

City of Bradford Metropolitan District Council



Core Strategy: Issues and Options

Topic Paper 1: Introduction & Background



February 2007

Local Development Framework for Bradford

This document is one of a number that make up the Local Development Framework for the Bradford District. If you need the contents of this document to be interpreted or translated into one of the community languages or you require it in Braille, Large Print or on tape, please contact the Local Development Framework Group on (01274) 434050, (01274) 434544 or (01274) 434606

ब्राडफोर्ड डिस्ट्रिक्ट (Bradford District) एर लोक्याल डेवेलोपमेन्ट फ्रेमवर्क (Local Development Framework - स्थानीय उन्नयन काठामो) एर अनेकगुलो कागजपत्र वा दलिलपत्रेण एकटि हलो एहि तथ्यापत्रटि । एहि तथ्यापत्रेण विषयवस्तु कमिउनिटिण लोकदेण कोनो भाषाय बुवाते चाईले अथवा लिखित अनुवाद चाईले नतुवा ता ब्रेईले (अक्षलिपिते), मोटा हरफे किंवा क्यसेटे रेकर्ड करे चाईले, अनुग्रह करे लोक्याल डेवेलोपमेन्ट फ्रेमवर्क ग्रुप (Local Development Framework Group)-के (01274) 434050, (01274) 434544 वा (01274) 434606 नाखारे फोन करण ।

यह दस्तावेज़ उन बहुत से दस्तावेज़ों में से एक है जिनसे मिलकर ब्रैडफोर्ड डिस्ट्रिक्ट का लोकल डिवेलपमेंट फ्रेमवर्क बनता है। यदि आप इस दस्तावेज़ की जानकारी का हिन्दी अनुवाद या इसे ब्रेल, बड़े अक्षरों या टेप पर प्राप्त करना चाहते हैं, तो कृपया लोकल डिवेलपमेंट फ्रेमवर्क ग्रुप से (01274) 434050, (01274) 434544 या (01274) 434606 पर सम्पर्क करें।

ਇਹ ਦਸਤਾਵੇਜ਼ ਅਜਿਹੇ ਬਹੁਤ ਸਾਰੇ ਦਸਤਾਵੇਜ਼ਾਂ ਵਿੱਚੋਂ ਇੱਕ ਹੈ ਜਿਨ੍ਹਾਂ ਨਾਲ ਬਰੈਡਫੋਰਡ ਡਿਸਟ੍ਰਿਕਟ ਦਾ ਲੋਕਲ ਡਿਵੈਲਪਮੈਂਟ ਫਰੇਮਵਰਕ ਬਣਦਾ ਹੈ। ਜੇਕਰ ਤੁਸੀਂ ਇਸ ਦਸਤਾਵੇਜ਼ ਵਿੱਚ ਦਿੱਤੀ ਗਈ ਜਾਣਕਾਰੀ ਦਾ ਪੰਜਾਬੀ ਅਨੁਵਾਦ ਜਾਂ ਇਸਨੂੰ ਬ੍ਰੇਲ, ਵੱਡੇ ਅੱਖਰਾਂ ਜਾਂ ਟੇਪ 'ਤੇ ਪ੍ਰਾਪਤ ਕਰਨਾ ਚਾਹੁੰਦੇ ਹੋ ਤਾਂ, ਕ੍ਰਿਪਾ ਕਰਕੇ ਲੋਕਲ ਡਿਵੈਲਪਮੈਂਟ ਫਰੇਮਵਰਕ ਗਰੁੱਪ ਨਾਲ (01274) 434050, (01274) 434544 ਜਾਂ (01274) 434606 'ਤੇ ਸੰਪਰਕ ਕਰੋ।

یہ دستاویز بریڈفورڈ ڈسٹریکٹ کے مقامی ترقیاتی لائحہ عمل سے متعلقہ دستاویزات میں سے ایک ہے۔ اگر آپ کو اس دستاویز کا زبانی یا تحریری ترجمہ کسی بھی کمیونٹی زبان میں درکار ہو یا آپ اسے بریل، لارج پرنٹ یا ٹیپ میں چاہتے ہیں تو براہ مہربانی لوکل ڈیولپمنٹ فریم ورک گروپ سے ٹیلی فون نمبر: 01274 434050، 01274 434544 یا 01274 434606 پر رابطہ کریں۔

આ દસ્તાવેજ ઘણાંમાં નો એક છે કે જે બ્રેડફોર્ડ ડિસ્ટ્રિક્ટ નાં સ્થાનિક વિકાસ ની રૂપરેખા બનાવે છે. જો તમને આ દસ્તાવેજનાં લખાણનું પ્રાદેશિક ભાષાઓમાં ભાષંતર કરાવવાની અથવા તેનો અર્થ સમજવાની જરૂર જણાય, અથવા તમને તેની જરૂર બ્રેઇલ, લાર્જ પ્રિન્ટ કે પછી ટેપ ઉપર હોય, તો મહેરબાની કરી લોકલ ડિવેલપમેન્ટ ફ્રેમવર્ક ગ્રુપનો (01274) 434050, (01274) 434544 અથવા (01274) 434606 પર સંપર્ક કરો.

