



City of Bradford Metropolitan District Council

# Sustainability Appraisal of the Shipley Canal Road Corridor Area Action Plan Publication Draft Report

Sustainability Appraisal Non Technical Summary



October 2015

Amec Foster Wheeler Environment  
& Infrastructure UK Limited



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### Report for

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### Document Revisions

No.	Details	Date
A	Draft NTS	July 2015
B	Final NTS	October 2015



# Non-Technical Summary

## Purpose of This Report

This document is the non-technical summary of the sustainability appraisal of the 'Shipley Canal Road Corridor Area Action Plan' (SCRC) (AAP) Publication Draft Report. It highlights the sustainability appraisal (SA) process and describes the key sustainability effects anticipated as a result of the different options, policies and sites outlined in the SCRC AAP Publication Draft Report. It summarises the findings of the Sustainability Appraisal Report, which will be published to accompany the SCRC AAP Publication Draft Report for public consultation.

### 1.1 Shipley Canal Road Corridor Area Action Plan

The City of Bradford Metropolitan District Council (herein referred to as the Council) is currently in the process of preparing a Local Plan to guide future growth and development in the District in the period up to 2030 (see [www.bradford.gov.uk/planning](http://www.bradford.gov.uk/planning)). This will replace the existing Replacement Unitary Development Plan for Bradford (RUDP), adopted in October 2005.

The Local Plan for the Bradford District will be made up of a collection of planning documents that will guide future growth and development for housing, employment, leisure and retail for the next 10-20 years. Two Area Action Plans (AAPs) are being produced as part of the Local Plan, one of which is for the Shipley Canal Road Corridor (SCRC) and the other for Bradford City Centre (BCC). These two AAPs will build upon the long term spatial vision for the District set out in the Core Strategy and address specific issues within each plan area.

There is a significant opportunity to recognise development potential of sites along the SCRC and to strengthen the role of Shipley as an important town centre, as well as protecting and enhancing the World Heritage Site of Saltaire. Following consultation on the Issues and Options for the SCRC, the Council has now prepared the SCRC AAP Publication Draft Report.

The SCRC AAP Publication Draft Report:

- ▶ Sets out the aims and objectives for sustainable development within the Shipley Canal Road Corridor for the next 15 years until 2030,
- ▶ Set out policies for steering and shaping development in the Corridor,
- ▶ Sets out the locations for new housing and employment growth and infrastructure investment,
- ▶ Co-ordinates the policies and plans of its partner organisations', and
- ▶ Takes account of national and regional policy and the Council's aims in the 2020 Vision and The Big Plan – the Sustainable Community Strategy.

The Vision for the SCRC in the AAP is that by 2030:

*'The Shipley and Canal Road Corridor has truly become an area of extensive transformational change, which is regarded as an exemplar Urban Eco Settlement between Bradford city centre and Shipley. The Corridor has borne witness to the delivery of over 3100 new homes supported by new businesses, retail, leisure and community facilities.*

*This has created a series of vibrant new sustainable neighbourhoods that provide a range of high quality homes and local employment opportunities for residents connected by the Linear Park, revitalised Bradford Beck and Canal Road Greenway running from Bradford city centre to Shipley. This multi functional green corridor has helped enhance biodiversity and ecological networks and provides a high quality setting for walking, cycling, sport and recreation along the Corridor.*

*Shipley has strengthened its role as an important town centre, through the expansion of its retail, leisure, office and housing market offer and much improved links to Saltaire, Shipley Station and*

*the Leeds and Liverpool Canal. This redevelopment has improved the area as a key gateway to the World Heritage Site of Saltaire and has been managed in a way which has enhanced Shipley, the World Heritage Site and other heritage and environmental assets in its vicinity, creating a better offer for workers, visitors and residents alike.*

*The Corridor has been reinforced as a strategic transport route, supported by improvements to highway infrastructure along Canal Road, the Shipley Eastern Relief Road and development of Shipley as a transport hub. Improvements to Frizinghall and Shipley railway stations, bus provision along Canal Road and completion of the Canal Road Greenway have ensured the Corridor is an integrated and sustainable location, which offers opportunities for travel by a range of sustainable transport options.'*

The Vision for the SCRC will be achieved through 11 strategic objectives and 29 policies contained in 6 thematic chapters:

