

Local Development Framework for Bradford

Core Strategy Development Plan Document Further Engagement Draft

October 2011



City of Bradford MDC

www.bradford.gov.uk



Planning Aid England (PAE) provides a free, independent and professional planning advice service to individuals and groups who cannot afford professional fees. The organisation may be able to assist groups and individuals who would like support and advice in order to get involved in this consultation process. Contact the PAE Community Outreach Coordinator for further information:

Tel:- 0781 268 2797 or E-mail mike.dando@planningaid.rtpi.org.uk
<<mailto:mike.dando@planningaid.rtpi.org.uk>>

Website: <http://www.rtpi.org.uk/planningaid/> <<http://www.rtpi.org.uk/planningaid/>> <<http://www.planningaid.co.uk/>>

Summary Form

Scope of the Consultation

Topic of this consultation:	This consultation seeks the views on the Councils Core Strategy Further Engagement Draft document which sets out the proposed planning strategy and draft policies to guide development and growth in the Bradford District to 2028.
Scope of this consultation:	<p>The scope of this consultation is to seek comments on the Councils proposed planning framework for Bradford District to 2028. Comments received will be considered before the Council progresses to the next stage with the publication of it's Draft Plan and submission to Government for Examination</p> <p>Comments are also invited on the supporting documents and evidence including the Sustainability Appraisal and Equalities Impact Assessment.</p>
Geographical scope:	The consultation applies to Bradford District, but stakeholder views are welcomed from regional, national and international perspectives.
Impact Assessment	An Equalities Impact Assessment (EIA) has been published as part of this consultation.

Basic Information

To:	The consultation is addressed to members of the general public, community and voluntary organisations, statutory bodies, businesses, landowners, investors, developers, professional bodies and anyone with an interest in the Local Development Framework for the Bradford District.
Body responsible for the consultation:	City of Bradford Metropolitan District Council, Planning, Transportation and Highways Service, within the Department of Regeneration and Culture.
Duration:	12 Week public consultation
Enquiries:	Website: www.bradford.gov.uk/corestrategy Email: ldf.consultations@bradford.gov.uk Telephone: 01274 433679

How to respond:

Please respond in writing by using the comment form available online. The Council is keen to promote the submission of comments electronically and would encourage anyone with appropriate facilities, such as E-mail, to make their responses in this way. Responses should be sent via an attachment to the following address:

ldf.consultation@bradford.gov.uk

Please ensure that any E-mail attachment is in a format which allows the copying of sentences or paragraphs, so that your exact words can be readily assimilated into a Summary of Representations document.

As well as electronic means, the Council will also accept responses by post, at the following address:

Local Development Framework Group
FREEPOST NEA 11445
PO BOX 1068
BRADFORD
BD1 1BR

or by hand at any planning office at Bradford, Keighley or Ilkley.
or by Fax to: 01274 433767

**All comments should be with the Council by 4pm on
20 January 2012.**

Additional ways to become involved:

The Council will be holding a series of Drop-In Sessions and exhibitions (open to the general public) and Technical Events (by invitation only) as part of this consultation. These will take place as follows:

'Drop-in' Session Dates	Time	Venue
Tuesday 22 November 2011	12 – 7pm	Thornbury Centre, Leeds Old Road, Bradford, BD3 8JX
Wednesday 23 November 2011	12 – 7pm	National Media Museum, Bradford, BD1 1NQ
Thursday 24 November 2011	12 – 7pm	Shipley Town Hall, Kirkgate, Shipley, BD18 3EJ
Friday 25 November 2011	12 – 7pm	Richard Dunns Sports Centre Rooley Lane, Bradford, BD6 1EZ
Saturday 26 November 2011	10am – 4pm	National Media Museum, Bradford, BD1 1NQ
Tuesday 29 November 2011	12 – 7pm	Kings Hall, Station Road, Ilkley, LS29 98H
Friday 2 December 2011	12 – 7pm	Temple Row Centre, 23 Temple Row, Keighley, BD21 2AH

Summary Form

	Technical Events Dates	Time	Topic	Venue
	Thursday 17 November 2011	10am – 12	Economy & Jobs	City Hall, Bradford, BD1 1HY
	Friday 18 November 2011	10am – 12	Housing	City Hall, Bradford, BD1 1HY
	Friday 18 November 2011	2 - 4pm	Transport	City Hall, Bradford, BD1 1HY
	Monday 21 November 2011	10am – 12	Environment	City Hall, Bradford, BD1 1HY
	Monday 21 November 2011	2 – 4pm	Minerals	City Hall, Bradford, BD1 1HY
	Monday 28 November 2011	10am - 12	Infrastructure	City Hall, Bradford, BD1 1HY
After the consultation:	<p>The Council shall take into account all the responses received to this consultation before publishing the Draft version of the Core Strategy for comment prior to submission to Government for examination.</p> <p>The Council expects to publish the submission draft version of the Core Strategy Summer 2012.</p>			
Compliance with the Statement of Community Involvement (SCI):	<p>An Engagement Plan has been published as part of this consultation which sets out how it complies with the adopted Bradford SCI.</p> <p>The consultation also complies with Regulation 25 of the Town & Country Planning (Local Development) (England) Regulations 2004, as amended.</p>			

Support

Seeking independent advice and support:	<p>Planning Aid England (PAE) provides free, independent and professional advice on planning issues to individuals and community groups who cannot afford to pay a planning consultant.</p>
PAE Contact:	<p>Telephone: 0330 123 9244 Email: advice@planningaid.rtpi.org.uk</p>

Background

<p>Previous Consultation:</p>	<p>Issues and Options Consultation: A six week public consultation period ran from 16th February until 30th March 2007.</p>
	<p>Further Issues and Options Consultation: A six week public consultation period ran from 15th January until 20th March 2008.</p>
<p>Statement of Consultation:</p>	<p>The Council has produced a 'Statement of Pre-Submission' document which provides a record of the consultation which took place at the Issues and Options stages (as outlined above).</p> <p>This report also provides a summary of the key issues raised during these consultations and how the Council has addressed these issues and taken them forward into the Preferred Approach document.</p> <p>This document demonstrates compliance with Regulation 25 of the Town & Country Planning (Local Development) (England) Regulations 2004, as amended.</p>

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User Guide

The Core Strategy Further Engagement Draft has the following sections:-

- **Section 1** Introduction
- **Section 2** provides the background information and guidance on the Core Strategy and the District
- **Section 3** provides the overall Spatial Vision, Strategic Objectives and the Spatial Strategy. The Spatial Strategy comprises the preferred Spatial Development Option, Strategic Core Policies and Sub Area Policies (this last element lies within section 4).
- **Section 4** sets out the policies for each of the sub areas within the District as well as the outcomes for these areas which the Plan is seeking to achieve by 2028.
- **Section 5** sets out thematic policies for Environment, Economy, Housing and Transport
- **Section 6** provides the delivery and implementation framework
- **Section 7** provides the monitoring framework

Types of Policies

All policies are prefixed by a letter or letters, which relate to their section. All policies are highlighted throughout the document in shaded boxes.

Policies are listed on page viii. Four types of policies are included:

Strategic Core policies – as set out in section 3

Sub Area policies – as set out in section 4

Thematic policies - as set out in section 5

Implementation and Delivery policies – as set out in section 6

These four types of policies are different in nature and reflect their linked roles in articulating the development strategy and delivery. Each policy has outcomes and indicators set out appropriate to their particular nature. Where appropriate, targets are also specified.

The Strategic Core Policies and Thematic Policies also set out lead implementation roles and mechanisms. These are not spelt out for the Sub Area spatial policies because, in general terms, they will involve all those organisations and mechanisms set out for all of the Strategic Core policies and thematic policies, whereas it would be inappropriate to name specific bodies, programmes and projects relevant at a particular point in time as these would quickly be out of date.

The Core Strategy has been prepared to take account of, rather than merely repeat, national policy. In general conformity with the RSS, policies aim to provide clear intent and sense of direction as to what is trying to be achieved for the District, followed by any spatial priorities of District or sub-area significance. This does not mean that there are not other locally important priorities or situations where this policy applies. The Core Strategy policies focus on issues of District or sub areas significance.

Maps and Diagrams

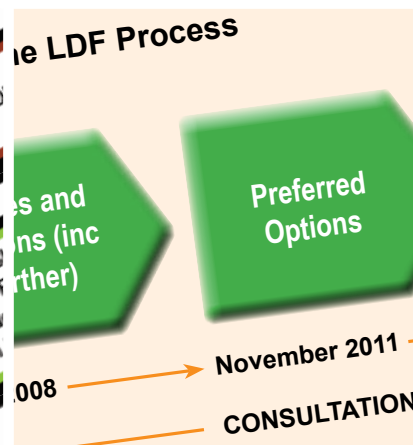
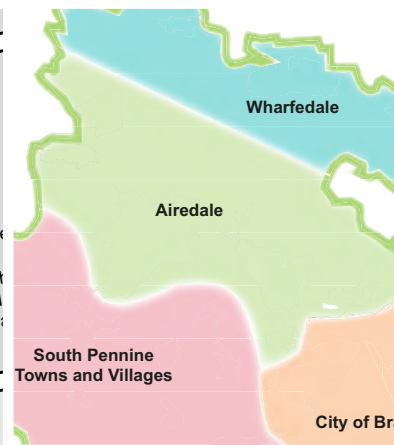
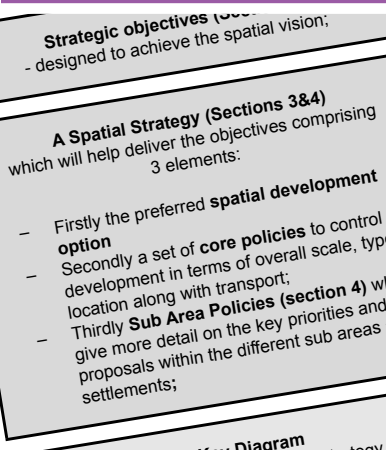
Maps and diagrams are used throughout the document to help describe characteristics and features of the District, illustrate the vision and explain policy approaches. Environmental and context diagrams are included as illustrative figures. These do not form part of the Key Diagram, neither do they represent insets to the Key Diagram. The minerals planning diagram does form part of the Key Diagram. The Key Diagram in Appendix 11 shows the main spatial strategy and policy dimensions of the Core Strategy. All maps and diagrams are listed on page vi to x.

The policies in the Core Strategy are interdependent and must be read together to combined effect upon a planning proposal.

Section 1 Introduction

1.0 This section sets out introductory information, including:

- What is the Local Development Framework
- What is a Core Strategy
- Key stages to date
- What is the purpose of this report
- Supporting documents
- How do I comment
- What happens next



Local Development Frameworks

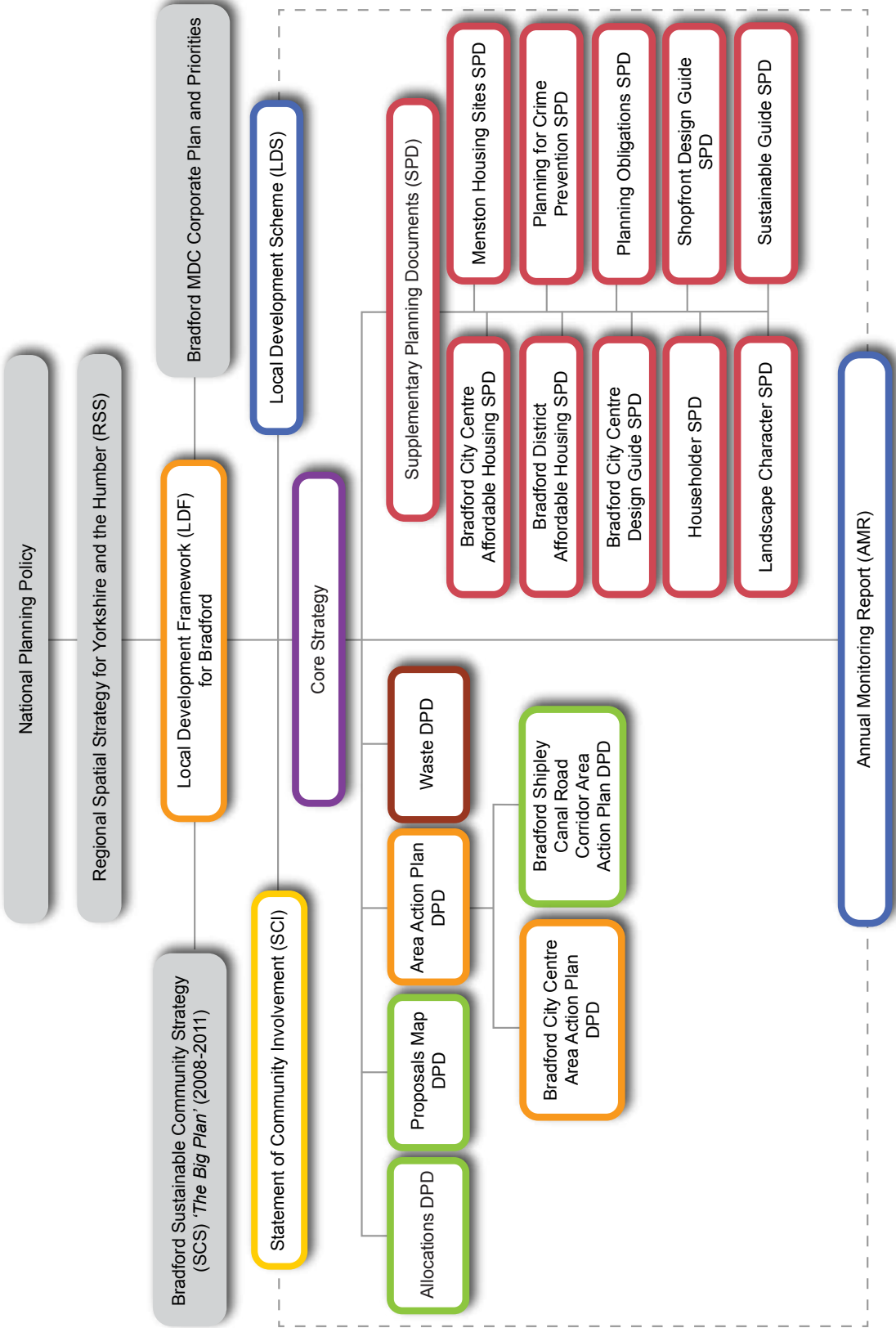
1.1 Planning involves making decisions about the future of our cities, towns and countryside – where we work, where we live, where we play and how we are able to get to these destinations. It involves planning ahead to ensure that services, utilities and infrastructure are available where they are needed and attempting to balance different needs and goals ranging from our desire to for development, growth and regeneration to our desire to protect and conserve and enhance our built and natural environment. Plan making involves the process of combining research and analysis with engagement and consultation with all who have a stake in making our district a great place and in the process producing a framework of policies and proposals to guide future decisions on where development will take place and in what form. Ultimately plan making is aimed at creating sustainable and vibrant communities and places.