FOREWORD

Bradford Council is working towards preparing a Local Development Framework to guide future growth and development in the District in the period up to 2021. The District faces some major challenges ahead arising from development pressure for new housing, retail and commercial premises and the supporting infrastructure, services and facilities required to facilitate major growth and regeneration. The first stage in preparing the LDF is the preparation of the Core Strategy. In order to shape the content of this Core Strategy, we are asking;

What kind of Bradford District do you want to see in the future?

Development in the Bradford District is controlled by the development plan. This is currently the Replacement Unitary Development Plan for Bradford (RUDP), adopted in October 2005. It is the policies and allocations in this document that are used to make decision when people apply for planning permission.

New planning legislation requires local authorities to replace their current development plans with a new type of plan called a Local Development Framework (LDF). In the new system the RUDP document will be replaced over time by a Local Development Framework, which together with the Regional Spatial Strategy for Yorkshire and the Humber will form the new development plan for the Bradford District.

The Core Strategy is the key document, of a portfolio of Local Development Documents (LDDs), which will eventually make up the Local Development Framework for Bradford. The more detailed elements of the LDF will be prepared in the light of the Core Strategy. The initial LDF documents to be produced over the next 3 years are set out in the Local Development Scheme (LDS).

The Core Strategy will set out the long-term spatial vision for the District and strategic policies to deliver that vision. The Core Strategy will then inform all the other Development Plan Documents to be produced as part of the LDF.

One of the key aims of the new system is to strengthen community involvement in the planning of the places in which people live and work. Importance is placed on community involvement throughout the preparation of the new Development Plan Documents but in particular in the early stages. The Government now requires all planning authorities to prepare a Statement of Community Involvement (SCI) which sets out how the Council Intends to engage with the Community in preparing its LDF and also how it engages with the community in dealing with planning applications. Bradford Council is committed to ensure that everyone has an equal opportunity to play an active and positive role in considering the planning issues, which affect them and the District. The SCI for Bradford was submitted to the Secretary of State for independent examination in November 2006.

The consultation on the Issues and Options is the essential first stage in developing the Core Strategy. It provides an opportunity for the community to consider the big issues facing the District, help shape the long-term vision and ultimately the strategic policies to deliver the vision. A series of topic papers has been prepared setting out the key issues and options on key themes. The papers have been informed/influenced by national policy, emerging Regional Spatial Strategy (RSS), the Community Strategy and 2020 Vision for the District, the replacement Unitary Development Plan, as well as other relevant local strategies.

The 8 topic papers are:

- Paper 1 Introduction and Background
- Paper 2 The Spatial Vision and Strategy for Bradford
- Paper 3 Meeting The Need for Dwellings in the District
- Paper 4 Economy and Jobs
- Paper 5 Transport and Accessibility
- Paper 6 Community Facilities
- Paper 7 Environment
- Paper 8 Waste Management

Topic Paper 2 sets out the overall vision and strategy while the subsequent papers consider key issues to be addressed in the Core Strategy including options where appropriate for dealing with these issues.

The purpose of these documents is to encourage responses to key issues and options affecting Bradford. The list of issues is not meant to be final, but it represents the initial thoughts as to the key issues that the Core Strategy could address. It is also an opportunity to raise new issues.

The Council is making the Issues and Options available to the public for comment for 6 weeks starting on 16th February 2007. While the Council will formally consult key bodies, organizations and community groups, comments from the wider public are encouraged. The topic papers together with any background documents can be downloaded from the Council's Web site at:

www.Bradford.gov.uk/planning

The topic papers will also be available at the planning offices in Bradford, Shipley, Keighley and Ilkley and at the main libraries to view. Copies will also be sent out on request.

Three Workshops will be run with a specific spatial focus. The three area focuses will be:

- Bradford,
- Airedale (& Villages)
- Wharfedale.