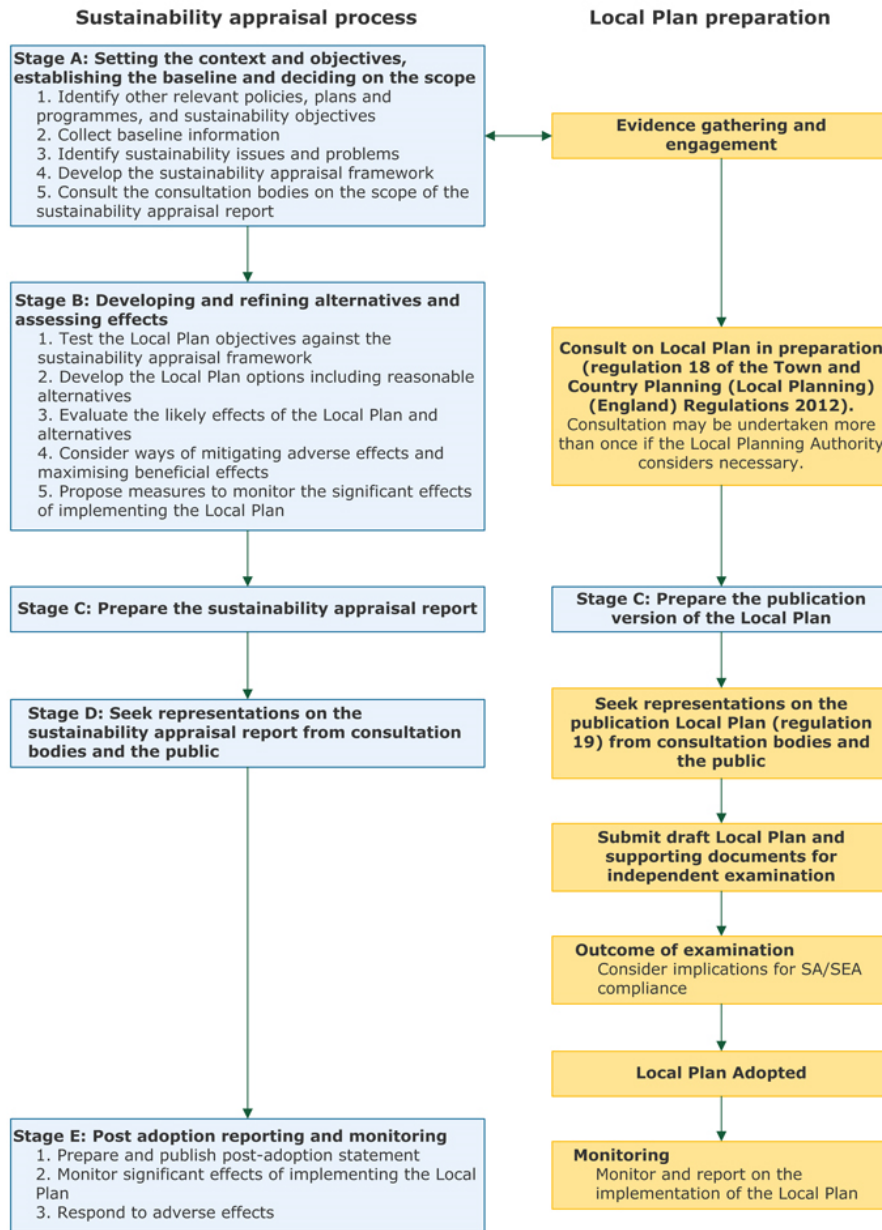
- ▶ Housing (2 policies);
- ▶ Economy (8 policies);
- ▶ Transport (8 policies);
- ▶ Conserving Energy and Resources (2 policies)
- ▶ Environment (6 policies); and
- ▶ Improving Health, Wellbeing and Quality of Life (3 policies).

In addition, the AAP also identifies 28 sites which have been assessed as part of this SA.

