the course of business, may be deposited at reasonable times, free of charge. The facilities are provided by the Council for the recycling of paper, metals, soils, glass, plastic, paper, textiles and green (garden) waste.

**Household Waste** - It includes domestic waste from household collection rounds, waste from services such as street sweepings, bulk waste collection, litter collection, hazardous waste collection and garden waste collection, waste from household recycling centres and wastes separately collected for recycling or composting through bring/drop-off sites and kerbside schemes.

**Housing Renewal Areas** - Areas identified by the Council under the Local Government and Housing Act 1989 where special attention will be paid to improving the housing stock and generally upgrading the residential area. They are intended to cover areas consisting of a minimum of 300 houses.

**Incineration** - The burning of waste at high temperatures in the presence of sufficient air to achieve complete combustion, either to reduce its volume or its toxicity.

**Industrial Waste** - Waste from any factory or industrial process (excluding mines or quarries).

**Inert Wastes** - These are wastes that do not contain any components which exhibit chemical or biological activity, that is, these wastes do not contain any organic matter or any "chemicals". Examples include sand, clay, crushed rock, demolition rubble and hardcore.

**Infill** - Development of small vacant sites in an otherwise built up area or frontage.

**Infrastructure** - The basic services required if land is to be developed eg roads, water supply and sewers, electricity supply.

**Integrated Development Programme** - A co-ordinated programme of investment backed by the European Commission through grant aid, Central Government, Local Government and the private sector targeted towards the economic regeneration of Bradford.

**Landbank** - A stock of planning permissions sufficient to provide for continued mineral extraction over a given period.

**Landfill Gas** - A mixture of mainly methane and carbon dioxide gas given off by decomposing waste material on landfill sites. Non-toxic, but can be explosive and cause suffocation.

**Leachate** - Liquid which become contaminated as it percolates through a landfill site, and which can cause pollution problems if it escapes from the site.

**Listed Building** - A building of special architectural or historic interest which appears on a list compiled or approved by the Secretary of State for the Environment under the Planning

(Listed Buildings and Conservation Areas) Act 1990.

**Local Nature Reserve** - An area of importance for nature conservation, education and public enjoyment which is designated under the 1949 National Parks and Access to the Countryside Act, usually by the Local Planning Authority following consultation with English Nature. They may be designated on any land where nature conservation is the primary management objection.

**Local Plan** - One of two parts of the previous development plan system for metropolitan areas (the other being the structure plan) its function is broadly the same as part II of the UDP in that it contains the site specific proposals and policies.

**Local Planning Authority** - The body responsible for carrying out the statutory and discretionary planning functions of the District - for Bradford District, the City of Bradford Metropolitan Council.

**Urban Greenspace** - Important green areas within the urban areas which the Plan defines and protects in order to retain their open and green character.

**Material Planning Consideration** - Factors that have to be taken into account when determining planning applications. To be 'material' they must fairly and reasonably relate to the application being considered. eg the quality of the access road to a site.

**Metro** - See West Yorkshire Passenger Transport Executive.

**Mineral Planning Guidance** - Guidance issued by the Department of the Environment which further explains controls on mineral development and sets down Government Policy.

**Mining Operations** - The winning and working of minerals in, on or under land, whether by surface or underground working.

**Mixed Use Areas** - An integrated approach to land use to promote sustainability by intermingling uses within both areas and buildings this shortening the distances between home work and leisure etc.

**Municipal Waste** - Household waste and other wastes collected by the waste collection authority or its contractors, such as municipal parks and gardens waste and any commercial/ industrial waste for which the waste collection authority takes responsibility.

**Municipal Waste Management Strategy** - these are produced by the Waste Disposal Authority and set out how the authority will dispose or otherwise treat the municipal waste it is responsible for. Currently these documents are not mandatory but it is likely they will be in the future.

**National Playing Fields Association** - A national voluntary organisation which campaigns for the provision and protection of playing fields, public open space, and children's play space.