In addition to the area workshops there will be several more in depth workshops which will look key topics in more depth. These will include:

- Housing
- Employment and the economy
- Waste
- Transport

Please let us know what you think by 30 March 2007 so we can take your views into account in preparing the Core Strategy. You are encouraged to answer the questions at the end of each topic paper or send in more general comments, or both. Comments should be sent to:

Local Development Framework Group
8th Floor Jacobs well
Manchester Road
BRADFORD
BD1 5RW

Or emailed to:

ldf.consultation@bradford.gov.uk

What Happens Next?

All the comments made at this stage will be considered in the preparation of the next stage, when the Council develops its preferred approach for the Core Strategy. The Council is then expected to publish its 'Preferred Options for the Core Strategy in late Autumn 2007 This will set out it's chosen preferred approach with reasons together with the other options considered or put forward by the community together with reasons for not choosing them. The subsequent stage will then be the preparation of the Draft Core Strategy for submission to the Secretary of State.

Further information

For more information about developing the Core Strategy or any other aspect of the Local Development Framework please contact:

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Or visit our web-site at: <http://www.bradford.gov.uk/planning>

1.0 INTRODUCTION

1.1 Bradford is producing a new type of development plan for its area, the Local Development Framework (LDF), which will ultimately replace the current Replacement Unitary Development Plan (RUDP) for Bradford (adopted October 2005). The RUDP currently identifies the land use strategy and allocations to meet development needs in the District to 2014, with detailed policies for the control of development which are used in determining planning applications. The LDF together with the Regional Spatial Strategy for Yorkshire and the Humber will form the Development Plan for Bradford for the period up to 2021.

1.2 The LDF will need to be distinctive to Bradford, providing an effective response to local issues and priorities, and deliver the spatial aspects of the Community Strategy and 2020 Vision, and help achieve the vision's aim of improving the social, economic and environmental well being of present and future generations.

What is the Local Development Framework?

1.3 The Government introduced proposals for planning reform to speed up the planning system through the Planning and Compulsory Purchase Act 2004. This changed the current pattern of development plans. At the regional level Regional Planning Guidance is replaced by 'Regional Spatial Strategy' (RSS), which will have statutory backing. At local authority level the current mixed system of unitary development plans (in West Yorkshire and South Yorkshire) and the two-tier system of structure and local plans (in North Yorkshire and the Humber authorities), will be replaced by 'Local Development Frameworks' (LDFs). The old system of a single Unitary Development Plan covering the whole District is therefore being replaced by a development plan that is made up of a series of separate documents constituting the Local Development Framework (see paragraphs 1.6 to 1.8 below).

1.4 In the interim until replaced by the LDF the RUDP will continue to be the development plan for the District.

Regional Spatial Strategy (RSS)

1.5 One of the main changes to the system is that the Regional Spatial Strategy, (a plan covering the whole region) produced by the Yorkshire and the Humber Regional Assembly, now forms part of the legal development plan for the District and any LDF documents need to be in general conformity with it.

Local Development Documents (LDD)

1.6 Documents that make up the Local Development Framework are called Local Development Documents; these have to conform to the policies put forward in the Regional Spatial Strategy. There are two types of Local Development Document:

Development Plan Documents (DPD)

- 1.7 Documents that form part of the statutory development plan for the District and are subject of a Public Examination by an independent Inspector are called Development Plan Documents (DPDs). These include the following:
- Core Strategy – this sets out the spatial vision for the District, the strategic policies for guiding development, the housing requirement, and a framework for monitoring and implementing the Strategy.
 - Site Allocations – this identifies sites for development.
 - Area Action Plans – this is a planning framework that is targeted at a specific area, normally linked to areas of major change or regeneration.
 - Proposals Map – this will show the proposals for the District on an OS Map base, and will be updated as individual documents are adopted.
- 1.8 The Council prepared a Local Development Scheme (LDS), which is a 3 year project plan for producing the Local Development Framework and Local Development Documents. This was published in June 2005 and can be found on the Council's web site. The LDS identifies the following Development Plan Documents as the first priorities in developing the LDF:
- **Statement of Community Involvement (LDD)** - Sets out how the community will be consulted during the production of LDDs and in determination of planning applications. The SCI has undergone several stages of consultation and has been submitted to the Secretary of state for independent examination (November 2006);
 - **Core Strategy (DPD);**
 - **Allocations (DPD)** – site allocations for housing, employment and safeguarded land;
 - **Waste Management (DPD);**
 - **Bradford City Centre Area Action Plan (DPD);**
 - **Proposals Map (DPD)** – shows geographically the policies and proposals in the other DPDs, including inset maps for settlements and locations requiring more detail.
- 1.9 In addition the Council is to produce other documents called Supplementary Planning Documents, which are being prepared initially to supplement the saved RUDP policies and include issues such as sustainable design, planning obligations and designing out crime.