## 1.2 Sustainability Appraisal

It is important to ensure that the objectives, policies and sites contained within the SCRC AAP contribute to the aims of sustainable development. This is commonly defined as ensuring that there is a better quality of life for everyone now and in the future. To this end, the SCRC AAP Publication Draft Report has been subjected to a process called sustainability appraisal (SA), the main stages of which are highlighted in **Figure NTS 1** below. SA considers the anticipated effects of the SCRC AAP on the area's environmental, economic and social conditions. Sustainability Appraisal of Local Development Documents (including the SCRC AAP) is a requirement under Section 19(5) of the Planning and Compulsory Act 2004. In meeting this requirement, local planning authorities must also address the requirements of the European Union Directive 2001/42/EC on the assessment of the effects of certain plans and programmes on the environment, referred to as the Strategic Environmental Assessment (SEA) Directive. This is a law that sets out to integrate environmental considerations into the development of plans and programmes.

Figure NTS 1 Stages in the SA Process



NB: for the purposes of this SA, the SCRC AAP Publication Draft Report can be considered to replace the ‘Local Plan’ referenced to in Figure NTS 1

### 1.2.1 Sustainability Appraisal Undertaken to Date

Bradford Council undertook an appraisal of the Issues and Options for the SCRC AAP in January 2013. Amec Foster Wheeler have now been commissioned to review and take forward the SA work undertaken to date and to carry out appraisal of the SCRC AAP through to adoption, including appraisal of the SCRC Publication Draft AAP. This work will help Bradford take forward sustainable policies for the SCRC AAP Publication Draft AAP and then onto the SCRC AAP Submission Draft.

### 1.2.2 Sustainability Appraisal Objectives

The appraisal of the Vision, Objectives and Policies of the SCRC Publication Draft AAP has been undertaken considering the likely effects in the short, medium and long term. Each element of the SCRC AAP has been scored against each of the 17 SA objectives which were developed by Council officers in September 2012. The SA objectives reflect the key sustainability issues for the SCRC derived from an

analysis of the baseline and a review of plans and programmes. They also reflect comments received by the statutory consultees during scoping on the appraisal in September 2012. **Table NTS 1** also highlights the relevance of the objectives, if any, to the environmental topics listed in the SEA Directive. The detailed objectives are provided in Section 2.2 of the main SA report.”

Table NTS1 SCRC SA Objectives

SA Objectives	SEA Topic Covered
1. To reduce the need for travel and promote sustainable modes of travel by improving transport choice.	Population and Human Health Water, Soil and Air Climatic Factors
2. To improve the quality, range and accessibility of community services and facilities.	Population and Human Health
3. To encourage urban regeneration by improving efficiency in land use, design, construction technique and layout.	Population and Human Health Water, Soil and Air Cultural Heritage and Landscape
4. To meet local housing needs by providing everyone with the opportunity to live in a decent affordable home.	Population and Human Health
5. To protect, enhance and manage sites, features, areas and landscapes of archaeological, historical and cultural importance and their settings.	Cultural Heritage and Landscape
6. To protect, enhance and, where necessary restore, existing biodiversity and natural habitats, and create new wildlife habitats including by establishing coherent ecological networks.	Biodiversity, Flora and Fauna
7. To protect, maintain and enhance the quality of open spaces and ensure effective access to open space.	Population and Human Health, Landscape
8. To maintain and improve soil and water quality.	Biodiversity, Flora and Fauna, Human Health, Water and Soil
9. To reduce the risk of flooding and the resulting detriment to public wellbeing, the economy and the environment	Population, Human Health, Climate Change
10. To reduce waste generation and disposal, and achieve the sustainable management of waste.	Water, Soil and Air Climatic Factors
11. To ensure resilience to the effects of climate change through mitigation and effective adaptation.	Water, Soil and Air Climatic Factors
12. To reduce air pollution and ensure air quality continues to improve.	Human Health and Air
13. To minimise noise pollution, especially around land use interfaces.	Human Health
14. To improve health, reduce health inequalities and promote healthy living.	Population and Human Health
15. To strengthen and sustain resilient local economy.	Population and Material Assets
16. To ensure local people have access to satisfying opportunities for employment and	Population and Material Assets

## occupation.

17. To help create and sustain safe, vibrant and cohesive communities.

Population and Material Assets

### 1.3 Developing and Appraising the Spatial Options

The Publication Draft Report is based upon the options for development set out in the Strategic Development Framework for the SCRC. It takes account of the spatial options identified at the Issues and Options stage and the strategic policies as set out in the Bradford District Core Strategy Publication Draft. The Publication Draft Report highlights economic growth regeneration areas in the SCRC, as well some new housing in the Shipley, as part of a new urban eco settlement and a small amount on the fringe of Bradford City Centre. This option therefore seeks to achieve a more sustainable pattern of housing provision across the SCRC. Central to the approach is the need to maximise the efficient use of land and deliver urban regeneration, based on principles for allocating, wherever possible, sites accessible to a range of services and community facilities, including quality public transport services; prioritising the allocation of sites that would assist in regeneration or environmental improvement; and ensuring that other sites allocated for development have any adverse impacts mitigated through the policies in the Publication Draft AAP.

