

# CHAPTER 1

Introduction, Trends and Issues

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## 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. **[Delete: This]** 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) in October 2001.*** 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 **[Delete: Proposals]** 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.
  - (9) District wide minor Green Belt changes schedule and plans
  - (10) Local Centres schedule and maps
  - (11) ***An indicative map which accompanies the location strategy in Part 1 of the Plan***
- 1.2 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.
- 1.3 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 Districts 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.
- 1.4 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, 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 **[Delete: Plans] maps** one illustrating the development strategy and a second providing information relating to Flood Risk, Landscape Character and Wildlife corridors

- 1.5 The Plan's policies are distinguished in **[Delete: bold print]** capital letters.
- 1.6 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 **[Delete: Environment]** Transport **[Delete: and the Regions]**). The Plan does not include policies or proposals on matters which are not land use related.
- 1.7 Why is the Plan being reviewed now? There are a number of reasons for producing a replacement plan now these include:
- 1.8 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.
- 1.9 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.*
- 1.10 Changes in local circumstances such as the publication of the Districts 2020 Vision document and the fall in the number of homes needed in the district.
- 1.11 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.
- 1.12 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"
- 1.13 The report approved by the Executive Committee of the Council on 13<sup>th</sup> September 2000 set out the broad content and general policy directions of the Plan. The Council's Executive committee then approved on 27<sup>th</sup> March 2001 the policies and proposals which **[Delete: form this] 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 28<sup>th</sup> May 2002, and 11 June and resolved to place them on deposit.***

#### The Plan Making Process

- 1.14 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.
- 1.15 As this statutory process has changed since the original plan was produced the steps taken are described in some detail below.

#### First deposit

- 1.16 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

#### **[Delete: Second] Revised** deposit

- 1.17 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

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

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### Inspectors Report

- 1.19 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

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

### Adoption

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

### Trends and Issues

- 1.22 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. ***With the country areas providing some work through agriculture and mineral extraction and opportunities for leisure and recreation for all residents of the district and tourists.*** (See location strategy [~~Delete: plan~~] map for further information on this point.)
- 1.23 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.
- 1.24 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.

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- 1.25 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.***
- 1.26 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.
- 1.27 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.
- 1.28 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.
- 1.29 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.
- 1.30 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%).
- 1.31 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.***
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- 1.32 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.