

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 requirement and identifies the components of the housing land supply in the District.
- 6.2 Decisions on phasing of sites take into account the location strategy and sustainability appraisal of sites. The lower case text to policy UDP1 explains how the allocated sites have been phased to ensure the more sustainable, well-located, sites are developed first.
- 6.3 The Housing chapter provides the mechanisms to ensure that the strategy in Part 1 of the Plan is delivered. It provides the policy framework to guide the determination of development proposals and planning applications for residential development. The housing chapter, however, does not include all policies relevant to residential development. Policy UR1 requires development proposals to accord with all relevant policies of the Plan, unless material considerations indicate otherwise. Consideration should be given to other policies, for example, design, parking and open land in settlements.
- 6.4 The Housing chapter is primarily influenced by new Government guidance on housing contained in PPG3. The chapter deals with phasing of the housing land supply, supply protection, density, affordable housing and the accommodation of gypsies and travelling showpeople.

Phasing the Housing Land Supply

- 6.5 Unitary Development Plans are expected to include policies for the release of sites for housing development, as advised in paragraph 33 of PPG3. The presumption of paragraph 32, PPG3 is that previously-developed sites or buildings should be developed before greenfield sites, except where previously developed sites perform so poorly as to preclude their use for housing before a particular greenfield site. This presumption, along with the list of factors to be considered when assessing potential and suitability for development of sites, from paragraph 31 PPG3, is used in the identification of Phase I and Phase II of the housing land supply, through the location strategy and sustainability appraisals of sites.
- 6.6 Local authorities should “manage the release of sites over the plan period in order to 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.
- 6.7 To meet the requirements of PPG3 the Plan needs to ensure that Phase I sites are developed before those in Phase II. Therefore:

Policy H1

PROPOSALS FOR RESIDENTIAL DEVELOPMENT ON ANY SITE ALLOCATED ON THE PROPOSALS MAPS AS A PHASE I 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 MAPS AS A PHASE II HOUSING SITE WILL BE PERMITTED DURING PHASE II OF THE PLAN PROVIDED PHASE I SITES ARE BEING, OR HAVE BEEN, DEVELOPED IN ACCORDANCE WITH THE EXPECTATIONS OF THE PLAN, SUBJECT TO OTHER HOUSING POLICIES AND OTHER RELEVANT POLICIES ELSEWHERE IN THE PLAN.

- 6.8 These policies reflect the advice contained in the DETR consultation draft Good Practice Guidance, "Planning to Deliver – The Managed Release of Housing Sites: Towards Better Practice" (December 2000).
- 6.9 The time periods for phases I and II have been set in the lower case text to UDP1. Phase I lasts until 31/3/09 and phase II is from 1/4/09 to 31/3/14.
- 6.10 Phase II Housing sites will only be considered for early release for residential development if there has been a material change in circumstances, that outweighs the factors in the location strategy and sustainability appraisal that determined the allocation of the site as Phase II, and would lead to a major development that meets the aim and objectives set out in Part I of the Plan that has not otherwise been identified in the Plan, or, would lead to development providing significant benefits to the local community.
- 6.11 The expectations of the Plan are that the House Building Industry will deliver the housing development at the rate necessary to meet the housing requirement set in draft RPG and in policy UDP5. The Performance Framework, in part 1 of the Plan, requires regular monitoring and could lead to formal alterations, if necessary. If, through the process of plan, monitor and manage, substantial differences are shown in the actual take up of land, compared with that currently being achieved and that anticipated by the Plan, then the Council will consider bringing forward an alteration to the Plan.
- 6.12 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, public open space, play facilities 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.

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 H3

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, WITH THE EXCEPTION OF PROPOSALS FOR A TEMPORARY USE UNDER POLICY H4.