A key element of the emerging SCRC AAP is the way in which it seeks to meet its growth requirements, whilst at the same time protecting and enhancing existing environment, social and economic conditions. The overall approach seeks to promote urban regeneration, making best use of existing services and brownfield land, whilst recognising that as part of a sequential approach, a requirement for greenfield land is necessary in order to meet the growth needs of the Corridor.

### 1.4 Vision, Draft Objectives and Draft Policy Appraisal Results

The Vision and Plan Objectives were tested for their compatibility with the SA objectives.

The Vision aims for a Corridor that *'has truly become an area of transformational change... born witness to the delivery of over 3,100 new homes... Shipley has enhanced its role as an important town centre... and that the redevelopment of the area has created an area worthy of its close proximity to Saltaire.'*

The Vision is anticipated to have a positive effect against many of the SA objectives including: Housing, Transport, and Access to Services, Social Cohesion, Employment, Economy and Investment.

However, the Council's Vision leaves room for uncertainties, as potential for negative as well as positive effects has been identified. This includes the conflicts that could arise between growth (economic and visitor growth) and environmental factors (such as the loss of greenfield land in particular). The effects are highly dependent on whether growth in the Corridor is achieved under consideration of economic, social and environmental sustainability.

The compatibility test identified that several of the proposed spatial objectives are compatible with at least one of the SA objectives, and in the majority of cases one or more of the spatial objectives are considered to be highly compatible with at least one of the SA objectives. The exceptions are SA objectives 5, 10 and 13, where there are some negative and uncertain impacts. There are also uncertain impacts on all of the other SA objectives, albeit in some cases uncertainty only results from one of the spatial objectives.

Spatial objective 1 has been identified as being partially incompatible with SA objectives 5, 7 and 10 as the delivery of over 3,100 new homes given that their design, setting or nature may have a detrimental impact on historical and cultural heritage, will reduce the amount of open space (notwithstanding substantial commitments to enhance the quality of the remaining green and open space) and will result in the generation of waste.

Spatial objective 2 is also partially incompatible with SA objectives 5 and 10 as the new development may have an adverse impact on heritage and will generate waste. Spatial objectives 4 and 5 are also partially incompatible with objective 5 as new development is proposed and in the case of spatial objective 5, any



new development in Shipley could be associated with adverse impacts on the Saltaire World Heritage Site. However, it is noted that objective 11 would help to mitigate any such impacts on Saltaire.

Spatial objective 9 is assessed as being partially incompatible with objectives 6 and 13 as it proposes development and upgrading of current infrastructure which is likely to negatively impact upon biodiversity and in relation to noise pollution.

Objectives 10 & 11 are partially incompatible with SA as they promote green infrastructure, healthy environments and the historic environment which may deteriorate given incompatible urban regeneration.

#### 1.4.1 Policies

**Table NTS 2** summarises the results of the appraisal by showing anticipated effects of the draft policies grouped by thematic topic.