1.2 All Council's are required by law¹ to produce such a statutory development plan for their areas. The last plan that the Council produced – the Replacement Unitary Development Plan (RUDP) – is still in force but will be gradually replaced by a suite of new plans over the next few years which will together be known as the Local Development Framework (LDF). Bradford's LDF will cover the period up 2028.

1.3 The different documents, which Bradford intends to produce as part of its LDF, are illustrated in Figure 1. Further details of these can found in the Local Development Scheme (LDS) approved 2007.

1.4 Further details relating to the new LDF system are provided on the governments Planning Portal <http://www.planningportal.gov.uk> and a full Glossary of Terms and Acronyms can be found in the Appendix 1.

Figure 1: Bradford Local Development Framework - Family Tree



What is a Core Strategy?

1.5 The core strategy is perhaps the most important development plan document contained within the Local Development Framework. This is because it sets the strategy and framework within which all subsequent documents are formulated.

1.6 Having assessed the issues facing the district, the Core Strategy will include a spatial vision for how different parts of the district will change. It will determine the broad pattern of development finalising for example how many new houses will be accommodated and how this growth will be distributed between different areas so that the needs of the community are met in the most sustainable way possible. It will also shape where new employment, new retail development, new leisure and recreational facilities, new transport infrastructure and new community facilities such as health and education are located. In doing all of this the Core Strategy will work to deliver the goals of the Bradford's Sustainable Community Strategy – 'The Big Plan'.

1.7 Although the Core Strategy will not identify specific development sites on a plan or define the precise boundaries of the areas to be protected such as green belt and open space it will give sufficient detail to guide how these decisions are made in subsequent development plan documents. It will also include policies, which will be used when making future decisions on whether planning permission for specific schemes will be granted or refused.

1.8 The substantive parts of the Core Strategy, as set out in this document will be structured and will comprise the following elements:

Background and Context (Section 2)

– this is included to summarise the key areas of work – evidence and information together with national and regional planning policies and guidance, which have influenced the Core Strategy and the chosen options within it.

Spatial vision (Section 3)

- for Bradford District up to 2028;

Strategic objectives (Section 3)

- designed to achieve the spatial vision;

A Spatial Strategy (Sections 3&4)

which will help deliver the objectives comprising 3 elements:

- Firstly the preferred **spatial development option**
- Secondly a set of **core policies** to control development in terms of overall scale, type and location along with transport;
- Thirdly **Sub Area Policies (section 4)** which give more detail on the key priorities and proposals within the different sub areas and settlements;

A Key Diagram

Which illustrates the spatial strategy.

A series of **strategic policies relating to the key topics (Section 5)** - the economy, transport, housing, and the environment.

An **Implementation and Delivery Section (Section 6)** showing how different parts of the strategy will be implemented and by whom and the infrastructure needed to support the strategy.

A **Framework for Monitoring (Section 7)** the outcomes of the different policies and strategic objectives.

1.9 There are 2 different ways in which this Core Strategy breaks down the district.

1.10 The spatial vision and the sub area policies relate to 4 areas – the City of Bradford which for the purposes of this strategy also includes Shipley and Lower Baildon, Airedale which includes Bingley, Keighley, Silsden and Steeton; Wharfedale which includes Ilkley, Menston, Burley in Wharfedale and Addingham; and the South Pennine Towns and Villages. These ‘Sub areas’ are illustrated in figure I1 below.

1.11 The plan also includes policies which give directions to the 3 area specific development plan documents which will follow – the Allocations, Bradford City Centre, and Shipley/ Canal Road Corridor DPDs.

Figure I1 The Core Strategy Sub Areas



Key Stages To Date

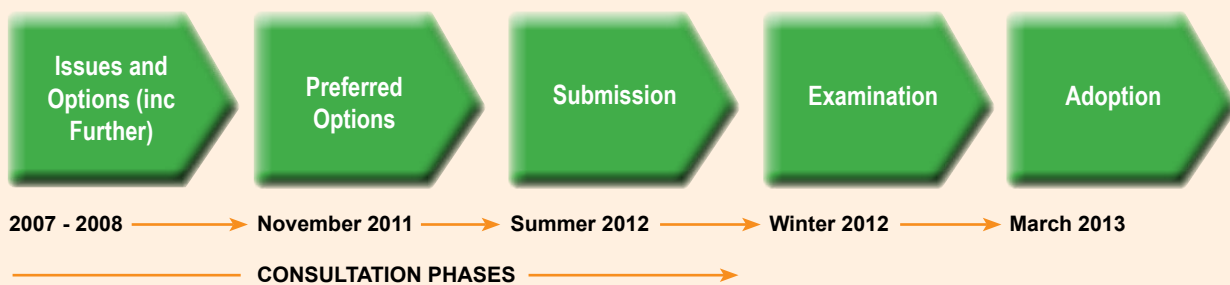
1.12 The process and stages in producing development plan documents such as Core Strategies are laid down by the Government. They are designed to ensure that by the time the Core Strategy is finalised it has been tested through extensive consultation and involvement of the public and wider stakeholders and all reasonable policy and strategic options have been considered.

1.13 The main stages in the production of a core strategy are illustrated in figure I2 below.

being prepared following publication in September 2007 of modifications to the draft Regional Spatial Strategy. These modifications included a substantial increase in the Districts housing requirement. Whereas the first consultation stage had focused on themes and topics, the second round focused more on developing a spatial vision and included 4 potential options for how development and growth would be distributed across the district.

1.16 For this second stage of consultation, the Council held workshops in five different areas across the District, along with stakeholder events on housing,

Figure I2: Stages in Producing Bradfords Core Strategy



1.14 The formulation and production of the Core Strategy Further Engagement Draft reflects the extensive community engagement and consultation carried out at two previous stages. In February 2007 the Council carried out public consultation with statutory bodies, stakeholders, and local groups and organisations on the issues the LDF should seek to address and the options to deal with them. It published a series of eight Topic Papers to kick start debate and stimulate discussions, details of which can be found on the Council’s website at www.bradford.gov.uk/ldf. Details of the consultation undertaken, which included area and topic workshops and the involvement of Yorkshire Planning Aid in working with the Black and Minority Ethnic (BME) Communities, can also be found on the website.

1.15 Between January and May 2008 consultation on a second document entitled ‘Further Issues and Options’ was carried out. This second stage was a direct response to the significant changes in the regional policy framework under which the plan was

transport, environment, the economy and jobs. Yorkshire Planning Aid held further sessions with members of the Black and Minority Ethnic (BME) Communities, Bradford Older People’s Alliance (BOPA) and with young people at Bradford and Keighley colleges. An additional event was held in Holmewood in November 2007 to discuss the proposal for an urban extension adjacent to the housing estate.

1.17 In November 2008, following consideration of comments received to Topic Paper 8: Waste Management, and to take account of changes to the National and Regional policies, the Council felt it necessary to revise the documents relating to waste management and minerals and provide more information to assist the stakeholders in choosing options and making further comments, prior to the preparation of this Preferred Options document. A further stakeholder event with local mineral operators was carried out in February 2009. These comments, along with all the others on different topics, options

and areas, have been analysed and have informed the production of the strategy and policies of this document.

The Purpose of this Report

1.18 This report represents the last stage before the Council finalises its Core Strategy, in the form of a draft plan, and submits it to the Planning Inspectorate (PINS) after which the document will, if broadly sound, be debated at an Examination In Public – a type of public inquiry. This is the first document to show what the Council now considers to be the best or preferred approach to the future development of the district having carried out the extensive consultation outlined above and considered an extensive list of research and evidence. The document is a long one because it is attempting to outline both the policy options chosen and those discarded. It contains draft policy wording as well as supporting explanation. This stage affords an opportunity for comment on the proposed approach as well as the proposed policy wording before it progresses to the next stage.

Supporting Documents

1.19 Since the main aim of this consultation exercise is to test with stakeholders whether the right options have been chosen, the Council has published all of the main research and evidence that has been produced and commissioned thus far. These are detailed at paragraph 2.32 below and are available in full on the LDF website.

1.20 Other key documents which have influenced and informed the policy decisions in the Preferred approach include:

- **Strategic Environmental Assessment (SEA) and Sustainability Appraisal (SA)**
- **Habitat Regulations Assessment**
- **Equalities Impact Assessment**

1.21 An assessment, known as **Sustainability Appraisal (SA)** incorporating a **Strategic Environmental Appraisal (SEA)** has been undertaken on the Core Strategy during the stages of its preparation. These assessments consider the

social, economic and environmental effects of the Core Strategy, and ensure that the plan accords with sustainable development principles.

1.22 At each stage of the plan making process, the options put forward for consideration and debate have been developed, assessed and refined according to sustainability criteria to ensure that they accord with the core principles of sustainable development.

1.23 An Initial Sustainability Appraisal Report was published alongside the Issues and Options papers in February 2007, and a further report was produced in January 2008 to appraise the likely impacts of the four spatial options put forward as part of the Further Issues and Options consultation.

1.24 A Sustainability Appraisal (SA/SEA) Report has been produced by consultants Amec acting on behalf of the Council and is available for consultation alongside this document.

Habitats Regulations Assessment

1.25 The South Pennine Moors, represented by Rombalds Moor to the north of the district and Haworth Moor to the west of the district have been designated as Special Protection Area (SPA) due to the importance of its breeding bird population. The South Pennine Moors are considered as a significant environmental resource. Designated by the UK Government under the European (EU) Directive for Wild Birds (known as Wild Bird Directive) 79/409, the SPA covers an area of 4295 hectares and is an internationally important site for large breeding number of Merlin (*Flaco columbarius*), golden plover (*Pluvialis apricaria*) and twite (*Carduelis flavirostris*).

1.26 The South Pennine Moors site is additionally designated as a Special Area of Conservation (SAC) under the EC Habitats Directive for habitat types and species identified within Annexes I and II of the Directive.

1.27 The Core Strategy has been subject to an initial **Appropriate Assessment (AA)** as required under European and Domestic regulations. The assessment concluded that there were unlikely to be any significant effects upon the South Pennine Moor SPA/ Special Area of Conservation (SAC) sites. Sufficient safeguards are in place, in the form of over-arching

policies to ensure that the Core Strategy would not have a significant effect on the integrity of these sites.

Equality Impact Assessment

1.28 The Council has a duty under the Equality Act 2010 to carry out an Equality Impact Assessment for all plans, strategies and proposals in order to eliminate unlawful discrimination, promote equality of opportunity and promote good relations between people of different equality groups. The protected characteristic groups include age, disability, gender reassignment, religion/belief, pregnancy and maternity, sexual orientation and sex; all of which are considered to be at particular risk of discrimination.

1.29 An Equality Working Group was set up during the preparation of the Core Strategy to assess the potential impact of the plan on these various groups.

1.30 An **Initial Equality Impact Assessment (EIA)** of the Core Strategy has been undertaken, particularly of the policies contained within it, this is in order to highlight the potential impact on the identified protected characteristics groups highlighted above. The Equality Impact Assessment has found that the Core Strategy is not likely to create any adverse impacts upon any of the identified groups. The EIA report is supplementary to this report.

1.31 Comments are invited on each of these assessment documents as part of the consultation.

How Do I Get Involved?

The preferred approach together with all supporting/background documents will be made available to view and download on the Council's web site at: www.bradford.gov.uk/LDF

Hard copies will be made available for reference at the main planning offices and libraries as set out in the Engagement Plan.

We are writing to a range of consultees who are all presently on our LDF database to notify them know that the Council is currently undertaking consultation on this Core Strategy Further Engagement Draft along with an accompanying Sustainability Appraisal Report. The consultees are listed in detail in the Engagement Plan and include the following categories:-

- All statutory consultees together with others who are relevant to the content of this document;
- All those who responded to earlier consultations at the Issues and Options stage;
- All those who have requested to be kept notified and kept informed with progress on the preparation of the LDF.

We are also encouraging comments from members of the public or organisations that are not on our database. If you wish to be added to our database, please let us know.

The Engagement Plan sets out the proposed methods to be used as part of the consultation in line with the adopted Statement of Community Involvement. This includes several drop-in sessions and exhibitions arranged to allow the public and other interest organisations and bodies to find out more about the document and help them engage with the process and submit comments.

How to Comment

Consultation on this Core Strategy Further Engagement Draft and accompanying background documents commences on 28th November 2011 until 4pm on 20th January 2012. Bradford Council welcomes your comments.

Please respond in writing by using the comment form available online. The Council is keen to promote the submission of comments electronically and would encourage anyone with appropriate facilities, such as e-mail, to make their responses in this way.

Responses should be sent via an attachment to the following address:

ldf.consultation@bradford.gov.uk

Where it is not possible to comment using electronic means, representations can be sent via mail to:

Local Development Framework Group
FREEPOST NEA 11445
PO BOX 1068
BRADFORD
BD1 1BR

or faxed to: 01274 4337

**Comments must be received by 4pm
on 20th January 2012**

Please ensure that your email, letter or fax is titled 'Core Strategy Further Engagement Draft Consultation'. Please note that representations cannot be treated as confidential and will be made available on the Council's website.

The wording in this publication can be made available in other formats such as large print. Please call (01274 433679).

Further Information

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

Telephone: (01274) 433679 or

email: ldf.consultation@bradford.gov.uk.

Up-to-date information along with details on all aspects of the LDF can be viewed at **www.bradford.gov.uk/ldf**

What Happens Next

All comments received during this consultation period will be carefully considered by the Council and will be taken into account during the preparation of the final version of the Core Strategy DPD – the Submission Draft Document, which will be published for comment and submitted to the Secretary of State next year. Objections made to the submission document will be considered by an Independent Inspector appointed by PINS. This Inspector will also preside over a series of hearings at an Examination In Public.