**Neglected Land** - Uncared for, untidy land which, though not derelict, requires some improvement works.

**Notifiable Hazardous Installations** - Sites designated under the Planning (Hazardous Substances) Regulations 1992 as amended by The Planning (Control of Major-Accident Hazards) Regulations 1999 (COMAH). because of the quantities of hazardous substances stored or used.

**Permitted Development** - Certain forms of generally minor development which, as set out in the General Permitted Development Order 1995 and the Use Classes Order 1987 (as amended), do not require planning permission.

**Planning Frameworks** - similar to development briefs but typically covering a wide area and setting out planning policy for that area as a non-statutory plan for the purposes of guidance for the public and developers. Will usually become Supplementary Planning Guidance.

**Planning Policy Guidance (PPG)** - Guidance issued by the Department of Local Government and the Regions which further explains what is set down in the Planning Acts and explains Government policy in the context of the Acts. Being updated and replaced by Planning Policy Statements. These are available through the ODPM web site.

**Proposals Map** - Maps showing the detailed land use proposals in a Development Plan on an Ordnance Survey base map. eg shows areas of protection; sites for housing, employment and other land uses. An obligatory part of the UDP.

**Proposals Reports** - Written statements providing additional details and justification on the UDP proposals shown on the Proposals Maps.

**Proximity Principle** - Waste should be disposed of, or otherwise managed, close to the point at which it is generated eg at the nearest appropriate facility.

**Recreation Open Space** - Open spaces within the built up areas which are defined in the Plan and are protected because of their importance for informal recreational use. eg parks and recreation grounds.

**Regeneration Areas** - Areas defined in the Plan which indicate where the Council will take action to stimulate regeneration. The Proposals Reports give more details of this action in each area.

**Regional Aggregates Working Party** - A group consisting of representatives from the aggregates industry, central and local government which assesses the supply and demand for aggregates in the region (North, South and West Yorkshire).

**Regional Technical Advisory Bodies** - the Government advises all Regional Planning Bodies to convene at an officer level Regional Technical Advisory Body. These bodies will advise the Regional Planning Bodies on how much waste is generated, managed and disposed of in the region and identify the planning implications of this along with recommendations on these issues. It should also monitor changes annually, revise information and options.

**Registered Social Landlords** - independent housing organisations registered with the Housing Corporation under the Housing Act 1996. Most are housing associations, but there are also trusts, co-operatives and companies.

**Safeguarded Land** - Open land defined in the Plan which will be protected over the lifetime of the Plan, but may be an area of search to

meet development land needs in the longer term when the Plan is reviewed, to ensure the Green Belt lasts at least 20 years.

**Scheduled Ancient Monument (Class 1 Archaeological Area)** - Archaeological remains which enjoy special protection by virtue of being scheduled under the Ancient Monuments and Archaeological Areas Act 1979.

**Sites of Ecological or Geological Importance (SEGI)** - Areas identified by the Council as being important for their flora, fauna, geological or physiological features. They are of county wide importance.

**Sites of Special Scientific Interest (SSSI)** - Areas identified by English Nature as being of interest by reason of their flora, fauna, geological or physiological features. They are of national importance and have statutory protection.

**Special Area Of Conservation** - Areas identified by the European Commission as being of international importance in terms of natural habitats, specifically because they are rare or under threat. They have statutory protection under the EC Habitats Directive.

**Special Protection Area** - Areas identified by the European Commission as being of international importance for certain breeding bird populations. They have statutory protection under the EC Directive for the Conservation of Wild Birds 79/409.

**Structure Plan** - Part of the Development Plan in non-Metropolitan areas, setting down broad policies and proposals on major land use issues for a wide area. In Metropolitan areas (including West Yorkshire) Structure Plans (and Local Plans) are now being replaced by Unitary Development Plans.