SA Objective	Housing	Economy	Transport	Conserving Energy and Resources	Environment	Improved Health and Wellbeing
1. To reduce the need for travel and promote sustainable modes of travel by improving transport choice.	+/-	+/-	+	+	+	+
2. To improve the quality, range and accessibility of community services and facilities.	0	+	+	0	+	++
3. To encourage urban regeneration by improving efficiency in land use, design, construction technique and layout.	+	+	+	+	++	+
4. To meet local housing needs by providing everyone with the opportunity to live in a decent affordable home.	++	+	0	0	0	0
5. To protect, enhance and manage sites, features, areas and landscapes of archaeological, historical and cultural importance and their settings.	+	+	+	0	++	+
6. To protect, enhance and, where necessary restore, existing biodiversity and natural habitats, and create new wildlife habitats including by establishing coherent ecological networks.	+	+	+	0	++	+
7. To protect, maintain and enhance the quality of open spaces and ensure effective access to open space.	+	+	+	0	+	++
8. To maintain and improve soil and water quality.	+	+	+	+	++	+
9. To reduce the risk of flooding and the resulting detriment to public wellbeing, the economy and the environment.	0	0	0	+	+	0
10. To reduce waste generation and disposal, and achieve the sustainable management of waste.	-	-	-	+	0	0
11. To ensure resilience to the effects of climate change through mitigation and effective adaptation.	+	+	+	++	++	+
12. To reduce air pollution and ensure air quality continues to improve.	0	-	+/?	+	+	0
13. To minimise noise pollution, especially around land use interfaces.	0	0	0	0	0	0

SA Objective	Housing	Economy	Transport	Conserving Energy and Resources	Environment	Improved Health and Wellbeing
14. To improve health, reduce health inequalities and promote healthy living.	+	+	+/?	+	+	++
15. To strengthen and sustain resilient local economy.	0	++	+	0	0	0
16. To ensure local people have access to satisfying opportunities for employment and occupation.	0	++	+	0	0	0
17. To help create and sustain safe, vibrant and cohesive communities.	+	+	+	+	+	+

It is anticipated that the SCRC AAP Publication Draft Policies will have positive effects on a number of the SA objectives. In particular there will be significant positive impacts in relation to the following objectives:

- ▶ To encourage urban regeneration by improving efficiency in land use, design, construction technique and layout;
- ▶ To meet local housing needs by providing everyone with the opportunity to live in a decent affordable home;
- ▶ To protect, enhance and manage sites, features, areas and landscapes of archaeological, historical and cultural importance and their settings;
- ▶ To protect, enhance and, where necessary restore, existing biodiversity and natural habitats, and create new wildlife habitats including by establishing coherent ecological networks;
- ▶ To ensure resilience to the effects of climate change through mitigation and effective adaptation;
- ▶ To strengthen and sustain resilient local economy; and
- ▶ To ensure local people have access to satisfying opportunities for employment and occupation.

In the main, uncertain impacts relate to flood risk. Parts of Shipley and Canal Road Corridor are at risk from flooding and there are also limited areas within the functional floodplain (zone 3b). A level 2 Strategic Flood Risk Assessment (SFRA) has been undertaken for the SCRC and the requirements of policy CC1 will help to mitigate impacts on flooding.

Negative impacts have been identified from an increase in car use from the highway improvements outlined (which has associated impacts on air quality and human health, notwithstanding overall aims to maximise use of sustainable modes of transport) and from waste generation from the significant amount of new development proposed. The implementation of policies NBE6 and CC2 will be important to reduce waste arisings however, along with adoption and promotion of construction best practice methods, will help to address the issue.

## Sites

Overall the site allocations will have a number of positive impacts.

They will help to deliver the new housing to meet local needs and make housing more affordable given that 20% of housing on larger scale sites will be affordable (subject to viability).

As the urban eco-settlement is a mixed use development seeking to provide local employment opportunities in addition to a large amount of new housing, it will have positive impacts not only in respect of new housing, but also in relation to the economy of the Corridor.

The allocations will help to regenerate Shipley, which is important given the significant role that the town plays in the Corridor in providing retail and other community services. It will be important that the developments in Shipley are well designed given that they fall within the buffer zone of Saltaire World Heritage Site, though it is recognised implementation of the allocations for Shipley in line with policies NBE5 and 6 will help to avoid any adverse impacts on Saltaire.

The allocations will help to strengthen existing employment areas in the Corridor, which will be welcome, especially given that some of these areas are served by public transport and are therefore already in sustainable locations.

There will be some adverse impacts from cumulative loss of open space (notwithstanding efforts elsewhere in the plan to protect existing open space and deliver new areas of open space) and from some of the sites upon the highway network. Given the scale of housing proposed there will be significant opportunities to deliver environmental enhancements and incorporate new areas of open space, which will help to mitigate (to an extent) cumulative loss of open space.