Section 2 Background and Context

2.0 This section sets out the background and context to the preferred approach set out in the Core Strategy Further Engagement Draft, including:

- National planning guidance and related reforms
- Regional guidance
- The evidence base
- Alignment with local strategy
- Consultation and engagement
- A spatial portrait of the District

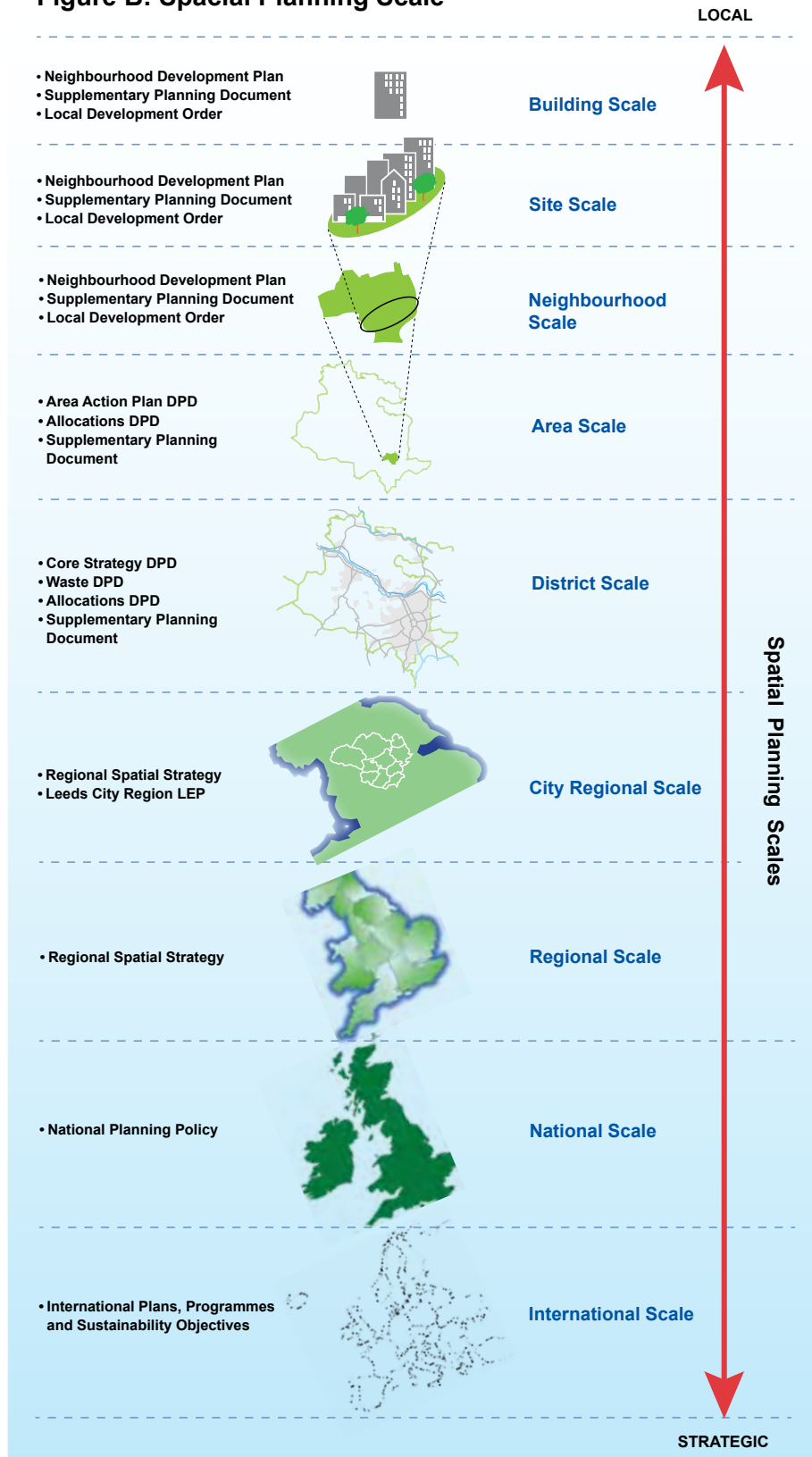


National Planning Policy

2.1 There is a wide range of national guidance on how the plan should be prepared, what it should deal with and the overall direction of policies. A lot of this guidance is set out in the national Planning Policy Statements (PPS's), formerly called Planning Policy Guidance (PPG's) Appendix 7 sets out the main Planning Policy Statements in force during the preparation of this Core Strategy preferred approach.

2.2 In addition to the above PPSs, the Council has also taken into account emerging planning policy, draft bills and ministerial statements issued by CLG, in particular the Decentralisation & Localism Bill and the Draft National Planning Policy Framework.

Figure B: Spatial Planning Scale



Reforms to the Planning System

2.3 The Core Strategy has been prepared within the context of ongoing reforms to the UK planning system. Key changes are set out in the following documents:

- Decentralisation and Localism Bill (December 2010)
- Draft National Planning Policy Framework (July 2011)
- Local Planning Regulations – consultation (July 2011).

2.4 The submission version of the Core Strategy will be prepared to ensure compliance with the up to date relevant legislation.

Decentralisation and Localism Bill

2.5 The Bill is currently progressing through Parliament and due to be enacted in late 2011. It includes a number of changes which have implications for the Core Strategy preferred approach.

2.6 The Bill will abolish all Regional Spatial Strategies and instead introduces a new 'Duty To Cooperate'. Throughout the preparation of the Core Strategy the Council has been actively cooperating with partner local authorities in the Leeds City Region. To this end the Leeds City Region recently adopted an Interim Spatial Strategy (ISS) which sets out the key principles from within the current RSS which will continue to be applied by each authority in drawing up their respective LDF documents.

2.7 The Bill also introduces the right for residential and business communities to shape their local areas through Neighbourhood Plans and Community Right to Build (CRTB). The Core Strategy Preferred Approach Report recognises the role of communities through Neighbourhood Plans and CRTB to deliver the housing and economic growth outcomes to 2028. Further scoping work with Town/Parish Councils and other community/ voluntary and business organisations will be undertaken to explore opportunities for pro growth Neighbourhood Plan Making.

2.8 The Bill also seeks to strengthen the role of communities in development management, by introducing a new requirement for prospective developers to consult local communities before submitting planning applications for very large developments. The Council has an adopted Statement of Community Involvement and encourages applicants promoting major development schemes to fully engage with local communities before submitting planning applications. The Core Strategy also recognises the role of genuine early stakeholder engagement in ensuring implementation and delivery of policies and proposals.

2.9 The Bill introduces changes to the Community Infrastructure Levy. The Council will be seeking to adopt a Community Infrastructure Levy charging schedule at the same time as the adoption of the Core Strategy.

Draft National Planning Policy Framework

2.10 The Draft National Planning Policy Framework (NPPF) was published for consultation in July 2011. The NPPF is seeking to simplify national planning policy and deliver more growth in suitable and viable locations. The NPPF will replace existing Planning Policy Statements (PPSs), Planning Policy Guidance notes (PPGs), Minerals Planning Guidance and some circulars.

2.11 The Core Strategy Preferred Approach report was drawn up based upon the existing PPS and PPGs. However, the Core Strategy Preferred Approach Report is pro sustainable growth and is in general conformity with the main thrust of the Draft NPPF. A presumption in favour of sustainable development is the golden thread running through the Core Strategy Preferred Approach Report. Appendix 2 sets out the relationships between the Core Strategy objectives and a range of documents including the Draft NPPF. Further adjustments may be required prior to submission to take account of the final NPPF.

Local Planning Regulations

2.12 The Local Planning Regulations were published for consultation in July 2011. The main thrust of the Regulations is to give local planning authorities greater discretion in plan making. The Regulations also replace terms such as Local Development

Section 2 Background and Context

Framework, Core Strategy and Area Action Plans with the term 'Development Plan'.

2.13 It is envisaged that the Local Planning Regulations will come into force at the end of 2011. The submission version of the Core Strategy will be in compliance with the Local Planning Regulations.

Regional

2.14 At the Yorkshire and Humber level several key strategies have been developed and have informed the Core Strategy preferred approach.

Regional Spatial Strategy

2.15 The current RSS is the Yorkshire & Humber Plan (May 2008). It forms part of Bradford's statutory development plan and provides the regional policy context for the preparation of the LDF. Considerable weight must be given to its policies and proposals in the LDF and the Core Strategy should be in general conformity with it. The government is committed to the revocation of all RSS documents as part of the Localism Bill. However the results of recent case law have established that this intention to revoke regional strategies cannot be a material consideration in the drafting of development plan documents. Following its enactment (anticipated late 2011) the RSS will cease to be part of the development plan. However, the evidence and approach within the RSS has informed the LDF to date and substantial elements within it may continue to be of relevance to formulation of Bradford's Core Strategy.

2.16 In anticipation of the legal revocation of the RSS the LCR LEP has approved an 'Interim Strategy Statement' to inform districts ongoing work on LDFs and commitment to the key principles in RSS.

2.17 A summary of the national, regional and local policy context is set out in the Core strategy Draft Baseline Analysis Report.

2.18 The Core Strategy Preferred approach is based upon the core principles in the RSS. In particular, the Regional City of Bradford (including City of Bradford) will be the prime focus for housing, employment, shopping, leisure, education, health and cultural activities and facilities, whilst the Principal Towns

(Keighley and Ilkley in this district) will be the focus for local development and services.

2.19 In Local Service Centres, not identified individually in RSS, the priority is to retain and improve services and facilities by allowing limited development to meet local needs. In rural areas the priority is to protect and enhance settlement and landscape diversity and character and to create vibrant communities by retaining and improving services, supporting economic diversification and meeting locally generated housing need.

Regional Economic Strategy

2.20 The Regional Economic Strategy (RES) 2006-2015 provides the 10 year blueprint for economic development in Yorkshire and the Humber.

2.21 It provides a framework of common priorities around which businesses, public agencies, voluntary groups and communities can focus their investment and effort. The strategy is owned, and can only be delivered, by the whole region.

2.22 The Strategy's six objectives are:

1. **More Businesses that last** – because higher levels of enterprise are so important
2. **Competitive Businesses** – making indigenous businesses more productive because they innovate and invest
3. **Skilled People benefiting business** – with talents that employers value and which offer due reward
4. **Connecting People to good jobs** – because levels of employment make a big difference to people and the economy, and we need more people in jobs in deprived areas.
5. **Transport, Infrastructure and Environment** – a strong economy needs good sustainable transport connections and to make the best of the environment and infrastructure
6. **Stronger Cities, Towns and Rural Communities** – to ensure they are attractive places to live, work and invest

Regional Housing Strategy

2.23 The Regional Housing Board is responsible for producing a Regional Housing Strategy as the basis of advice to ministers on strategic housing priorities in the region. The Regional Housing Strategy sits within the context of the region's strategic framework, Advancing Together, and is consistent with other key strategies, such as the Regional Economic Strategy, the Regional Spatial Strategy and the Northern Way Growth Strategy. Regional Housing Strategies must also align with national priorities and strategies and Ministerial requirements.

2.24 The Regional Housing Strategy has 3 main purposes:-

- To influence regional, sub-regional and local strategies across a range of housing priorities such as delivery of affordable housing, energy efficiency, fuel poverty, sustainable design and construction, and fair access to housing policies.
- To set out regional housing priorities to steer the use of the accompanying regional investment strategy and its single housing pot
- To steer wider investment towards integrated housing, economic and social activity

Leeds City Region

2.25 The Leeds City Region Partnership brings together the 11 local authorities of Barnsley, Bradford, Calderdale, Craven, Harrogate, Kirklees, Leeds, Selby, Wakefield, York, and North Yorkshire County Council to work with businesses and partners towards a common prosperous and sustainable city region in areas such as transport, skills, housing, spatial planning and innovation.

2.26 The Partnership have been working together to look at how policy and delivery at this broad area level can be changed to improve economic growth and competitiveness. The Leaders Board provides the accountable decision making structure.

2.27 The City Region Development Programme (CRDP) November 2006 sets out the economic plan for the city region, with the aim to 'Develop an internationally recognised city region; to raise our economic performance; to spread prosperity across the whole of our city region, and to promote a better quality of life for all of those who live and work here.'

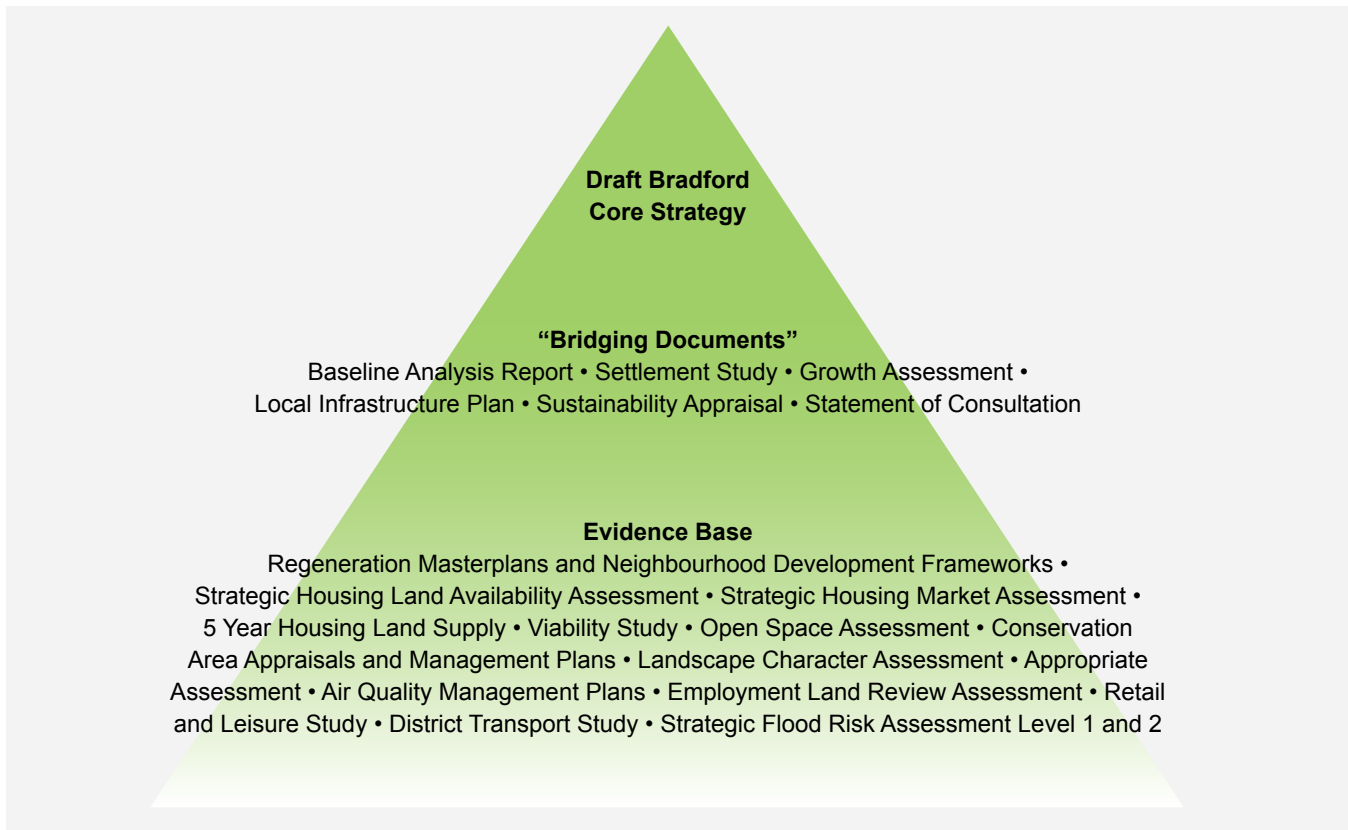
2.28 Priorities and Objectives of the Leeds City Region are to:-

- Improve city regional, inter-region and international connectivity
- Encourage a culture of innovation in both individuals and businesses in enterprise, science and greater knowledge transfer
- Encourage and support the development of higher and more relevant skills in the workforce
- Accelerate the development of a world-class infrastructure within which all businesses innovate and can thrive
- Enhance and promote the City Region as a place to live and work

2.29 Recently, the Leeds City Region established its business-led board (Local Enterprise Partnership Board), to work alongside the Leaders Board in order to effectively address the city region's economic challenges.