Policy H4

PROPOSALS FOR USES OTHER THAN RESIDENTIAL DEVELOPMENT ON ANY SITE ALLOCATED ON THE PROPOSALS MAPS AS A PHASE II HOUSING SITE MAY BE PERMITTED FOR A TEMPORARY PERIOD IF THE PROPOSAL WOULD NOT PREJUDICE THE DEVELOPMENT OF THE SITE FOR RESIDENTIAL PURPOSES DURING PHASE II OF THE PLAN.

- 6.14 The determination of applications for permission for a temporary period will depend on the nature of the proposal and its proposed timing in relation to the life of the plan. Applications for temporary uses will also be tested against other relevant policies elsewhere in the plan.
- 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 H3. The components of supply are shown in the lower case text to policy UDP5. Protection also needs to be applied to the other sources of supply, in line with PPG3, to maximise the re-use of urban land and buildings; minimise the amount of greenfield land being taken for development; and 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

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 and UR4, covering 'promoting more sustainable development', and 'the sequential approach to accommodating development'.
- 6.17 Policies H5 and H6 aim to ensure that non-residential land and residential land and buildings are developed for residential purposes, in line with PPG3, and supporting the government's commitment to "maximising the re-use of previously-developed land and empty properties and the conversion of non-residential buildings for housing" (paragraph 22, PPG3).
- 6.18 Non-Residential buildings should be considered first for residential development. However, it is recognised that in 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.

Density

- 6.19 PPG3 requires local authorities to encourage higher density developments to promote economy in the use of land. Development in Bradford historically averages 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:

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 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 UDP5.
- 6.21 Good quality public transport corridors encompass both high frequency bus corridors and the 800m radii around railway stations, as noted in the location strategy. City and town centres are identified in the introduction to the Centres chapter.
- 6.22 There is an expectation that the House Building Industry will increase site density to play a full role in the implementation of PPG3, and the Council will seek to achieve the highest density appropriate to the site, through the Development Control process. In addition to the density policies, some of the factors that will determine the precise density that will be accepted are:
- The size and character of the site.
 - The size and character of the building.
 - The adjacent highway network, relevant to the proposed development: existing capacity and potential for increased capacity.
 - The type and size of housing needed.
 - The character of the local environment.
 - The efficiency and intensity of the proposed layout.
 - Area initiatives, such as Conservation, Regeneration.
 - Privacy, external amenity space and internal space standards.
 - Revised parking standards, road and footpath layouts, and efficiency of provision.

Affordability in the Bradford Metropolitan District.

- 6.23 The affordable housing situation in the Bradford Metropolitan District is described in the current Joint Housing Strategy (JHS), for the period 2000-2010, and the related documentation of the Action Plans (AP) for 2000-2001 and the Local Housing Assessment 2000 (LHA), produced by the Bradford Housing Forum. The LHA was undertaken before the publication of Local Housing Needs Assessments: A Guide to Good Practice by DETR in 2000.
- 6.24 Bradford Housing Forum is a well established independent multi-agency body, the prime purpose of which is to improve and develop the Joint Housing Strategy and to co-ordinate the work of partner agencies in implementing it.
- 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.
- 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 Suburbs and Keighley Suburbs 15%.
- There is no percentage target for Bradford Inner City or Keighley Inner City.
- 6.28 The Bradford Housing Forum 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 II 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 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 Government's 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 AND THE SUITABILITY OF THE SITE OR BUILDING IN THE CASE OF CONVERSIONS. PRIOR TO DEVELOPMENT COMMENCING THE DEVELOPER WILL BE REQUIRED TO CONCLUDE ARRANGEMENTS TO ENSURE THE AFFORDABLE HOUSING REMAINS AFFORDABLE IN PERPETUITY.

- 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, in settlements with a population of over 3000, 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. 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. Developers are also 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.
- 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.
- 6.36 The JHS, AP and 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 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 Forum.
- 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. If all allocated sites above the threshold delivered these quotas, over 3100 affordable units could be provided over the lifetime of the Plan, with over 1700 during Phase I and over 1400 during Phase II. In addition, affordable units will also be delivered 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 FUNCTION 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 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:

Location	Pitches	Caravans
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. 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 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.