**Sub-regional Apportionment of Aggregates** - MPG6 does not set the level of provision to be made in development plans by each Mineral Planning Authority. The advice in MPG6 makes it necessary for the regional figure to be disaggregated within regions so that it may be used by MPA's in the preparation of development plans. The appropriate areas between which the regional figure is to be apportioned are the shire Counties and the former metropolitan county areas.

**Supplementary Planning Guidance** - Non statutory documents issued by the Council as required to provide additional guidance to developers.

**Surface Development** - Development such as new homes, factories and roads which take place at ground level on the surface of land as against mineral development which normally involves the extraction of minerals below ground level.

**Sustainable Development** - "Development which meets the needs of the present without compromising the ability of future generations to meet their own needs". This means that the sum total of decisions in the planning field should not deny future generations the best of today's environment.

**Town Cramming** - Refers to the overdevelopment of the built up areas especially the inner urban areas eg development of valuable open spaces.

**Use Classes Order** - The Town and Country Planning (Use Classes) Order 1987 S.I. No 764 (as amended), issued by the DETR, places uses of land and buildings into different categories. Planning permission is generally required for changes of use between classes but not within a class.

**Village Greenspace** - Green areas within villages which are defined in the Plan, the visual character of which the Council seeks to protect.

**Washland** - Land alongside main rivers which provides essential storage for floodwater. These areas are designated by the National Rivers Authority and are generally protected from development to prevent the flooding of property, roads etc.

**Waste Hierarchy** - A theoretical framework which acts as a guide to the waste management options which should be considered when assessing the BPEO. The Waste Strategy 2000 indicates the hierarchy, in descending order of preference, is:

- Reduction
- Re-use
- Recovery (recycling, composting and energy)
- Disposal

The legislative basis for the Hierarchy is Article 3 of the EU Waste Framework Directive which indicates that waste management policies should be based on a hierarchy of objectives first the prevention or reduction of waste production and its harmfulness and second the recovery of waste or the use of waste as a source of energy.

**Waste Transfer Stations** - Operations which involve the compacting or baling of waste prior to their final disposal take place at Waste Transfer Stations with the aim of reducing operator's transport costs. They may also incorporate facilities for sorting and recycling.

**West Yorkshire Archaeology Service** - A body which advises the five West Yorkshire metropolitan district Councils on matters relating to sites of archaeological importance, and which maintains and updates the County Sites and Monuments Record.

**West Yorkshire Passenger Transport Executive** - The professional transport co-ordinating body which implements the policies of the Passenger Transport Authority (a political body consisting of members nominated from the 5 Metropolitan District Councils). Policies include subsidising non-commercial bus services and working in conjunction with the train operating companies to provide the local rail service.

**Wind Farms** - A group of wind turbines.

**Windfall Site** - A site granted planning permission for development which has not previously been identified for development in the UDP.

# APPENDIX C

## PARKING STANDARDS

### 1. Introduction

The maximum car parking standards set out below are based on standards in PPG13 as issued in March 2001 and the Regional Planning Guidance (RPG12) issued in October 2001. The maximum levels form the top end of a range down to no spaces on site. Wherever appropriate, the Council will minimise the number of spaces provided on site with new development and changes of use within this range, particularly in locations such as Bradford City Centre and other towns and district centres, which are highly accessible by public transport, cycling and walking.

All major development proposals above the size thresholds, set out below, will be considered in the context of a detailed transport assessment. For smaller schemes the transport assessment should simply set out the transport implications of the development. All local authorities are currently awaiting national guidance on transport assessments and more details will be provided once this is available, but the assessment is likely to examine:

- a) the location of the proposal
- b) the likely modal split of journeys to and from the site
- c) measures to be undertaken to improve access to the site by public transport, walking and cycling
- d) measures to be undertaken to reduce the number and impact of private car journeys associated with the proposal