2.30 With the impending revocation of the RSS the Partnership has a key role to play in strategic alignment and delivery. A first step towards this was in the adoption by the Leaders Board of the Leeds City Region Interim Strategy Statement. This statement reaffirms the commitment of the 11 authorities to the key principles of RSS in developing their LDFs in particular the Core Strategies.

Figure B1 Evidence Base Pyramid



The Evidence Base

2.31 It is important that the policies and proposals of the Core Strategy DPD are based on an up-to-date, robust and reliable evidence base to ensure a thorough understanding of the needs, opportunities and any constraints of the area.

2.32 The Council has drawn on a range of information about the important aspects of the District including housing, the local economy, environment, transportation and community facilities including schools, shopping and sporting facilities to form the evidence base for the Core Strategy. These technical studies provide a picture of the District in terms of key issues and also their spatial relevance. The Council is encouraging comments and reviews on all of its evidence base technical studies and research papers. These items are also made available on the Council's website under 'Evidence Base'. Some of the key technical studies include:-

- Bradford District Retail & Leisure Study
- Bradford District Employment Land Review
- Bradford Local Economic Assessment
- Bradford District Strategic Housing Market Assessment (SHMA)
- Affordable Housing Economic Viability Assessment (AHEVA)
- Bradford District Strategic Housing Land Availability Assessment (SHLAA)
- Bradford District Transport Study
- Bradford District Strategic Flood Risk Assessment (SFRA)
- Bradford District Open Space, Sports and Recreation Study
- Bradford District Conservation Area Assessments (for 57 Conservation Areas)

- Bradford District Landscape Character Assessment
- Bradford District Biodiversity Action Plan

2.33 In accordance with good practice advice by the Planning Advisory Service (PAS), including the online Plan Making Manual, the Council considers the gathering of evidence as an iterative process which must be continued throughout the plan preparation process. The reason for this is because the evidence is key to other aspects of plan production including, Sustainability Appraisal, Infrastructure Planning and Delivery, Options Generation and Community Engagement.

2.34 The Council has published the '**Draft Baseline Analysis Report**' which provides a comprehensive analysis of the core baseline conditions and context of the district. The Draft Baseline Analysis Report has been published as part of the Preferred Approach consultation. The report has been deliberately left in 'Draft' form and will be supplemented with additional information during the course of the preparation of the Core Strategy DPD. As part of the ongoing consultation process, the Draft Baseline Analysis Report has been made publicly available for consultees for comment and review.

2.35 The Council has also published a '**Draft Settlement Study**' and initial '**Growth Assessment**' which characterise each key sub area of the City of Bradford MDC. The characterisation for each sub area of the district identified problems and issues, opportunities and constraints in the district.

2.36 The Settlement Study and Growth Assessment has enabled the Council to differentiate between areas in terms of:-

- Areas that can effectively accommodate new development
- Those areas with infrastructure shortfalls
- Those areas where development should be kept to a minimum

2.37 The Settlement Study and Growth Assessment will be further developed and will continue to provide information to assist the Councils decisions on where, if necessary, growth in the form of urban extensions

or local green belt deletions should and could best be located.

2.38 The purpose of the Settlement Study and initial Growth Assessment is to inform the Core Strategy about the sustainability of broad locations for future growth. It has not considered the scale of development or the mix of uses. These are details which will be considered in the Allocations Development Plan Document (DPD).

2.39 The Settlement Study and initial Growth Assessment will remain as drafts until submission of the Core Strategy DPD. The Settlement Study has been made public at the Preferred Approach stage and comments are welcomed from stakeholders.

2.40 As part of the consultation process, the **Draft Local Infrastructure Plan** has also been published for comment and review. The Draft Local Infrastructure Plan is part of the LDF evidence base and will play a key role in delivering the vision set out in the Big Plan and the Core Strategy. The purpose of the Draft Infrastructure Plan is to provide an infrastructure capacity assessment for the district. This has included working in partnership with physical, social and green infrastructure providers to establish what infrastructure provision there is in the district, and identifying any gaps or capacity issues within this existing provision.

2.41 The next stage of the Local Infrastructure Plan will involve an assessment of what infrastructure will be required to support development within the District over the Plan period. This will require joint working with key partners including external organisations, as the implementation of solutions often falls to an agency other than the local planning authority. The Local Infrastructure Plan will aid all parties to identify and prioritise infrastructure provision as part of an integrated approach to planning and infrastructure development. This will ensure services can match demand and that growth is sustainable. The framework to be produced will give a clear steer on who is responsible for implementing policies and proposals, by when and the resources that will be required. This approach will give greater confidence in the deliverability of the LDF.

Alignment with Local Strategy

The Big Plan – Sustainable Community Strategy

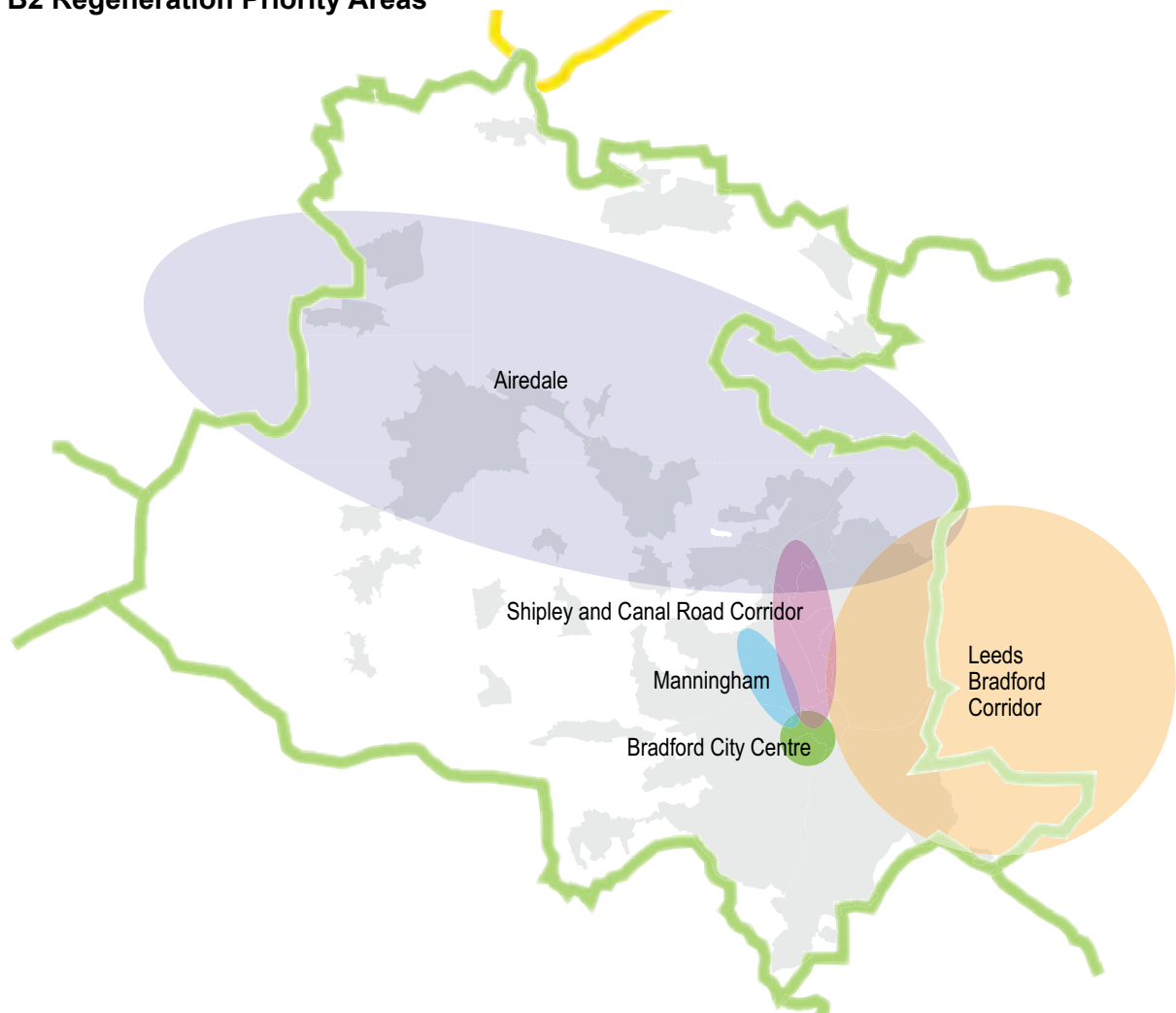
2.42 The Big Plan is the Sustainable Community Strategy for the district which covers 2008 – 2011. The strategy has 6 main objectives:

1. **Prosperity** – including the transformational priorities of regenerating the city and major towns, and improving skills, but also covering other economic aims including aspects of housing and transport.
2. **Children and Young People** – including the transformational priority of improving education outcomes so that people are

prepared for an adult life of skilled, creative productivity, personal, social and environmental responsibility, and engagement.

3. **Safer Communities** – building public confidence, trust and satisfaction in reducing crime and anti-social behaviour, tackling its causes and increasing people's feeling of safety and security in their homes and neighbourhoods
4. **Health and Wellbeing for All** – dealing with the causes of major public health and life-style problems and working across partners to prevent illness and extend productive life

Figure B2 Regeneration Priority Areas



5. **Environment** – clean, attractive neighbourhoods; reducing and managing waste sustainably and reducing our impact on climate change

6. **Strong Communities and Thriving Neighbourhoods** – working with citizens to develop active engagement, self-confidence and local resources to invest in neighbourhood improvement.

2.43 The priorities for achieving the objectives have been updated and are as follows:

- Regenerating the city and our major towns to create opportunities and impetus for sustained economic growth
- Improving education outcomes to prepare people for an active and prosperous life
- Improving skills at all levels to meet the needs of business and build a knowledge economy.

It also reaffirms the 2020 vision.

2.44 The spatial vision and objectives for the Core Strategy Preferred approach have been developed from the Big Plan and 2020 Vision. Appendix 2 sets out the relationship of the Core Strategy Objectives with the Big Plan Themes. The Community Strategy is currently under review. Emerging evidence and key issues have informed the Core Strategy.

Other District Strategies

2.45 The summaries for the following district strategies can be found in the Planning and Regeneration context section of the **Draft Baseline Analysis Report**. The Neighbourhood Action Plans and Parish Plans have been summarised within the **Draft Settlement Study**.

- Bradford Councils Corporate Plan
- Bradford District Housing Strategy
- Bradford District Economic Strategy
- Bradford District Transport Strategy
- Bradford District Environmental Strategy
- Climate Change Strategy

- Bradford City Centre Masterplan and Neighbourhood Development Frameworks
- Manningham Masterplan
- Airedale Corridor Masterplan
- Leeds Bradford Corridor Study
- Shipley and Canal Road Corridor Masterplan
- Neighbourhood Development Plans
- Neighbourhood Action Plans and Parish Plans

2.46 These have been used to shape the preferred approach in light of the more detailed technical evidence.

Chain of Conformity

2.47 The LDF must take account of national planning policy, must be in general conformity with the RSS and has to demonstrate clear links with the Community Strategy. In turn, the LDF is an important means by which these higher level strategies and policies are implemented.

2.48 The table in Appendix 2 shows how the Core Strategy objectives link to the Community Strategy, the themes and core approach in RSS and the government's five guiding principles for sustainable development. This demonstrates that the Core Strategy is clearly rooted in and conforms to higher level strategies and objectives.

Stages in the preparation of the Core Strategy

2.49 In preparing the Core Strategy, the Council has sought to consult with residents, statutory bodies, key partners and stakeholders, developers, agents and other interested parties at the earliest stages in order to take on board the views, opinion and issues of the district at present and how development should take place over the next 15-20 years.

2.50 Community and stakeholder involvement in the preparation of the LDF is a fundamental requirement of the development plan system. Details of how the Council intends to involve the local community and its stakeholders are set out in the Statement of

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Community Involvement (SCI) which was adopted by full council on 8th July 2007.

Key stages to date

2.51 The publication of this Core Strategy Preferred Approach Report is a product of extensive research and community engagement and consultation. At the Issues and Options Stage, the Council has undertaken two rounds of formal consultation seeking the views on the issues and challenges that need to be addressed by the Core Strategy. These consultations are outlined below. Details of all the previous consultations together with representations can be found on the council's web site at: www.bradford.gov.uk/ldf.

Issues and Options Stage – Initial Consultation

2.52 In February 2007 the Council carried out public consultation with statutory bodies, stakeholders, and local groups and organisations on the issues which the LDF should seek to address and the options to deal with them. It published a series of eight Topic Papers to kick start debate and stimulate discussions, these consisted of:

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

2.53 The consultation included a series of area workshops, topic workshops, and partnership workshops with key strategic bodies. Yorkshire Planning Aid was involved in consulting members of the Black and Minority Ethnic (BME) Communities throughout the district. A total of 66 representations were received covering the above documents.

Further Issues and Options – Additional Consultation

2.54 This second round of consultation at the Issues and Options stage was a direct response to the publication of the proposed modifications to the RSS in September 2007 which had fundamental implications for the role that Bradford plays within the region, along with a substantial increase in the District's housing requirement. The Council identified four spatial options for the location of housing and employment development across the district which were developed and presented within the Spatial Vision and Strategy document.

2.55 The Council held five area workshops across the District during March 2008 to discuss the four spatial options, along with stakeholder events on housing, transport, environment, the economy and jobs. Yorkshire Planning Aid held further sessions with members of the Black and Minority Ethnic (BME) Communities, Bradford Older People's Alliance (BOPA) and with young people at Bradford and Keighley colleges. An additional event was held in Holme Wood in November 2008 to discuss the proposal for an urban extension adjacent to the housing estate. A total of 316 representations were received, with a further 24 representations made during the consultation event at Holme Wood.

2.56 In November 2008, following consideration of comments received to Topic Paper 8: Waste Management, and to take account of changes to the National and Regional policies, the Council felt it necessary to revise the documents relating to waste management and minerals and provide more information to assist the stakeholders in choosing options and making further comments, prior to the preparation of this Preferred Options document. This consultation received 13 representations. These comments have been analysed and have informed the production of the waste elements of this document.