There is significant uncertainty in relation to flooding given that a number of the site allocations are in areas at risk of flooding and that the full impacts on flooding from the allocations can only be determined at the detailed planning application and in line with individual site flood risk assessments. However, sites located in areas at risk of flooding will be expected to include flood risk mitigation measures in line with site specific recommendations in the SFRA.

Careful consideration will need to be given to ensure that the cumulative impact of the site allocations does not have adverse impacts on flooding, though it is recognised that this can be mitigated by planning polices and site specific mitigation for example implementation of Sustainable Drainage Systems (SuDS).

Furthermore, specific enhancements for individual sites are set out within the Proposal Statements for each site allocation that demonstrate how the likely significant effects that have been identified for each site could, in some instances, not only be mitigated but could be minimised with proposals designed to make a positive contribution towards sustainable development.

Cumulatively, there will be a mixed positive and negative impact from the site allocations, and the adverse effects of development proposals can be mitigated with appropriate measures in line with planning policies. After the application of the mitigation and enhancement measures, none of the effects identified are considered to be significant.

### 1.4.2 Mitigation

Whilst the SCRC Publication Draft AAP has largely significant positive impacts against the SA objectives, there are several areas where the current draft policies could be revised and amended to produce an improved performance against the sustainability appraisal objectives (or to improve clarity) to aid implementation. These are summarised in **Table NTS3**.

Table NTS3 Suggested Mitigation Measures and Policy Wording Amendments

Policy	Suggested Mitigation
H2	Consideration should be given to including a phased requirement for infrastructure provision/improvements to ensure that new housing developments are not underserved by supporting infrastructure.
SE8	In order to maximise the value of any potential benefits of this policy consideration could be given to including a requirement in the policy that major developments need to consider impacts on waste management infrastructure, which may help to identify the need for new facilities if required.
NBE6	Reference could also be made in the policy to creating safe public environments consistent with paragraph 69 of the NPPF which requires planning policies to achieve places that provide ' <i>safe and accessible environments where crime and disorder, and the fear of crime, do not undermine quality of life or community cohesion</i> '.
CC2	Consideration should be given to ensuring that existing water infrastructure has capacity (e.g. waste water treatment works) to meet demands and whether additional infrastructure is anticipated to be place in order to ensure that new development is not under served by such infrastructure.

Further details of proposed mitigation measures can be found in the main SA report.

### 1.4.3 Compliance with National Planning Policy Framework

It should be noted as well that the SCRC AAP Publication Draft Report is in general accordance with the National Planning Policy Framework (NPPF) as it will deliver at a local level many of the aims and objectives of the NPPF, particularly in relation to the following aspects:

- ▶ Building a strong and competitive economy;
- ▶ Ensuring the vitality of town centres;
- ▶ Promoting sustainable transport;
- ▶ Delivering a wide choice of high quality homes;

- ▶ Requiring good design;
- ▶ Promoting healthy communities;
- ▶ Protecting green belt land (notwithstanding planned local green belt reviews in the plan);
- ▶ Meeting the challenge of climate change;
- ▶ Conserving and enhancing the natural and historic environments; and
- ▶ Facilitating the sustainable use of minerals.

## 1.5 Next Steps

The SCRC AAP Publication Draft Report will be subject to a period of public consultation (dates TBC), along with the SA Report. Once consultation responses have been received work will begin on revising the SCRC AAP for the Submission Draft version.

We would welcome your views on the SA Report for the Shipley Canal Road Corridor AAP Publication Draft Report. All comments received by the closing date will be considered and the SA will be amended as appropriate.

## 1.6 How to Comment

We hope you have found the information in this non-technical summary useful. To obtain a full copy of the full Sustainability Appraisal Report, containing the detailed assessment findings, please visit:

- ▶ Web: [http://www.bradford.gov.uk/bmdc/the\\_environment/planning\\_service/local\\_development\\_framework/shipley\\_action\\_plan\\_dpd](http://www.bradford.gov.uk/bmdc/the_environment/planning_service/local_development_framework/shipley_action_plan_dpd); or
- ▶ E-mail: [planning.policy@bradford.gov.uk](mailto:planning.policy@bradford.gov.uk).

Further information may be obtained from the Planning Policy at Bradford Council on 01274 433679. In particular, we would like to hear whether the impacts which are predicted are likely and whether there are any significant effects which have not been considered.