### 2. Maximum Car Parking Standards for Single Use Developments

Use	Maximum Car Parking Standard at and above threshold (gross floorspace)	Threshold from above which Standard applies
Food Retail	1 space per 14sqm	1000sqm
Non Food Retail	1 space per 25sqm	1000sqm
A2 Offices	1 space per 35sqm	2500sqm
B1 Business	1 space per 30sqm	2500sqm
B2 Industry	1 space per 50sqm	2500sqm
C2 Hospitals	1 space per 4 staff + 1 space per 4 daily visitors	2500sqm
D1 Higher and Further Education	1 space per 2 staff + 1 space per 15 students	2500sqm
D2 Assembly and Leisure	1 space per 22sqm	1000sqm
Cinemas and Conference Facilities	1 space per 5 seats	1000sqm
Stadia	1 space per 15 seats	1500 seats



### 3. Maximum Parking Standards for other Single Use Developments:

<b>A3 Food &amp; Drink</b>	1 space per 5sqm
<b>B8 Storage &amp; Distribution</b>	1 space per 250sqm
<b>C1 Hotels &amp; Guest Houses</b>	1 space per bedroom
<b>C2 Nursing Homes</b>	1 space per 5 residents + 1 space per 2 staff
<b>C3 Dwellings</b>	Average of 1.5 spaces per unit over whole development.  In the City and town centres, the average per development should not exceed 1 space per unit.  The Council will pursue more restrictive maximum levels of parking in the case of conversion of properties for multi-occupancy residential use except where this is likely to result in or add to significant road safety or on-street parking problems.
<b>D1 Non Residential</b>	
Health centres/surgeries	3 spaces per consulting room
Day nurseries/creches	3 spaces per 4 staff
Places of Worship	1 space per 25 sqm
<b>D2 Leisure</b>	
Sports and leisure activities	1 space per 2 players/staff
Swimming pools	1 space per 5 fixed seats 1 space per 10 sqm pool area
Tennis/Squash/Bowling	4 spaces per court or lane
<b>Miscellaneous</b>	
Auction Rooms	1 space per 2 sqm of standing area
Car Sales & Garage Forecourts:	
Workshops - staff	1 space per 2 staff
Workshops - customers	3 spaces per service bay
Car Sales - staff	1 space per full time staff
Car Sales - customers	1 space per 15 cars on display
Private Hire/Hackney	Minimum of 5 spaces or 1 space for every 4 cars operating from centre, whichever is greater
Carriage Office	

## 4. Cycle Parking Standards

Use		Minimum Cycle Standard	
		Long stay	Short stay
A1	Retail Food / Non Food	Greater of 1 space per 10 employees or 1 stand per 300 sqm	1 stand per 200 sqm
A2	Financial & Professional Services		
A3	Food & Drink		
B1	Business	1 stand per 150 sq.m.	1 stand per 500 sq.m.
B2	General Industry	350 sq.m.	500 sq.m.
B8	Storage & Distribution	500 sq.m.	1000 sq.m.
C1	Hotels, Boarding and Guest Houses	1 space per 10 Employees	1 stand per 10 beds
C2	Hospital / Nursing Homes	1 space per 6 staff	1 loop/hoop per 2 beds
C3	Dwellings	1 secure space per unit	1 loop/hoop per unit
D1	Health Centres/Surgeries	1 space per 2 Consulting rooms	1 stand per consulting room
	Day Nurseries/Creches	1 space per 6 staff	2 stands per establishment
	Higher and Further Education	1 space per 5 students + 1 space per 10 staff	
	Schools	To be determined through school Travel Plan	
D2	Cinemas and Conference Facilities, Stadia, Sports and Leisure Activities	1 space per 6 staff or 1 space per 40 sqm	1 stand per 20 sqm
	Tennis/Squash/Bowling	1 space per 5 pitches or lanes	
	Miscellaneous: Car Sales & Garage Forecourts	1 space per 8 staff or 1 space per 250 sqm	1 stand per 500 sqm