1.10 The legislation and government guidance sets down the procedures that local planning authorities need to follow in preparing each LDD. The stages of production of each DPD's will be as follows:

- Pre-production - Evidence gathering
- Identification of Issues and Options
- Pre Submission consultation on Issues and Options
- Preparation of Preferred Options
- Submission of document based on Preferred Options to the Secretary of State and subsequent community consultation
- Independent Public Examination
- Binding Inspector's Report
- Adoption

What is a core strategy

1.11 Planning Policy Statement 12, Local Development Frameworks, (PPS12) gives guidance on the contents of a Core Strategy. It should normally be the first Development Plan Document (DPD) produced, and once adopted all other Local Development Documents (LDDs) must conform to it. In the case of Bradford the Allocations DPD and Waste DPD are being prepared concurrently. However, their key stages of preparation and examination in public will take place sequentially so that the principle of conformity of these other DPDs to the Core Strategy can be tested.

1.12 The Core Strategy should set out the key elements of the planning framework for the area. In particular it should set out the long term spatial vision for the District and the strategic policies required to deliver that vision. It should look at least ten years from the anticipated adoption date, and beyond where the Regional Spatial Strategy sets a longer-term time horizon. The Core Strategy should include:

- A spatial vision;
- Strategic objectives;
- Spatial Strategy;
- Core policies;
- and a clear, achievable monitoring and implementation framework.

Insofar as the DPDs are concerned it must take into account the need to contribute appropriately to national, regional and local requirements at acceptable social, environmental, and economic costs. It should be in general conformity with the Regional Spatial Strategy for Yorkshire and the Humber. The Core Strategy is a key component in delivering the District's Community Strategy and longer term 2020 Vision. It should also seek to support the spatial delivery of other relevant local strategies such as the Local Transport Plan.

- 1.13 The Companion Guide to PPS 12¹ gives further guidance on the content of core strategies. The main points are that it should:
1. Contain a clear spatial vision
 2. Be guided by sustainability principles
 3. Be in general conformity to regional spatial strategies
 4. Avoid repeating national and regional policy
- 1.14 The guidance makes clear that a Core Strategy should contain clear and concise policies for delivering the strategy, which will apply to the whole of the local planning authority's area or to locations within it. It should not identify individual sites, which are to be dealt with under site specific allocations DPDs or area action Plans. It should therefore set out broad locations for delivering the housing and other strategic development needs such as employment, retail, leisure, community and essential public services and transport development.
- 1.15 It should also provide the strategic policy for dealing with minerals and waste matters. In terms of minerals it should consider how the District will contribute appropriately to national, regional and local requirements for minerals, at an acceptable social, environmental and economic cost. For waste it should set out a strategy for sustainable waste management facilities, which enables adequate provision of waste management facilities in appropriate locations.
- 1.16 General locations for strategic development, major transportation issues and main patterns of movement and constraints may be set out on a key diagram, which illustrates the broad strategy for the area in diagrammatic form.

Sustainability Appraisal And Strategic Environmental Assessment

- 1.17 All Development Plan Documents and Supplementary Planning Documents will be subject of a combined Sustainability Appraisal (SA) and Strategic Environmental Assessment (SEA). The SA will inform the development of Local Development Documents and will test how policies and proposals may impact on social, economic and environmental considerations. Findings arising from the SA will be set out in a report that will be the subject of public consultation at key stages of document production.
- 1.18 The Council is developing a common methodology for undertaking the SEA/SA of the LDF. A SEA/SA draft scoping report will be published in January 2007. The scoping report will set out:
- Related plans and programmes
 - Baseline information
 - Sustainability issues

¹ Creating Local Development Frameworks: a Companion Guide to PPS12 (ODPM, 2004)

- Sustainability Objectives

- 1.19 This will be based upon meeting the requirements of the SEA directive and those of the Act as well as national guidance on undertaking SEA/SA. The methodology will take account of the previous SA undertaken for the RUDP as well as the recent SEA/SA of the emerging RSS. An Initial SA Report has been published using the approach set out in the scoping report, which broadly appraises the likely impacts of the key options in the topic papers.