2.57 In February 2009, the Council held a stakeholder event with the local mineral operators to discuss the issues and options in relation to minerals planning. The comments from this event have been analysed and have informed the minerals policies in this document.

2.58 Throughout 2008, 2009 and 2010, the Council has produced several technical studies which have formed part of the evidence base for this Core Strategy Preferred Approach document. A number of the technical studies have been informed by consultations with key stakeholders, including the local community. For example, the Retail and Leisure Study included a householder telephone survey, a business survey and an on street survey. The Employment Land Review and the Strategic Housing Market Assessment involved agents and developers at key stages of the process. The Strategic Housing Land Availability Assessment has been informed by a Working Group made up of agents, developers and register social landlords. The Transport Study included consultation with Highways Agency, Metro and neighbouring authorities.

What you told us...

2.59 Further details of the community engagement undertaken are contained within the Statement of Consultation (Issues & Options) Report and the series of Consultation Event Log and Summary of Representation reports which are available alongside this document on the Council's website. The main issues highlighted during the Issues and Options consultation stage are summarised below:-

- General support for the overall vision and objectives within consultation documents, however this needs to be made more locally distinctive to Bradford.
- Mixed response to the four spatial options (presented at the Further Issues at Options Stage). Respondents generally favoured a combination of the options presented.
- General support for the approach to focus development within sustainable locations and within the existing built up areas before considering development of greenfield sites.
- Support for the protection of the exiting Green Belt and other areas of the District's countryside with high quality landscape character and biodiversity value.
- There is a need to address the issue of affordability of future housing (based on local need) and the size and types of homes across the District.
- Infrastructure and connectivity is a key issue across the District and needs to be fully assessed as to what is, and will be required before or at the start of any major new development.
- There is a need for improvements to public transport systems across the District, in particular the rail network in Wharfedale which is currently running at capacity.
- There is strong ongoing support for the need to maintain local distinctiveness through the enhancement and protection of both the natural and built environment.
- The role of Bradford City Centre, both within the District and the Leeds City Region, should be reinforced and strengthened to create a quality retail offer with plenty of employment opportunities through regeneration and enhancement schemes.
- Support for focused regeneration and economic development with the Airedale corridor.
- A more prominent and positive approach is needed to overarching issues such as climate change, greater production of renewable energy and sustainable design in the overall strategy.
- Flood risk is an important issue within the District when considering the future location of housing and employment development and the Strategic Flood Risk Assessment should be used to inform options at the next stage.
- In general, there is need for a more robust evidence base to inform and provide a justification for the spatial options presented and to be made available.

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2.60 The **Statement of Consultation (Issues and Options) Report** describes the nature of consultations which have taken place during the Issues and Options stages and has summarised the key comments that have been made to date and includes responses from the Council. The Statement of Consultation has been published as part of the Preferred Approach stage.

2.61 **The Preferred Approach Stage – Community Engagement** This is the latest round of public engagement that the Council is undertaking on the Core Strategy DPD, in line with the SCI and the statutory requirements. The purpose of this document is for the Council to seek your views on how it should plan for, and manage growth and development over the next 15-20 years until 2028.

2.62 The changes in light of The Town & Country Planning (Local Development) Regulations 2008 which came into force on 27th June 2008 have enabled the Council to adopt a simplified consultation process. The Preferred Approach includes a draft vision, a set of objectives and draft planning policies and delivery mechanisms which are the subject of this stage of the consultation process. Alongside the Preferred Approach, the Council has also published a series of technical studies (evidence base) which has informed the preferred approach to spatial planning in the District. Comments are welcome on the Preferred Approach contained in the Core Strategy Further Engagement Draft and the associated evidence base technical studies.

Spatial Portrait of the Bradford District

2.63 The portrait below sets out the key spatial issues which have shaped the Core Strategy Preferred approach.

2.64 Bradford is a large metropolitan authority which covers approximately 370 km² (143 sq miles) and forms one of the five districts within the West Yorkshire conurbation. The District is located within the Leeds City Region and in May 2008 the Yorkshire & the Humber Regional Spatial Strategy designated Bradford as Regional City.

Strategic location

2.65 The Bradford Metropolitan District is characterised by a mixture of urban and rural areas with distinctive character and attractive landscapes. The topography of Bradford means most of the industrial and residential development is in the south of the district and along the valley bottoms, with the majority of the population living in the urban centres of Bradford and within the freestanding settlements of Keighley, Bingley and Shipley in Airedale and Ilkley in Wharfedale. While the urban areas are quite densely developed, two-thirds of the District is rural with moorland and attractive valleys surrounding and penetrating into the urban areas.

Population

2.66 The District has a population of 512,600 (2010 estimate) which is estimated to be 630,800 by 2031, an increase of approximately 23%. The size of this population growth forecast is of national significance, and is driven mainly by natural growth (more births than deaths), with international migration also forecast to play a key part. The District's population is also expected to become more ethnically mixed with significant growth among younger age groups, BME groups and within the more deprived areas of the District. This change in population composition and shift towards groups that traditionally experience lower labour market attainment has implications for Bradford's economy, housing and infrastructure.

Deprivation

2.67 The Index of Multiple Deprivation 2010 has ranked Bradford the 11th most deprived out of the 326 English Local Authorities when comparing the 10% most deprived population within each of the 354 authorities. This means that deprivation is more geographically concentrated in Bradford than on average. Historically, the most deprived areas in the district are concentrated in the inner city areas e.g. Manningham, Bradford Moor etc and in Keighley. By contrast, the more affluent private housing suburbs such as Ilkley, Ben Rhydding and Burley in Wharfedale are at, exceed national averages of such indicators. The district is also the 2nd most deprived Local Authority out of the 21 in the Yorkshire and Humber Region. Such level of deprivation has been shown to have impacts that go beyond economic wellbeing and demonstrated the challenges faced by the District which need to be taken into consideration through the LDF process.

Economy

2.68 Bradford has the third largest economy in the Yorkshire & Humber region behind Leeds and Sheffield. The focus of economic activity is centred in Bradford City Centre with historic concentrations of employment uses scattered along the Canal Road Corridor and in South Bradford surrounding the M606 motorway. Airedale provides the other key location for employment, as it is a well-served transport corridor connecting the settlements of Keighley, Bingley and Shipley. Traditionally, manufacturing was the most significant economic sector within the Bradford District (the third largest in the UK), but it is the professional, commercial and service sector which has seen the fastest employment growth in the district over the recent few years. However the service sector is over reliant on public sector employment (31%), mainly in health and education jobs, which has not mitigated the decline in private sector jobs over the same period across the district. The majority of these public sector jobs are located in Bradford city with Airedale and South Bradford less reliant on the public sector.

2.69 Bradford is also an enterprising district where local residents are more likely to aspire to start a business than people elsewhere in the region. Business start-ups and survival rates are also improving faster than national and regional averages.

2.70 Employment levels in Bradford have risen over the last five years at a speed of over twice the national average. Nevertheless, worklessness and youth unemployment remains a significant issue for the district. The highest concentrations of unemployment occur in Bradford city and in the outlying social housing estates such as Holme Wood, Buttershaw, Allerton and Windhill. Unemployment is lowest in Wharfedale and the Pennine Hills. This pattern of worklessness reflects a consistent pattern of deprivation across a range of indicators that has not altered radically over the last decade.

2.71 Although educational attainment is improving in Bradford, the district has a low skilled legacy which poses an increasing challenge for Bradford's workforce given that the future job growth in the region is predicted to be most significant within high and medium skilled occupations.

2.72 Bradford City Centre is the main focus for economic, educational, administrative and cultural

activity within the district. With 1 in 5 jobs in Bradford district located in this area the city centre offers real potential as an engine for growth and regeneration.

2.73 There is a large, and increasing, student population within Bradford. The University of Bradford offers leading national research departments in management, peace studies and archaeology, and the institution has strong links with industry and the community. The development of Bradford's Learning Quarter is envisaged to help coordinate the investment activities happening around the University and College which in turn will facilitate development of



Bradford University

high value knowledge-base businesses in the area that currently accounts for relatively small proportion of the local economy compared to the national trend.

Housing

2.74 Bradford District has approximately 207,578 dwellings, occupied by 203,000 households. The District's housing stock is diverse, ranging from inner city back-to-backs to multi million pound mansions,

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and almost everything in-between. The age of the housing stock also reflects the growth of the district, with a third of stock being built before 1919. In many ways this unique housing offer is a strength, but it brings with it serious housing condition problems (e.g. non decent housing, overcrowding) that continue to be a major challenge.

2.75 The housing stock is also dominated by private sector dwellings, with levels of social housing well below the regional average.

2.76 The shortage of affordable housing is a major issue for both urban and rural areas due to a low income and high house prices respectively. Affordability issues are most obvious in Wharfedale, Airedale, the Worth Valley and some outlying suburbs of Bradford.

2.77 House prices in the District are generally lower than Yorkshire & Humber as a whole but there are significant variations between sub areas with comparable properties being worth significantly more in Wharfedale than in the inner city.

Transport and connectivity

2.78 Bradford is in a key strategic location within the Leeds City Region with three rail routes providing key public transport connectivity across the district, good access to Leeds Bradford International Airport outside of the district within Leeds, and connections to the motorway network via the M606 and M62.

2.79 Although Bradford has a relatively competitive position in terms of its connectivity to wider destinations, the District internally faces the challenge of planning for infrastructure delivery to match intensive growth. There are also some key services, employment and housing areas in Bradford that are poorly served by public transport, cycling and walking.

2.80 The road network in Bradford's urban area is characterised by a radial pattern of routes leading to the city centre, though there is an outer and an inner ring road. There is also a high level of bus use throughout the urban area which is encouraged by a generally good quality and high frequency network.

2.81 As noted elsewhere, there are significant variations in the level of wealth across the district, which also reflect patterns of commuting with a significant number of Bradford's higher earners

commuting from Wharfedale and Ilkley to jobs outside the district, mainly in Leeds.

2.82 Bradford has a fairly high level of congestion compared to national average. However, congestion in Bradford is not a district wide problem but concentrated at local hot spots, especially at peak times at the major radial routes to and from the central part of the district.

2.83 Rail patronage in the district has increased significantly over the years and is expected to continue to be the dominant public transport mode in those corridors where it exists, notably in Airedale. Car ownership in Bradford is also set to rise at a faster rate than nationally.

2.84 Air travelling to and from Bradford is set to increase as the city is now connected to more frequent and wider national and international destinations through the Leeds-Bradford International Airport and Manchester Airport. The LBI is expected to play a much more important regional role in the future and thereby directly contributing to the economy of the region.

2.85 In the long terms good connections between all public transport modes will be increasingly important for Bradford. The district is unlikely to create enough jobs on its own to meet the demands of a growing workforce, and therefore links with neighbouring districts will be important to connect people with employment and housing.

Environment

2.86 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.

2.87 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.

2.88 Despite Bradford's close proximity to the Pennines it has a relatively low natural beauty score reflecting a lack of environmental designations such

as Areas of Outstanding Natural Beauty, ancient woodland and national parks. This is quite typical for a relatively densely populated and former industrial area. However, the district comprises an array of diverse nature conservation areas (including a Special Protection Area, a Special Area of Conservation, Sites of Ecological and Geological Importance, Sites of Special Scientific Interest and several Landscape Character Areas).

2.89 The wildlife and habitat interest in Bradford District is influenced by its climate, topography and latitude, with many species at the limit of their range. Some of the designated nature conservation sites within Bradford are specially protected because of their nationally and internationally recognised species and habitats. There are also a number of Wildlife Areas and sites with Local Nature Conservation value which, apart from their biodiversity interest, provide community benefits in terms of quiet enjoyment of nature and educational value.

2.90 The delineation of Bradford's natural floodplains is well understood as experienced from the recent flood events. The main flood risk areas lies along the course of river Wharfe, River Aire and Silsden beck covering their catchment areas mainly in Ilkely, Burley, Stockbridge, Shipley, Bingley, Apperley Bridge and Silsden. Developments in those floodplains are strictly controlled by dedicated planning policies and through extensive consultation process with related partners including the Environment Agency.

2.91 The air quality in the District is slightly better than the sub-regional average but still below the national average.

Built-Heritage

2.92 Bradford District contains a rich and diverse built heritage which consists of the third highest number of designated assets in the Region and one of only two World Heritage Sites in Yorkshire. Bradford's heritage assets range from Victorian parks and buildings to historic battlefields and old cemeteries and 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.

2.93 The World Heritage Site at Saltaire is one of the jewels in Bradford's crown. The outstanding value and universal interest of this site is not only a unique asset to the district, but also invaluable in showcasing the districts rich heritage to the world and visiting tourists. Additionally, Bradford's valued built heritage is protected, with over 5,800 Listed Buildings and 59 designated Conservation Areas. Four of the District's parks have green flag status, including the award winning Lister Park. Bradford's strong association with the Bronte's and the quaint historic village of Haworth are one of the many areas that attract a large number of tourists into the district every year.

2.94 Bradford also has a legacy of historic mill buildings. However, compared to other West Yorkshire authorities, a relatively large number of these buildings are either empty or underused. There are three Grade II* Mills on the Buildings at Risk Register.



Top: Lister Mills, a Grade II* listed building
Above: Saltaire World Heritage Site

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Cultural Attraction and Tourism

2.95 The provision of cultural amenities (such as cinemas, theatres and libraries, a café culture, and employment in hotels and restaurants) is good in Bradford. Key cultural attractions include the National Media Museum and the Cartwright Hall which contains Bradford's main gallery. There is also an above average number of listed buildings per sq km, some of which provide relics of Bradford's famous textile manufacturing past.

2.96 Although the District has the advantage of a range and depth of major tourist attractions in Yorkshire, tourism industry is underachieving in terms of volume and value of both day and staying visitors. The key challenge is to lift the appeal and quality of some attractions and encourage people to make more visits locally. The district's attraction to the wider international visitors however is very promising.

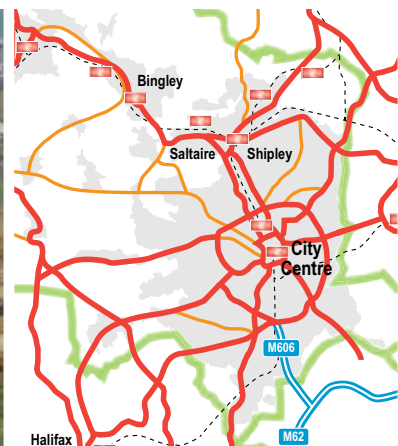


Top: Cartwright Hall
Middle: National Media Museum
Above: Centenary Square

Section 3 The Plan's Spatial Strategy: Vision, Objectives and Core Policies

3.0 This section sets out a number of key elements of the Preferred Approach including:

- A Spatial Vision and Strategic Objectives – designed to reflect the Council's Sustainable Community Strategy - the Big Plan;
- The preferred Spatial Development Option including the process and evidence used to arrive at it;
- The Strategic Core Policies



Spatial Vision

3.1 Central to the Core Strategy for Bradford District is the long-term spatial vision that will create the framework for the development of policies and proposals to be included in the LDF. This vision emphasises local distinctiveness with a focus upon delivery. It will give expression to other strategies and programmes, including regeneration, economic development, transport, education, housing, health, waste, energy, recycling, environmental protection and culture. This vision has been derived from the challenges, issues, opportunities and aspirations expressed in the Big Plan Sustainable Community Strategy and consultations during the course of the Issues and Options Stage. It also draws upon the SA/SEA and baseline analysis report.