## 5. Parking Facilities for Disabled People

For car parks associated with employment premises, spaces for parking by disabled people should be provided at the following rates:

- up to 200 spaces, 5% of capacity subject to a minimum of 2 spaces to be reserved
- over 200 spaces, 2% of capacity plus 6 spaces

For car parks associated with public, shopping or leisure facilities:

- up to 200 spaces, 6% of capacity, minimum of 3 spaces
- over 200 spaces, 4% of capacity plus 4 spaces

Further advice is available in 'Reducing Mobility Handicaps - Towards a Barrier Free Environment' (the Institution of Highways and Transportation). It is understood that a steering group led by the government is currently revising these guidelines. Any changes to the disabled parking rates arising from this will be adopted when available.

Parking for disabled people is additional to the maximum parking standards. Where a reduced number of car parking spaces below the maximum levels is provided with new development or change of use, the level of parking provision for disabled people should be maintained in the same proportion as if the overall number of spaces was up to the maximum level. This condition will not apply where it is not possible to provide any car parking on site.

## APPENDIX D

### WASTE MANAGEMENT OBJECTIVES AND TARGETS

Waste management objectives set out by European Directives and Waste Strategy 2000 are provided below. These targets have been interpreted into the amount of waste that will need to be diverted away from landfill and/or recycled or composted to ensure that the targets are met within Bradford District.

Government Objective	National Target	Target for Bradford in tonnes (t)
Recycle or compost household waste  Statutory target	20% by 2003 25% by 2005 30% by 2010 33% by 2015 (baseline 190,000t)	40,000 t 50,000 t 60,000 t 66,000 t
Restrict biodegradable municipal waste to landfill	To 75% of 1995 weight by 2010 To 50% of 1995 weight by 2013 To 35% of 1995 weight by 2020 (baseline 190,000t)	Recycle/pre-treat: 97,000 t 161,000 t 200,000 t
Recover value from municipal waste	40% by 2005 45% by 2010 67% by 2015 (baseline 190,000t)	116,000t 130,00t 194,00t
Banning tyres into landfill	Whole tyres by 2003 Shredded tyres by 2006 (baseline not available)	Not known Not known
Reduce amount of commercial/industrial waste going to landfill	To 85% of 1998 weight by 2005 (baseline 12,840t)	10,900t

NB: Information on Bradford household and municipal waste arisings is from work carried out by the Best Value Review Team for Integrated Waste Management.

Information on Bradford Commercial/Industrial Waste arisings is from Environment Agency's documents entitled:

"Waste Management Report - Interim Information for the North East and Yorkshire and The Humber Regions"



## APPENDIX F

### PHASE 1 HOUSING SITES

BRADFORD NORTH	SEQUENTIAL APPROACH	LAND STATUS
BN/H1.1	1	PREVIOUSLY DEVELOPED LAND
BN/H1.3	1	PREVIOUSLY DEVELOPED LAND
BN/H1.4	1	PREVIOUSLY DEVELOPED LAND
BN/H1.5	1	PREVIOUSLY DEVELOPED LAND
BN/H1.6	1	PREVIOUSLY DEVELOPED LAND
BN/H1.7	1	PREVIOUSLY DEVELOPED LAND
BN/H1.8	1	PREVIOUSLY DEVELOPED LAND
BN/H1.9	1	PREVIOUSLY DEVELOPED LAND
BN/H1.10	2	GREENFIELD
BN/H1.11	1	PREVIOUSLY DEVELOPED LAND
BN/H1.12	2	GREENFIELD
BN/H1.13	1	PREVIOUSLY DEVELOPED LAND
BN/H1.14	1	PREVIOUSLY DEVELOPED LAND
BN/H1.15	2	GREENFIELD
BN/H1.16	2	GREENFIELD
BN/H1.17	1	PREVIOUSLY DEVELOPED LAND
BN/H1.19	1	PREVIOUSLY DEVELOPED LAND
BN/H1.20	1	PREVIOUSLY DEVELOPED LAND
BN/H1.21	2	GREENFIELD
BN/H1.22	1	PREVIOUSLY DEVELOPED LAND
BN/H1.24	1	PREVIOUSLY DEVELOPED LAND
BN/H1.25	2	GREENFIELD
BN/H1.26	2	GREENFIELD
BN/H1.27	2	GREENFIELD
BN/H1.28	1	PREVIOUSLY DEVELOPED LAND
BN/H1.29	1	PREVIOUSLY DEVELOPED LAND
BN/H1.31	1	PREVIOUSLY DEVELOPED LAND
BN/H1.32	2	GREENFIELD
BN/H1.33	2	GREENFIELD
BN/H1.34	1	PREVIOUSLY DEVELOPED LAND
BN/H1.35	2	GREENFIELD
BN/H1.36	1	PREVIOUSLY DEVELOPED LAND
BN/H1.37	1	PREVIOUSLY DEVELOPED LAND
BN/H1.38	1	PREVIOUSLY DEVELOPED LAND
BN/H1.39	1	PREVIOUSLY DEVELOPED LAND