Evidence Base

- 1.20 It is important that the LDF is informed by up to date and reliable information. The Council has drawn on a range of information about important aspects of the District including housing, local economy, environment, community facilities including schools, shopping and sports facilities and transportation. These provide a picture of the District in terms of key issues and also their spatial relevance.
- 1.21 In addition the Council have undertaken or commissioned a number of technical studies, which have been drawn upon in these papers. These include:
- Open Space Assessment
 - Strategic Flood Risk Assessment
 - Local Housing Assessment
- 1.22 Several other studies are underway and will inform later stages of the Core Strategy when considering the Preferred Options. These include:
- Urban Potential Study
 - Employment Needs Assessment

Regional Spatial Strategy

- 1.23 The Regional Spatial Strategy is a key element of the new development plan system. Preparation of the RSS is the responsibility of the Regional Assembly for Yorkshire and the Humber. Regional Spatial Strategy For Yorkshire and the Humber to 2016 (based on Selective Review of RPG12) adopted in December 2004 provides the current regional planning guidance to 2016. A review of RSS has started which will extend the plan period 5 years to 2021. Draft RSS was prepared by the Regional Assembly and issued for comment in December 2005. An Examination into the document and representations took place in September/October 2006. An Inspectors Report is due in February 2007, with modifications in June and adoption anticipated in September.
- 1.24 The Draft RSS seeks to help support the delivery of the overall vision for the Region. It states:

“Yorkshire and Humber will be recognisably world class and international region where the economic, environment and social well being of all our region and its people advance rapidly and sustainably.”

1.25 In support of this the Draft RSS will seek to:

“Achieve a more sustainable pattern and form of development, investment and activity in the Yorkshire and Humber Region- putting greater emphasis on matching needs across the region with opportunities and managing the environment as a key resource.”

1.26 The Draft RSS sets out strategic policy for the whole region, providing guidance includes housing, employment, the environment and transport. It seeks to deliver the spatial elements of the other strategies produced by the Assembly including the Regional Economic Strategy (RES) and Regional Housing Strategy (RHS).

1.27 The LDF is required to be in general conformity with the RSS. It is therefore important that the Core Strategy and the RSS link effectively together to provide the spatial strategy for the District.

Replacement Unitary Development Plan

1.28 The Replacement Unitary Development Plan for the District was adopted in October 2005. It provides a development strategy to 2014 as well a supply of development sites. It forms the current policy base for determining development proposals and the start point for developing the Core Strategy, taking into account changes in national policy, and emerging draft RSS.

Community Strategy and 2020 Vision

1.29 The Community Strategy and the 2020 Vision together set out the broad vision for the District over the next twenty years and the key priorities actions in moving towards that vision.

1.30 The Bradford District 2020 Vision was first drawn up in the year 2000 to provide a picture of where the District wanted to be in twenty years time. Both the Community Strategy and Vision 2020 were updated in 2006 and provide the current local priorities and long-term vision.

2.0 Next Steps

- 2.1 The Council welcomes comments on the Issues and Options Topic Papers in order to develop the vision and strategy for the future of the District over the next twenty years. Effective engagement is crucial in order to ensure that the needs of the whole community of the District are fully considered and to ensure that the LDF will deliver sustainable development in response to the needs and priorities of Bradford District.
- 2.2 The Council will record discussions of the workshop events and also any discussions, which take place at key network meetings. These will be a public record. The issues raised at these events together with all of the formal written responses will then be logged and summarised. The Council will then consider the matters raised and its proposed response.
- 2.3 Those who have made comments or were engaged in a workshop will be sent the summaries and the Council's response. Where the issues raised require further meeting or input from stakeholders or groups these will be arranged, as appropriate.
- 2.4 The Council will then prepare its Preferred Options documentation for formal Consultation in Autumn 2007. This will draw on the Issues and Options consultation and set out what is the preferred approach and why the Council has not followed other possible options. The Council will produce statement setting out the consultation undertaken on the Issues and Options and how the Council has used that to inform the Preferred Options. The Preferred Option will also be subject to a Sustainability Appraisal to assess the likely environmental, social and economic impacts of the chosen options.

Glossary

List of acronyms

AMR	Annual monitoring report
CS I&O	Core Strategy Issues and Options Paper
EU	European Union
GOYH	Government Office for Yorkshire and the Humber
I&OP	Issues and Options paper
LDD	Local Development Document
LDF	Local Development Framework
LDS	Local Development Scheme
LPA	Local Planning Authority (District and Borough Councils)
LTP	Local Transport Plan
NNR	National Nature Reserve
PPG	Planning Policy Guidance
PPS	Planning Policy Statement
RPG	Regional Planning Guidance
RSS	Regional Spatial Strategy
SA	Sustainability Appraisal
SAC	Special Area for Conservation
SAM	Scheduled Ancient Monument
SCI	Statement of Community Involvement
SEA	Strategic Environmental Assessment
SPA	Special Protection Area
SSSI	Site of Special Scientific Interest
The Act	Planning and Compulsory Purchase Act 200