3.2 The Core Strategy will provide the physical spatial expression for how Bradford will respond to the challenges and deliver the transformational priorities identified in the Big Plan Sustainable Community Strategy vision.

3.3 The following is the district wide spatial vision for the Bradford District. Section 4 includes place specific sub area spatial visions for the City of Bradford (including Shipley and Lower Baildon), Wharfedale, Airedale, and the Pennine Towns and Villages.

By 2028 the Bradford District:

Has become a key driver of the Leeds City Region's economy and a much sought after and desirable location where people want to live, do business, shop and spend their leisure and recreation time. The district has demonstrated that it is a place that encourages sustainable lifestyle choices and responds positively to the challenge of climate change.

The growth of the City of Bradford and the towns along Airedale and Wharfedale has been supported by a significant increase in the delivery of new houses, both market and affordable. This growth has driven the economic and social transformation of the district. Sustainable development and management has been at heart of this growth and prosperity over the last 20 years. The District's unique landscapes, heritage and biodiversity assets have played a vital role in making great places that encapsulates what makes Bradford so special.

Economic transformation of the district has been achieved by building on Bradford's key strengths of its unique young, growing and international workforce as well as its culture of entrepreneurship, high quality places where businesses can thrive and its rich historic and cultural identity.

3.4 The **City of Bradford** has become the main focus for development and growth and the driver of the District's transformation and a vital component of the Leeds City Region economy. This transformation has been symbolised by the regenerated City Centre, with a park at the heart and a thriving commercial and residential community. The **City Centre** has become the rejuvenated heart of the District, home to major firms in the financial, professional and public sector services, as well as small and medium sized home grown enterprises in the thriving creative and knowledge industries closely associated with the University and College. Bradford city centre has truly become a place where people can live, work, shop and play.

3.5 The **Airedale** Corridor has realised the potential with quality commercial and industrial premises, enhanced high quality rural landscapes and regeneration of the three inter-connected town centres of **Keighley, Bingley and Shipley**. The Airedale Corridor has become a creative, connected, lifestyle corridor that has helped deliver the economic transformation of the district. It has become a place where creative, research, service sector and higher value industries thrive. These industries have been supported by, and linked into, a high quality transport corridor and improved educational establishments, which have helped deliver the skills to support this transformation.

3.6 Traditional manufacturing and job growth in manufacturing related research and development has continued to be an important part of the District's economy, and key employment sites in the district have been protected and enhanced. The area of **South Bradford** in the vicinity of the M606 motorway has continued to be the focus for employment growth in large scale general industry, storage and distribution, utilising the area's excellent transport connections.

3.7 Bradford has had the fastest growing working age population of any district outside London over the

last 20 years. This growth in population, households and the economy has been supported by the development of some 48,500 new homes across the district. The majority of these new homes have been located in and around the **City of Bradford**, where emphasis has been successfully placed upon regenerating existing urban areas, the re-cycling of brownfield land and the expansion of the urban area in sustainable locations. Areas that have seen significant economic and housing growth include **Shipley town centre and the Canal Road Corridor, East Bradford, South Bradford and the City Centre**. The principal towns of **Ilkley, Keighley and Bingley** have supported housing and economic growth through **Wharfedale and Airedale** and continue to provide important services to the outlying local communities.

3.8 The unique diverse landscape and heritage of the District, ranging from vibrant urban centres and densely populated residential areas, to rural villages and Pennine moorland are significant assets. The protection and enhancement of these areas have played a part in Bradford's transformation, ensuring it has remained a place where people want to live, work and visit. Sensitive rural landscapes, such as the South Pennine Moors, have been protected and enhanced, whilst ensuring that the local rural

economy thrives. Bradford's built heritage, with over 5000 listed buildings, is key to the district's identity and distinctive sense of place. By ensuring quality new developments and the sensitive reuse and protection of this built heritage, the district has continued to maintain its identity and sense of place as it continues to develop. New developments have contributed to the resurgence of the district by building upon the existing character and by being developed to a high level of sustainable design.

3.9 The World Heritage Site of **Saltaire**, which is a symbol of Bradford's proud history and built heritage, along with spa town of **Ilkley and Haworth**, with its Bronte heritage, have been strengthened as tourist destinations, whilst supporting the needs of their resident communities and protecting and enhancing what makes these places so special. **Bradford City Centre**, with the city Park at its Heart, The National Media Museum, Alhambra Theatre, St Georges Concert Hall, the swimming pool, hotels, the heritage of Little Germany and Goitside and its distinctive cosmopolitan nature has become a major visitor and tourism destination, offering a mix of arts, leisure, culture, heritage and shopping facilities as befitting of a leading Regional City.

Looking over Leeming Reservoir towards Oxenhope



3.10 Bradford has worked with partners, to ensure that the district has strong links internationally, internally and to neighbouring districts, particularly **Leeds, Craven, Calderdale and Kirklees**. This has been vital in order to support the growth of the district, connecting people to opportunities, training, and employment. The growth of the District has been supported by continued expansion of services and facilities at **Leeds-Bradford International Airport** and significant improvements to rail links to London Kings Cross and other major cities. Public transport connections have been improved within the District with particular regard to rural towns, villages and the outer suburbs, making it easier for people to access essential services. The construction of the **Shipley Eastern Bypass**, improvements to the **Canal Road Corridor** and the opening of rail stations at **Apperley Bridge, Manningham, Low Moor and Laisterdyke** and improvements to **Bradford Interchange and Forster Square** stations have been essential in supporting sustainable housing and economic growth in these areas.

3.11 Bradford district is a place that enables and encourages sustainable lifestyles and responds positively to the challenge of climate change. Environmental constraints, such as areas of flood risk along the **River Aire, River Wharfe and the South Pennine Moors** have been recognised and protected from development. The majority of the new development schemes that have been completed in the district over the last 20 years have been carbon neutral. The District has supported measures that positively contribute to the environment, including reductions to the amount of waste sent to landfill, community heat and power projects, the sensitive location of wind farms and location of development in accessible sustainable locations, thereby reducing the need to travel by car, reducing the district's ecological footprint and maximising the use of renewable energy.

Strategic Objectives

3.12 The following objectives indicate how the spatial vision for Bradford district will be delivered by City of Bradford Metropolitan District Council and its partners in the public, private and voluntary sectors. Many of these objectives are identified as priorities in the Big Plan Sustainable Community Strategy and the Councils Corporate Plan.

3.13 The objectives are specific, achievable, attainable and realistic in what they seek to achieve in order to fulfil the vision over the next 20 years. The Delivery Framework of the Core Strategy and the Annual Monitoring Report will measure whether the Council and its partners are meeting the spatial objectives or not.

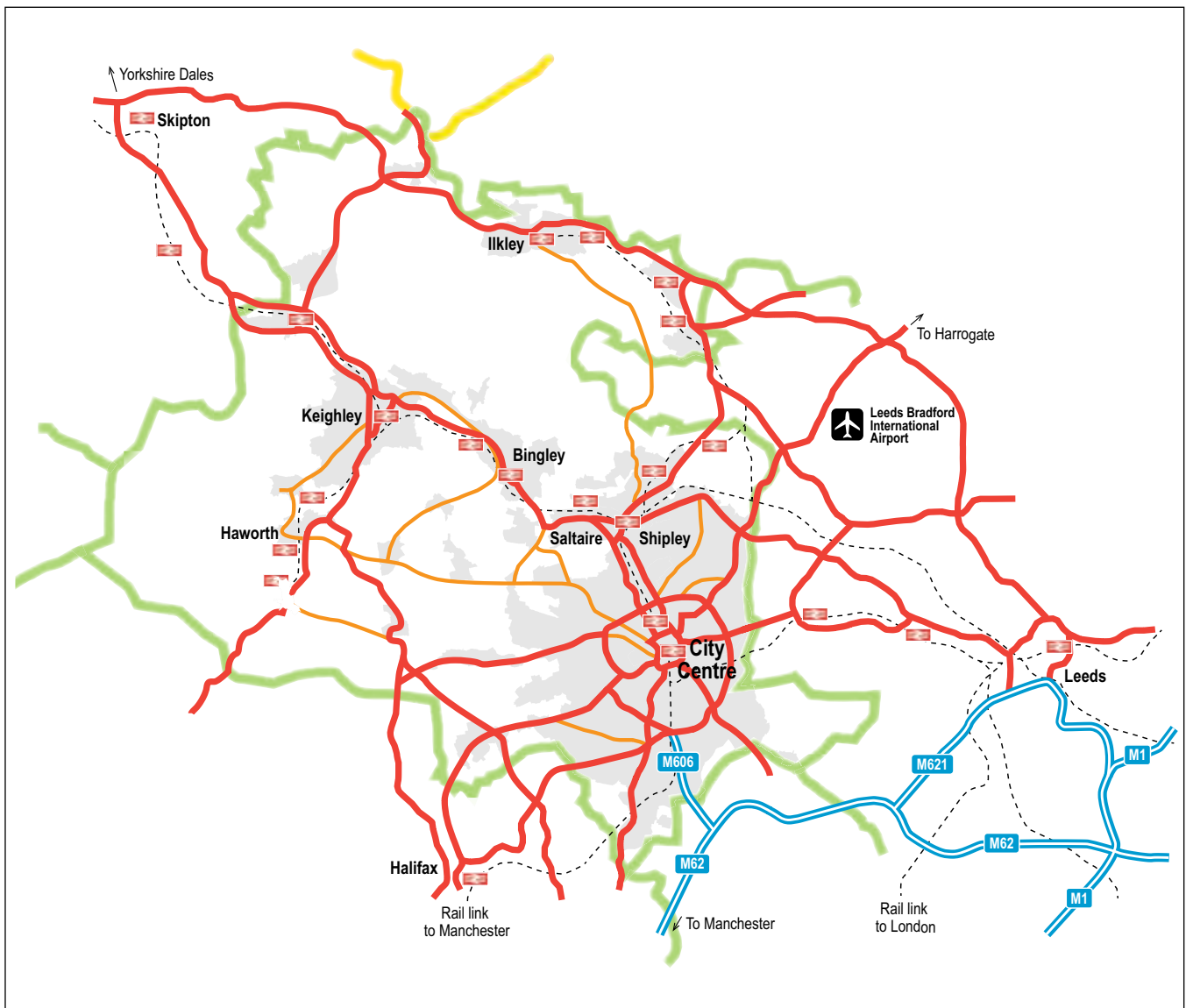
3.14 The Spatial Vision for Bradford district will be achieved through the following strategic objectives:

1. To recognise and fully exploit the role of the City of Bradford and the towns along Airedale and Wharfedale as dynamic locations of choice for housing and economic growth within the Leeds City Region,
2. To ensure that the district's needs for housing, business and commerce are met, whilst promoting development of previously developed land and development in sustainable locations that reduces the need to travel and minimises the need to travel by car. In so doing overcrowding within the existing housing stock should be reduced.
3. To ensure that appropriate critical infrastructure including social and green infrastructure is in place to support sustainable growth and sustainable communities.
4. To provide a range of quality dwellings, in terms of type and affordability, to cater for the current needs and future growth of the District.
5. To promote the role of the Bradford District in the Leeds City Region economy by creating conditions for enterprise where business thrives, generating opportunity, prosperity and jobs.

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6. To promote and support a successful growing economy with wide range and high quality employment opportunities, by fostering indigenous firms and by attracting inward investment in the high value creative, innovative and knowledge based industries.
 7. To promote, manage and develop the image and the role of Bradford City Centre as a regionally significant business, commercial, shopping, civic and cultural area.
 8. To support the University of Bradford and the district's colleges and schools in investing in buildings and spaces to ensure a well educated and skilled workforce.
 9. To improve and develop excellent public transport and highway systems to increase the level of accessibility within the District and establish good connections with other parts of the Leeds City Region and the country by ensuring safety, efficiency and sustainability.
 10. To ensure that Bradford is a diverse city where socially inclusive and vocal communities live and where the needs of citizens are met through improved access to good quality homes, jobs, shopping, cultural facilities, health and education provision and community facilities for a growing population.
 11. To provide a clean, safe, secure, sustainable, attractive and accessible built and natural environment in order to reduce the fear of crime and disorder and foster a shared sense of civic pride and responsibility
 12. Safeguard, enhance and promote the diverse historic built and natural heritage of the District which helps reinforce the local distinctiveness of places.
 13. To reduce the impact of climate change through mitigation and adaptation, particularly through reducing pollution, energy consumption, the risk of flooding, and promoting the use of renewable energy and securing the means to become locally self sufficient.
 14. Provide accessible and varied opportunities for leisure and recreation including access to the countryside and the utilisation of green infrastructure spaces and routes for walking and cycling.
 15. Safeguard and manage the District's South Pennine Moors Special Protection Area and biodiversity assets through careful landscape, woodland and waterways management.
 16. Safeguard and manage the District's natural and renewable energy resources, including water, agriculture, woodland and minerals, and promote the sustainable management of waste and recycling.
- 3.15 The high level outcomes related to the Spatial Vision and the strategic objectives are set out in Appendix 10.

Figure SS1: Bradford District : External Links and Cross Boundary Issues



The Preferred Spatial Development Option

3.16 This section of the document outlines how the Council has developed and formulated the preferred Spatial Development Option.

3.17 The Spatial Development Option within the Core Strategy is designed to provide clarity on the overall distribution of housing growth across the district which is proposed together with the implications this will have in broad terms for the establishment of growth areas, and the need for urban extensions and for local green belt deletions.

3.18 The Spatial Development Option is not expressed in itself as a stand alone policy but its various components are found within the sub area policies in section 4 and the housing and economy policies in section 5. The sub area policies in particular give a wider overview of the priorities and proposals in each area. The Spatial Development Option is further supplemented by the strategic core policies to form the overall spatial strategy for the district.