<b>BRADFORD SOUTH</b>	<b>SEQUENTIAL APPROACH</b>	<b>LAND STATUS</b>
BS/H1.1	1	PREVIOUSLY DEVELOPED LAND
BS/H1.2	1	PREVIOUSLY DEVELOPED LAND
BS/H1.3	1	PREVIOUSLY DEVELOPED LAND
BS/H1.4	2	GREENFIELD
BS/H1.6	2	GREENFIELD
BS/H1.7	1	PREVIOUSLY DEVELOPED LAND
BS/H1.8	4	GREENFIELD
BS/H1.9	6	GREENFIELD
BS/H1.10	6	GREENFIELD
BS/H1.11	1	PREVIOUSLY DEVELOPED LAND
BS/H1.12	2	GREENFIELD
BS/H1.13	2	GREENFIELD
BS/H1.14	1	PREVIOUSLY DEVELOPED LAND
BS/H1.15	1	PREVIOUSLY DEVELOPED LAND
BS/H1.16	4	GREENFIELD
BS/H1.17	2	GREENFIELD
BS/H1.18	2	GREENFIELD
BS/H1.19	1	PREVIOUSLY DEVELOPED LAND
BS/H1.20	4	GREENFIELD
BS/H1.22	1	PREVIOUSLY DEVELOPED LAND
BS/H1.23	4	GREENFIELD
BS/H1.25	2	GREENFIELD
BS/H1.26	2	GREENFIELD
BS/H1.29	2	GREENFIELD
BS/H1.30	1	PREVIOUSLY DEVELOPED LAND
BS/H1.31	4	GREENFIELD
BS/H1.32	1	PREVIOUSLY DEVELOPED LAND
BS/H1.33	1	PREVIOUSLY DEVELOPED LAND
BS/H1.34	1	PREVIOUSLY DEVELOPED LAND
BS/H1.35	1	PREVIOUSLY DEVELOPED LAND
BS/H1.36	4	GREENFIELD
BS/H1.37	1	PREVIOUSLY DEVELOPED LAND
BS/H1.38	1	PREVIOUSLY DEVELOPED LAND
BS/H1.39	1	PREVIOUSLY DEVELOPED LAND
BS/H1.40	1	PREVIOUSLY DEVELOPED LAND
BS/H1.41	1	PREVIOUSLY DEVELOPED LAND
BS/H1.42	5	PREVIOUSLY DEVELOPED LAND
BS/H1.43	2	GREENFIELD
BS/H1.44	6	GREENFIELD
BS/H1.45	1	PREVIOUSLY DEVELOPED LAND

<b>BRADFORD WEST</b>	<b>SEQUENTIAL APPROACH</b>	<b>LAND STATUS</b>
BW/H1.1	1	PREVIOUSLY DEVELOPED LAND
BW/H1.2	4	GREENFIELD
BW/H1.3	1	PREVIOUSLY DEVELOPED LAND
BW/H1.4	2	GREENFIELD
BW/H1.5	1	PREVIOUSLY DEVELOPED LAND
BW/H1.6	1	PREVIOUSLY DEVELOPED LAND
BW/H1.7	1	PREVIOUSLY DEVELOPED LAND
BW/H1.8	1	PREVIOUSLY DEVELOPED LAND
BW/H1.9	3	PREVIOUSLY DEVELOPED LAND
BW/H1.10	1	PREVIOUSLY DEVELOPED LAND
BW/H1.11	7	GREENFIELD
BW/H1.12	7	PREVIOUSLY DEVELOPED LAND
BW/H1.13	7	GREENFIELD
BW/H1.14	7	GREENFIELD
BW/H1.15	7	GREENFIELD
BW/H1.17	1	PREVIOUSLY DEVELOPED LAND
BW/H1.18	1	PREVIOUSLY DEVELOPED LAND
BW/H1.19	2	GREENFIELD
BW/UR7.2	1	PREVIOUSLY DEVELOPED LAND
<b>KEIGHLEY</b>		
K/H1.1	7	GREENFIELD
K/H1.4	1	PREVIOUSLY DEVELOPED LAND
K/H1.5	1	PREVIOUSLY DEVELOPED LAND
K/H1.6	1	PREVIOUSLY DEVELOPED LAND
K/H1.7	1	PREVIOUSLY DEVELOPED LAND
K/H1.8	1	PREVIOUSLY DEVELOPED LAND
K/H1.9	2	GREENFIELD
K/H1.11	1	PREVIOUSLY DEVELOPED LAND
K/H1.14	1	PREVIOUSLY DEVELOPED LAND
K/H1.16	6	GREENFIELD
K/H1.18	1	PREVIOUSLY DEVELOPED LAND
K/H1.19	8	GREENFIELD
K/H1.20	8	PREVIOUSLY DEVELOPED LAND
K/H1.21	8	GREENFIELD
K/H1.23	2	GREENFIELD
K/H1.24	6	GREENFIELD
K/H1.25	1	PREVIOUSLY DEVELOPED LAND
K/H1.27	1	PREVIOUSLY DEVELOPED LAND



<b>KEIGHLEY (cont)</b>	<b>SEQUENTIAL APPROACH</b>	<b>LAND STATUS</b>
K/H1.29	1	PREVIOUSLY DEVELOPED LAND
K/H1.30	1	PREVIOUSLY DEVELOPED LAND
K/H1.32	6	GREENFIELD
K/H1.33	6	GREENFIELD
K/H1.34	8	PREVIOUSLY DEVELOPED LAND
K/H1.35	8	PREVIOUSLY DEVELOPED LAND
K/H1.36	8	PREVIOUSLY DEVELOPED LAND
K/H1.37	1	PREVIOUSLY DEVELOPED LAND
K/H1.38	2	GREENFIELD
K/H1.39	8	GREENFIELD
K/H1.40	8	GREENFIELD
<b>SHIPLEY</b>		
S/H1.1	2	GREENFIELD
S/H1.2	2	GREENFIELD
S/H1.3	1	PREVIOUSLY DEVELOPED LAND
S/H1.4	2	GREENFIELD
S/H1.5	1	PREVIOUSLY DEVELOPED LAND
S/H1.6	2	GREENFIELD
S/H1.7	2	GREENFIELD
S/H1.8	1	PREVIOUSLY DEVELOPED LAND
S/H1.9	2	GREENFIELD
S/H1.10	6	GREENFIELD
S/H1.11	6	GREENFIELD
S/H1.12	2	GREENFIELD
S/H1.13	2	GREENFIELD
S/H1.14	1	PREVIOUSLY DEVELOPED LAND
S/H1.15	1	PREVIOUSLY DEVELOPED LAND
S/H1.16	8	GREENFIELD
S/H1.18	8	PREVIOUSLY DEVELOPED LAND
S/H1.19	8	PREVIOUSLY DEVELOPED LAND
S/H1.20	8	GREENFIELD
S/H1.21	8	GREENFIELD
S/H1.22	8	GREENFIELD
S/H1.23	8	GREENFIELD
S/H1.24	1	PREVIOUSLY DEVELOPED LAND
S/H1.25	7	GREENFIELD
S/H1.26	7	PREVIOUSLY DEVELOPED LAND
S/H1.28	1	PREVIOUSLY DEVELOPED LAND