3.19 The formulation of the settlement hierarchy and housing elements of the Spatial Development Option has been a long process which began with the creation of four spatial options which were the subject of initial consultation in 2008 (the Further Issues and Options Stage). The 4 Options involved different distributions of housing growth across the district. The Options, which are described in detail in Appendix 8, were:

- An RSS Settlement Hierarchy Option
- A Continued RUDP Strategy Option
- A Focused Growth Points Around The Bradford Sub Regional City Option;
- A Dispersed Growth Points Option

3.20 The Further Issues and Options consultation document explains that these 4 options were informed by a range of factors including:

- Previous consultation on Issues and Options
- The then emerging Sustainable Community Strategy for the district;

- The emerging RSS which had just been subject to the issuing of the Secretary of State's modifications;
- The RUDP and its overall location strategy;
- Masterplan proposals for various parts of the district;
- The draft Settlement Study for the District;
- Existing national planning policy issued by the Government;
- Other Regional Strategies.

3.21 Many of these inputs have been carried forward to develop the preferred Spatial Development Option while other areas of both strategy and evidence have been updated. The main changes with regard to policy, strategy and evidence which have occurred since the formulation of the original 4 options and which have informed the Preferred Approach can be summarised as follows:

- The RSS has been finalised and adopted. It contains many elements, particularly its emphasis on supporting the role of Bradford as a regional city and its emphasis on urban regeneration and renaissance, which are likely to endure beyond its forthcoming eventual revocation;
- The Council's Sustainable Community Strategy – 'The Big Plan' has been finalised;
- The Core Strategy's Spatial Vision although broadly similar to that issued previously, has been updated to reflect current economic circumstances, the completion of the Council's Big Plan, and consultation responses received;
- The Settlement Study has been finalised to provide background to establishing the final settlement hierarchy and to flesh out the sub area policies so that they reflect the issues in each area;
- A Transport Study has been completed which has examined the potential impacts of the 4 original options and an early draft version of the Preferred Spatial

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Development Option on the transport network;

- The Council's first Strategic Housing Land Availability Assessment has been completed giving a much more accurate and deliverability based assessment of the scale and distribution of current and potential housing land and the capacity of that land to generate new homes;
- An Employment Land Review has been completed to give both an indication of the overall scale of employment land which will be required to support the Plan's jobs growth targets and an indication of the spatial priorities for employment development which reflect the district's strengths and the locational requirements of those economic sectors which are expected to grow;
- The first phase of a Growth Study has been completed which provides an assessment of potential broad locations for urban extensions or green belt deletions in all parts of the district.

3.22 The process and sequence of activities which led to the formulation of the preferred Spatial Development Option is indicated in Figure SS2 opposite.

Issues and Options Stage Consultation Responses to the Four Spatial Options

3.23 During the consultation period at Further Issues and Options Stage a variety of methods were used to gain feedback on the different options and on where housing growth should be located. In addition to formally submitted comments the Council undertook a series of workshops with area events focusing on the general public and technical stakeholder events focusing on developers, planning agents and organisations. Full details of the consultation and responses are included in the Statement of Consultation published alongside this document.

3.24 Perhaps inevitably the consultation produced a wide variety of comments. While developers and agents gave some support to the principals of focusing on the main urban areas and on brown field

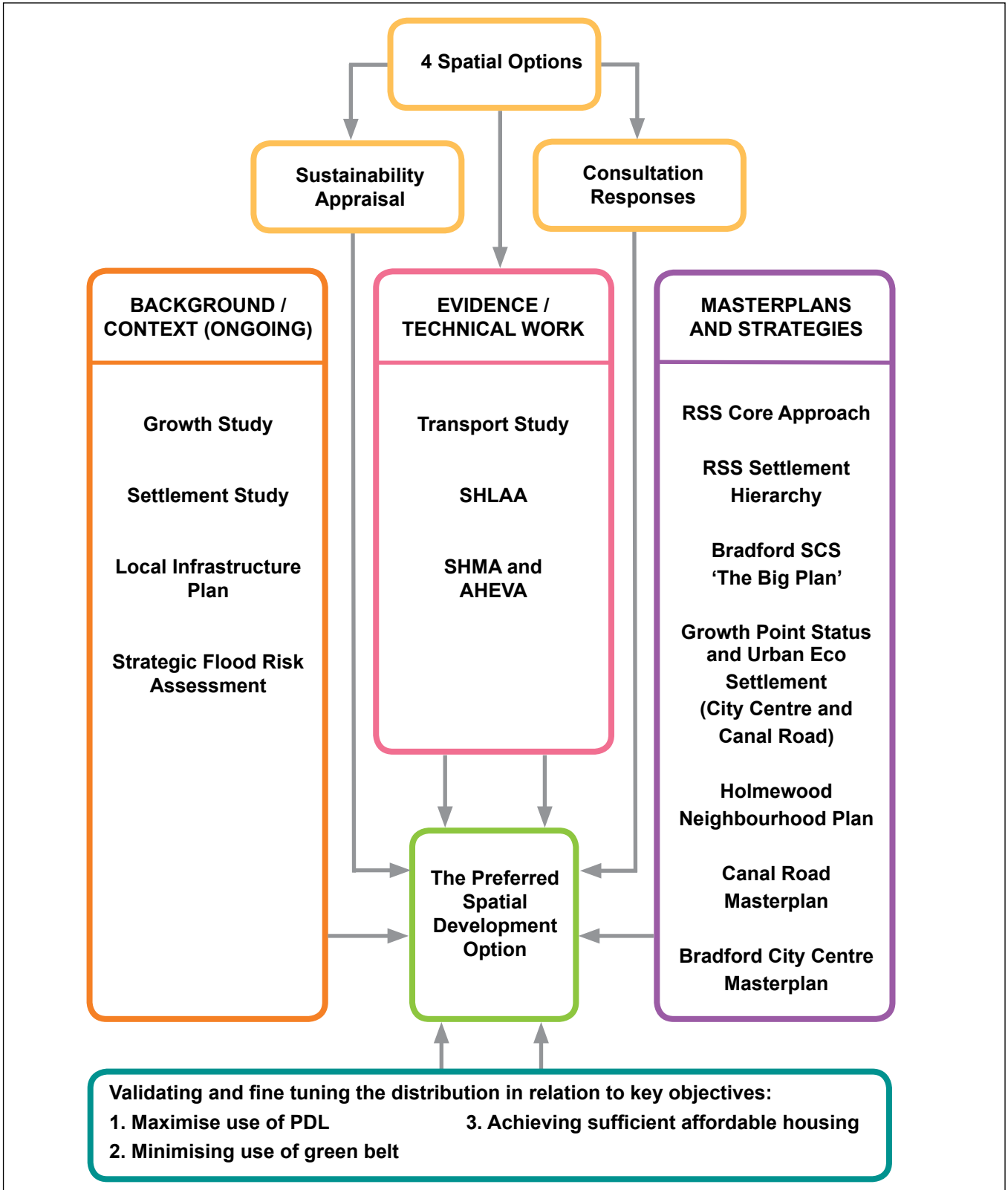
land they were much more supportive than other respondents of the need for extensions to the built up area and a spread of development which gave at least some emphasis to smaller settlements. There were some warnings among these respondents that too heavy a focus on Bradford, particularly the City Centre, and on brown field land may actually prevent the required increase in development activity which is required.

3.25 The Statement of Consultation includes a table which sets out the overall level of support for each of the 4 spatial options. Although support was reasonably even spread between options it is significant that the two highest levels of support were for Option 3 and for 'a combination of the options'.

3.26 Option 3, of all the options, allocated the highest proportion of housing development to the city of Bradford. Since this reflects the principles behind much of the RSS and mirrors where population growth and housing need is likely to be greatest over the plan period, the development of the Preferred Approach has taken the aim of making the regional city of Bradford (incorporating Shipley and Lower Baildon) the prime focus of housing and economic growth, as its first and its core principle. However the fact that the largest number of respondent supported the 'combination' option suggests that there is a recognition that other options such as focused growth areas will be required while housing development, albeit at a lower level, will also be needed in the smaller settlements of the district if other objectives such as meeting local housing need and securing more affordable housing are to be achieved.



Figure SS2: The Development of the Preferred Spatial Development Option



Sustainability Appraisal

3.27 The 4 original options were also subject to sustainability appraisal as set out in the Sustainability Appraisal Issues and Options Report, produced on behalf of the Council by consultants Entec (now Amec) and available on the Council's website.

3.28 Bearing in mind that the options at this stage were accompanied neither by detailed settlement by settlement targets nor the SHLAA which could illustrate the potential development sites to meet the options, the focus within the SA report is on providing an overview of the potential issues raised by each rather than in quantifying impacts or recommending a preferred option.

3.29 However in drafting the Preferred Approach, the consultants have had the benefit this time of more specific targets and access to SHLAA outcomes. The resulting SA report which covers the Spatial Development Option and the other aspects of this document is also available on the Council's website.

Testing the Options Via The Bradford District Wide Transport Study

3.30 As is outlined elsewhere in this document, the ongoing development of an efficient transportation network will be essential in supporting the district's economy, reducing pollution, and reducing the potential effects of global warming. A key stage in developing the preferred Spatial Development Option once the previous consultation exercise was completed was to subject the 4 options to a detailed appraisal to determine their impacts on the transport system.

3.31 The key conclusions of the study are included opposite in Figure SS3. As can be seen the study was unable to identify any option which was sufficiently superior in terms of transport related objectives to support a transport led choice. All options including the draft preferred option were found to have significant impacts on the road and public transport network which will require further analysis and ultimately significant new investment.

Alignment with the Spatial Vision and Strategic Objectives

3.32 As has been stated above the Spatial Vision and Strategic Objectives have been updated to reflect the Council's key corporate priorities and the content of the Big Plan. Those elements of the vision which have had most impact and relevance to determining the distribution of development within the Spatial Development Option are considered to be:

- The need to support the growth and regeneration of the regional city of Bradford making it the prime focus for housing and economic development;
- The need to support the Principal Towns of Keighley, Ilkley and Bingley as a main location for development;
- The regeneration of existing urban areas and recycling of brown field land;
- Supporting key initiatives such as the Canal Road Corridor and the Airedale Strategy;
- Promoting growth in the housing offer within Bradford City Centre as a key part in the strategy for revitalising this area;
- Protecting key environmental assets.

The Plan's Settlement Hierarchy and its Role in the Spatial Development Option

3.33 The use and articulation of a settlement hierarchy in guiding and controlling the distribution of growth and development is a tool already used and established within both the RUDP and the RSS.

3.34 The RSS advocates the use of a 3 tier settlement hierarchy and identifies Bradford as a regional city which should be the prime focus for housing, employment, shopping, leisure, education activities and facilities. The preferred Spatial Development Option has therefore distributed housing growth and assigned employment and regeneration priorities according to this principle. Focusing development and investment on Bradford not only reflects the locations of greatest population growth and housing need but will also increase scope to re-use land and buildings, make the most of existing

Figure SS3: Key Conclusions From The District Wide Transport Study

8 Summary and Conclusions

Comparison of the Core Strategy Spatial Options

- None of the five spatial options tested is significantly better or worst in comparison to the other options;
- The Preferred Option has local impacts on areas designated to already be problematic in terms of road safety policy;
- Any option taken forward will cause significant local impacts on the transport network which will require mitigation in terms of improved public transport provision and in some cases improvements to the highways network.

Recommendations for the Preferred Option

Ten key multi-modal transport corridors have been identified which have significant additional transport demand, and in some cases transport impacts, in the Preferred Option:

- 1: M606/M62
 - 2: A629/A644 (Keighley to Queensbury)
 - 3: A 6036 (route between Calderdale and Bradford – through Northowram/Shelf)
 - 4: A6145 (Thornton Road)
 - 5: A650 (Airedale corridor (road and rail) between Keighley and Bradford)
 - 6: A629 (route between Craven and Bradford – through Silsden/Steeton area)
 - 7: A65/A6038 (Wharfedale corridor (road and rail) between Addingham and Bradford)
 - 8: A647 (route between Leeds and Bradford ring-roads)
 - 9: A641 (road and rail route between Calderdale (Brighouse) and Bradford)
 - 10: A650 (Tong Street)
- In addition to the specific corridor recommendations, we have outlined a district wide set of recommendations for transport policy on land-use and transport strategy; funding and deliverability; highways; public transport; and demand management, all designed to lead Bradford towards a future sustainable transport system.
- The Airedale corridor, north Bradford and Canal Road were identified as those areas for development which could be 'clustered' to both make best use of the existing public transport system, and also to provide for the possibility of using instruments such as the Community Infrastructure Levy to make improvements to that system.

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infrastructure, reduce greenhouse gas emissions and related impacts by reducing the need to travel, maximise accessibility between homes, services and jobs, and encourage the use of public transport.

3.35 The second tier of the RSS settlement hierarchy which applies to Bradford is that of Principal Towns. The RSS suggests that these are locations which should see a lower level of development but which will still be a main focus for homes, employment, shopping and services. The RSS specifically identifies a range of principal towns including Keighley and Ilkley but acknowledges that particularly in South and West Yorkshire there may be a justification to identify additional principal towns. Having assessed the guidance in paragraph 2.40 of the RSS and the criteria within Policy YH5, the Council considers that there is a clear justification for Bingley to be assigned a principal town. In particular it is noted that Bingley lies within the Airedale Corridor and is expected to play a key role in attracting economic investment and is identified within one of the RSS Regeneration Priority Areas (RSS Policy YH5c1); provides services, employment and community facilities for local and surrounding populations (RSS Policy YH5c2) and has good public transport links with the regional city of Bradford (RSS Policy YH5c3).

3.36 The preferred Spatial Development Option has therefore sought to assign the second largest proportion of development after the regional city to these settlements. However it must be stressed that assigning a settlement as a Principal Town does not automatically result in housing growth above a certain quantum. A more sophisticated approach is needed and has indeed been applied since the Principal Towns vary so much in their size and characteristics. Moreover available land supply and the existence of key environmental constraints such as areas prone to flood risk and areas sensitive for their wildlife / biodiversity value also reduce the potential in some parts of the Principal Towns most notably Ilkley.

3.37 Local Service Centres are the final tier of the settlement hierarchy as specified in the RSS and these are considered locations where development is more restricted and related to meeting local needs for market and affordable housing.

3.38 This Core Strategy has however taken the decision to identify an additional tier between

Principal Towns and Local Service Centres. There are two main reasons for this. Firstly there are significant differences in the nature of the lower tier settlements in Bradford with some offering a greater level of services and facilities than others and some being very closely and conveniently located in relation to the regional City of Bradford and the Principal Towns. The second is the more practical reason in that constraints on land supply and environmental considerations have limited the amount of housing growth which can be accommodated within the top two tiers. Six local growth centres have therefore been described identified within the Core Strategy where a greater level of development than might otherwise be expected has been assigned. These are Burley In Wharfedale, Menston, Queensbury, Silsden, Steeton with Eastburn and Thornton.