<b>SHIPLEY (cont)</b>	<b>SEQUENTIAL APPROACH</b>	<b>LAND STATUS</b>
S/H1.29	1	PREVIOUSLY DEVELOPED LAND
S/H1.30	1	PREVIOUSLY DEVELOPED LAND
S/H1.31	1	PREVIOUSLY DEVELOPED LAND
S/H1.32	1	PREVIOUSLY DEVELOPED LAND

For information on the sequential approach, please see paragraph 3.82c of the Principal Policies Chapter.

## APPENDIX G

### PHASE 2 HOUSING SITES

<b>BRADFORD NORTH</b>	<b>SEQUENTIAL APPROACH</b>	<b>LAND STATUS</b>
BN/H2.1	1	PREVIOUSLY DEVELOPED LAND
BN/H2.2	2	GREENFIELD
BN/H2.3	1	PREVIOUSLY DEVELOPED LAND
BN/H2.4	2	GREENFIELD
BN/UR7.1	1	PREVIOUSLY DEVELOPED LAND
BN/UR7.2	2	GREENFIELD
<b>BRADFORD SOUTH</b>		
BS/H2.2	4	GREENFIELD
BS/H2.3	1	PREVIOUSLY DEVELOPED LAND
BS/H2.4	2	GREENFIELD
BS/H2.8	4	GREENFIELD
BS/H2.9	6	GREENFIELD
BS/H2.10	6	GREENFIELD
<b>BRADFORD WEST</b>		
BW/H2.3	7	GREENFIELD
BW/H2.4	7	GREENFIELD
BW/H2.5	7	GREENFIELD
BW/H2.7	4	GREENFIELD
BW/H2.8	4	GREENFIELD
BW/H2.10	4	GREENFIELD
BW/H2.11	4	GREENFIELD
BW/H2.12	4	GREENFIELD
BW/H2.13	4	GREENFIELD
BW/H2.14	4	GREENFIELD
<b>KEIGHLEY</b>		
K/H2.1	7	GREENFIELD
K/H2.9	8	BROWNFIELD
K/H2.11	2	GREENFIELD
K/H2.17	2	GREENFIELD

<b>KEIGHLEY (cont)</b>	<b>SEQUENTIAL APPROACH</b>	<b>LAND STATUS</b>
K/H2.18	2	GREENFIELD
K/H2.19	6	GREENFIELD
K/H2.22	2	GREENFIELD
K/H2.38	2	GREENFIELD
K/H2.39	2	GREENFIELD
K/H2.40	6	GREENFIELD
K/H2.41	2	GREENFIELD
K.H2.42	7	GREENFIELD
K.H2.43	2	GREENFIELD
K/H2.44	2	GREENFIELD
<b>SHIPLEY</b>		
S/H2.1	2	GREENFIELD
S/H2.2	2	GREENFIELD
S/H2.4	2	GREENFIELD
S/H2.5	2	GREENFIELD
S/H2.10	6	GREENFIELD
S/H2.11	2	GREENFIELD
S/H2.18	7	GREENFIELD
S/H2.17	7	GREENFIELD

For information on the sequential approach, please see paragraph 3.82c of the Principal Policies Chapter.