The Strategic Housing Land Availability Assessment (SHLAA)

3.39 In line with Government advice and best practice, the results of the Strategic Housing Land Availability Assessment which is available on the Council's website has played a key role in developing the preferred Spatial Development Option. Because of the challenges of meeting such a large housing requirement the SHLAA has only filtered out sites which are clearly and unequivocally contrary to national planning policy by virtue of their location within key areas of environmental or physical restraint such as high risk flood zones and areas designated at national and international level for their wildlife value. The establishment of green belt boundaries is a local matter and national policy does allow for the deletion of green belt land in exceptional circumstances where all other realistic development options have been exhausted. Thus most of the green belt options submitted to the SHLAA process by developers and landowners have been left in the SHLAA and assessed for the number of dwellings they might contribute.

3.40 The results of the SHLAA indicate that there is capacity for around 44,000 dwellings on currently identified sites. Without an excess of land supply capacity over and above the housing requirement target, the scope for pursuing alternative options to that in this document is limited. The SHLAA results also indicate the split on a settlement by settlement

basis between supply which is green field and supply on previously developed land, and supply which is fully compliant with existing planning policies in the RUDP (broadly existing housing allocations and sites with planning permission) as opposed to supply which lies within current protected areas such as open space and green belt. These factors have all been applied in coming to the final distribution of development within the preferred Spatial Development Option.

3.41 Overall the effect of the limitations of land supply in both the regional city of Bradford and more particularly the Principal Towns of Ilkley and Bingley results in some of the growth which would otherwise be assigned in these areas being assigned instead to the Local Growth Centres.

3.42 A further and more detailed explanation of the SHLAA results and how land supply has affected the housing targets in this Core Strategy is included in the Housing Background Paper which is available on the Council's website.

Validating and Fine Tuning the Spatial Development Option

3.43 A final stage in testing the housing distribution contained within the Spatial Development Option was a testing process to see if there were variations on the option which would give better outcomes in terms of other key goals of the Core Strategy most notably:

- Whether amendments could give better outcomes re PDL achieved;
- Whether amendments could give better outcomes re green belt required;
- Whether amendments could give better outcomes re affordable housing delivery.

The Role of Urban Extensions, Growth Areas and Local Green Belt Deletions in the Spatial Development Option

3.44 One of the key roles of the Core strategy is to outline those areas which are to be particular foci for

housing growth and to indicate in broad terms where urban extensions or local green belt deletions may be required to meet the needs for both housing and employment related development.

3.45 The land supply analysis within the SHLAA has indicated that it will be impossible to meet the district's development needs without the use of green belt land. Policy HO2 which forms part of the Spatial Development Option indicates where key land releases and growth areas will be.

3.46 Similarly based on the results of the Employment Land Study it is expected that some green belt deletions may be required to deliver the necessary employment growth. Here it is not so much an overall lack of employment land supply that is important. It is the need to improve the profile of the supply to meet the needs of the growth sectors within the Bradford economy, for example building on the success on warehousing and distribution at the Prologis site in the south of the city.

3.47 Growth areas are defined not on the basis of an absolute quantum of development envisaged but as areas where there is envisaged to be a significant increase in the current housing stock over and above what might be expected given the overall projected proportionate increase (24%) in households across the district over the plan period. There is therefore a wide difference in the actual housing targets for these growth areas ranging from 800 in Steeton With Eastburn to 3500 in Bradford City Centre. In all these areas however there will need to be care in the timing of development and the securing of necessary improvement in infrastructure.

3.48 Urban extensions are defined as major green belt releases capable of accommodating over 1000 dwellings and likely to involve mixed uses and significant supporting infrastructure. At present the Core Strategy is only identifying one such extension, at Holme Wood. The Holme Wood urban extension has been progressed as part of a wider regeneration initiative which envisages development and remodelling within the existing urban area as well as development within the green belt and which will result in the leveraging in of investment into the existing community to improve local and community facilities and enhance the environment. The Holme Wood Neighbourhood Development Plan proposals are the

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subject of a separate and parallel consultation exercise to that being carried out on the Core Strategy.

3.49 Local green belt deletions are defined as being releases from the green belt of a smaller scale where the needs for supporting infrastructure are not as great. The Core Strategy Spatial Development Option envisages that green belt deletions will be required in many of the district's settlements to meet the requirement for new housing. Further details of some of the areas of search for probable green belt deletions are outlined in the sub area policies in Section 4 (however the exact amount, number of sites, location, and boundaries of such sites will be established not in the Core Strategy but in the Allocations DPD).

3.50 The approach to urban extensions and local green belt deletions will be further developed both ahead of the Submission stage for the Core Strategy and within the Allocations DPD. The Council is

currently developing a Growth Study, the first phase of which is now complete and available on the Council's website. The Growth Study will not directly select urban extensions or green belt releases but will provide background appraisal on different options to inform final decisions.

3.51 The Growth Study has involved a number of stages. The study started by using a range of environmental criteria to narrow down the search for potential urban extensions ruling out locations where development would have an unacceptable impact on critical environmental assets and the second stage involving an appraisal of the remaining extensions by grouping them together and assessing their potential impacts on different settlements and sub areas. The criteria used were designed to pick out both positive and negative affects which the growth implied by these extensions might bring. The study utilises the background information contained within the Settlement study.

A Comparison of the Preferred Housing Distribution with the Previous 4 Options

Table SS1: The final option and comparison to the earlier 4 options

	Original 4 Options				Preferred Spatial Development Option	
	No. and %				No and %	Approx Increase In Dwelling Stock
	1	2	3	4		
Regional City of Bradford	32500 65%	25000 50%	35000 70%	32500 65%	28000 61.5%	22%
Principal Towns	15000 30%	15000 30%	10000 20%	5000 10%	7900 17.5%	23%
Local Growth Centres	2500 5%	10000 20%	5000 10%	10000 20%	6100 13.5%	37%
Local Service Centres				2500 5%		

Note: The absolute housing quantum's are directly comparable since the initial 4 options distribute a total target of 50,000 new homes compared to just 45,500 in the preferred Spatial Development Option.

The Preferred Spatial Development Option

3.52 The Preferred Spatial Development Option is therefore a hybrid of the previous four spatial options which aims to make the prime focus of housing and economic development the regional city of Bradford.

Table SS2 The Regional City of Bradford

Overall Housing Target	28000
% of District Total Housing Target	61.5
Estimated Increase In Housing Stock	22%

Table SS3 - Housing growth split between the different parts of the regional city

Bradford City Centre	3500
Canal Rd	3000
Shipley	2000
SE Bradford	6000
NE Bradford	5000
SW Bradford	4500
NW Bradford	4000

3.53 Based on the overall housing targets above and also including windfall contributions, the affordable and housing quotas set out in Policy HO11, approximately 6500 affordable homes should be delivered.

3.54 The required level of housing development will be delivered via:

- The development of existing unimplemented housing sites;
- New allocations within the built up areas focusing where possible on the use of previously developed land;
- Areas of existing RUDP designated safeguarded land;
- Growth areas – Bradford City Centre, and the Shipley & Canal Road Corridor;

- An Urban Extension at Holme Wood ;
- Local green belt deletions

3.55 The key focus for employment related development will be Bradford City Centre, the Leeds Bradford Corridor, Esholt/Apperley Bridge, and Bradford South including the M606 corridor and existing Employment Zones.

3.56 The prime regeneration focus will be Bradford City Centre together with the delivery of improvements to Shipley town centre.

Table SS4 The Principal Towns

Overall Housing Target	7900
% of District Total Housing Target	17.5
Estimated Increase In Housing Stock	23%

Table SS5 - Housing growth split for Principal towns

Keighley	5000
Bingley	1600
Ilkley	1300

3.57 Based on the overall housing targets above and also including windfall contributions the affordable housing quotas set out in Policy HO11, approximately 2,250 affordable homes should be delivered.

3.58 The required level of housing development will be delivered via:

- The development of existing unimplemented housing sites;
- New allocations within the built up areas focusing where possible on the use of previously developed land;
- Areas of existing RUDP designated safeguarded land;
- Local green belt deletions

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3.59 The key focus for employment related development will be the Airedale Corridor in particular northern and eastern Keighley, building on the success of digital technology sector in the corridor together with existing Employment Zones.

3.60 The prime regeneration focus will be Keighley.

Table SS6 The Local Growth Centres

Overall Housing Target	6100
% of District Total Housing Target	13.5
Estimated Increase In Housing Stock	37%

Table SS7 - Housing growth split between local growth centres

Burley In Wharfedale	500
Menston	900
Queensbury	1500
Silsden	1700
Steeton w. Eastburn	800
Thornton	700

3.61 Based on the overall housing targets above and also including windfall contributions the affordable housing quotas set out in Policy HO11, approximately 2,250 affordable homes should be delivered.

3.62 The required level of housing development will be delivered via:

- The development of existing unimplemented housing sites;
- New allocations within the built up areas focusing where possible on the use of previously developed land;
- Areas of existing RUDP designated safeguarded land;
- Growth areas – Menston, Queensbury, Silsden and Steeton with Eastburn;
- Local green belt deletions

3.63 The key focus for employment related development will be on existing allocations at Silsden and existing Employment Zones.

Table SS8 The Local Service Centres

Overall Housing Target	3500
% of District Total Housing Target	7.5
Estimated Increase In Housing Stock	16%

Table SS9 - Housing growth split between the local service centres

Addingham	400
Baildon	550
Cottingley	300
Cullingworth	200
Denholme	450
East Morton	150
Harden	150
Haworth	600
Oakworth	250
Oxenhope	150
Wilsden	300

3.64 Based on the overall housing targets above and also including windfall contributions the affordable housing quotas set out in Policy HO11, approximately 1150 affordable homes should be delivered.

The required level of housing development will be delivered via:

- The development of existing unimplemented housing sites;
- New allocations within the built up areas focusing where possible on the use of previously developed land;
- Areas of existing RUDP designated safeguarded land;
- Local green belt deletions

3.65 The key focus for employment related development will be on existing allocations to meet local need and the support of small businesses and rural diversification.

Strategic Core Policies

3.66 In order to support the delivery of the spatial vision and objectives, a limited number of strategic core policies are proposed. These set out the core approach and have been used to inform the more detailed approach and policies in subsequent sections of this document. All other DPDs will also need to conform with the policies. They will also be used to inform other development and investment decisions.

Strategic Core Policy 1 (SC1) Overall Approach and Key Spatial Priorities

A. Growth and change will be managed across places and communities in Bradford District in order to deliver the Spatial Vision and objectives and achieve sustainable development

B. Plans, strategies, investment decisions and programmes should aim to:

1. Transform economic, environmental and social conditions of the District, in particular Bradford City Centre, Airedale, Shipley and the Canal Road Corridor and the Leeds Bradford Corridor.
2. Manage and spread the benefits of continued growth of the Bradford economy as part of the Leeds City Region.
3. Enhance the role of Bradford District within the wider Leeds City Region as an important business location with a good supply of labour, housing and associated community provision.
4. Optimise the opportunities provided by the close proximity of Leeds Bradford International Airport as an international business gateway for the District and the region.
5. Support Ilkley, Keighley and Bingley and Local Growth Centres and Local Service Centres as hubs for the local economy and community and social infrastructure and encourage diversification of the rural economy of the district.
6. Protect and enhance the District's environmental resources including areas of international and national importance, such as the South Pennine Moors, and the character and qualities of the Districts heritage, landscape and countryside including for economic and social development
7. Ensure resilience and become adaptable to environmental threats to the District and minimise the District's exposure to those threats.
8. Avoid increasing flood risk, and manage land and river catchments for flood mitigation, renewable energy generation, biodiversity enhancement and increased tree cover.
9. Ensure that transport management and investment support and help deliver the Core spatial strategy, in particular sustainable patterns of development, inclusive access to jobs and facilities, and shift to sustainable forms of movement.
10. Ensure that developments are of high quality and contribute to inclusive built and natural environments which protect and enhance local settings, character, distinctiveness and heritage.

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OUTCOMES	INDICATORS	TARGETS
A more sustainable pattern of growth and movement will have been achieved across the Bradford District	See Appendix 10	

LEAD ROLES	MAIN MECHANISMS
Bradford Council	Local Development Framework Local Transport Plans Community strategies Housing Strategies Economic Strategies Other strategies, plans, programmes and investment decisions
Regional, sub regional and local organisations	Strategies, plans, programmes and investment decisions

3.67 The purpose of Core Policy SC1 is to state in a simple way what the Core Strategy, at its very core, is seeking to achieve and to establish key priorities for capitalising on and addressing the most strategic strengths and issues across the District. These high level priorities are further developed through the sub areas.

3.68 The District has suffered from the decline in its traditional industries which resulted in significant economic change. This has contributed to more concentrated levels of deprivation (as indicated in Fig SS4 which shows indices of multiple deprivation in the district). There is major opportunity to further strengthen and renew the District's cities and major towns as the prime focus of activity. Much remains to be done to create more attractive living and working environments.

3.69 Parts of the Bradford District have some of the UK's highest levels of crime and fear of crime. Low levels of education attainment and lack of basic skill requirements are also evident. Significant levels of deprivation are concentrated in many of the urban parts of the District, especially in the City of Bradford and Keighley. In rural areas, isolation and peripheralness also generate significant issues. Overall, there is a need for a more interventionist based approach to connect people in need with opportunities and reduce exclusion and inequalities. Studies show that accessibility to opportunities, facilities and services has a key influence on people's quality of

life. The voluntary and community sector will have an essential part to play in helping to address exclusion, inequality and crime in the District.

3.70 A good quality environment is critical to the social, economic and environmental well-being of the District. Pressures on our environmental assets and resources are likely to increase with the demands for growth. The District is particularly susceptible to a number of environmental threats such as flooding, atmospheric pollution and soil degradation, as well as the multi faceted impacts of climate change. Positive, responsible environment management will be vital to safeguard and improve our environment, including air quality, and the well-being of people in the District.

3.71 The District's economy has grown recently, but dynamics of change in global, national and local economies means that growth and productivity gains remain key District and City Region priorities. The major loss of manufacturing jobs and the growth of the service based economy has produced disparate economic conditions and prospects around the District.

3.72 Patterns of growth in the past have contributed to congestion, pollution, isolation and urban disinvestments. More efficient and environmentally friendly movement patterns will be required to support a competitive economy, healthier lifestyles and a quality environment.

3.73 Many parts of the District continue to need to be restructured and the legacies left by past industrialisation addressed. The industrial age has provided a very rich and distinctive character and heritage to the District and had a marked effect on communities and the physical environment. The Northern Way initiative reflects the need for the Leeds City Region and cities like Bradford to act as the powerhouses of new economic growth in the UK. This will be a key means to achieve economic transformation.

3.74 The District needs, over the long term, to capitalise on existing strengths, unlock potential and to improve the quality of life, prosperity and health of current and future generations. Economic, social and environmental progress has been uneven across the District. Continued unbalanced development will threaten the future quality of life and competitiveness of the District – with 'overheating' of already successful areas (through congestion, and reduced environmental quality) and a 'failure to capitalise' on the latent strengths of under-performing areas.

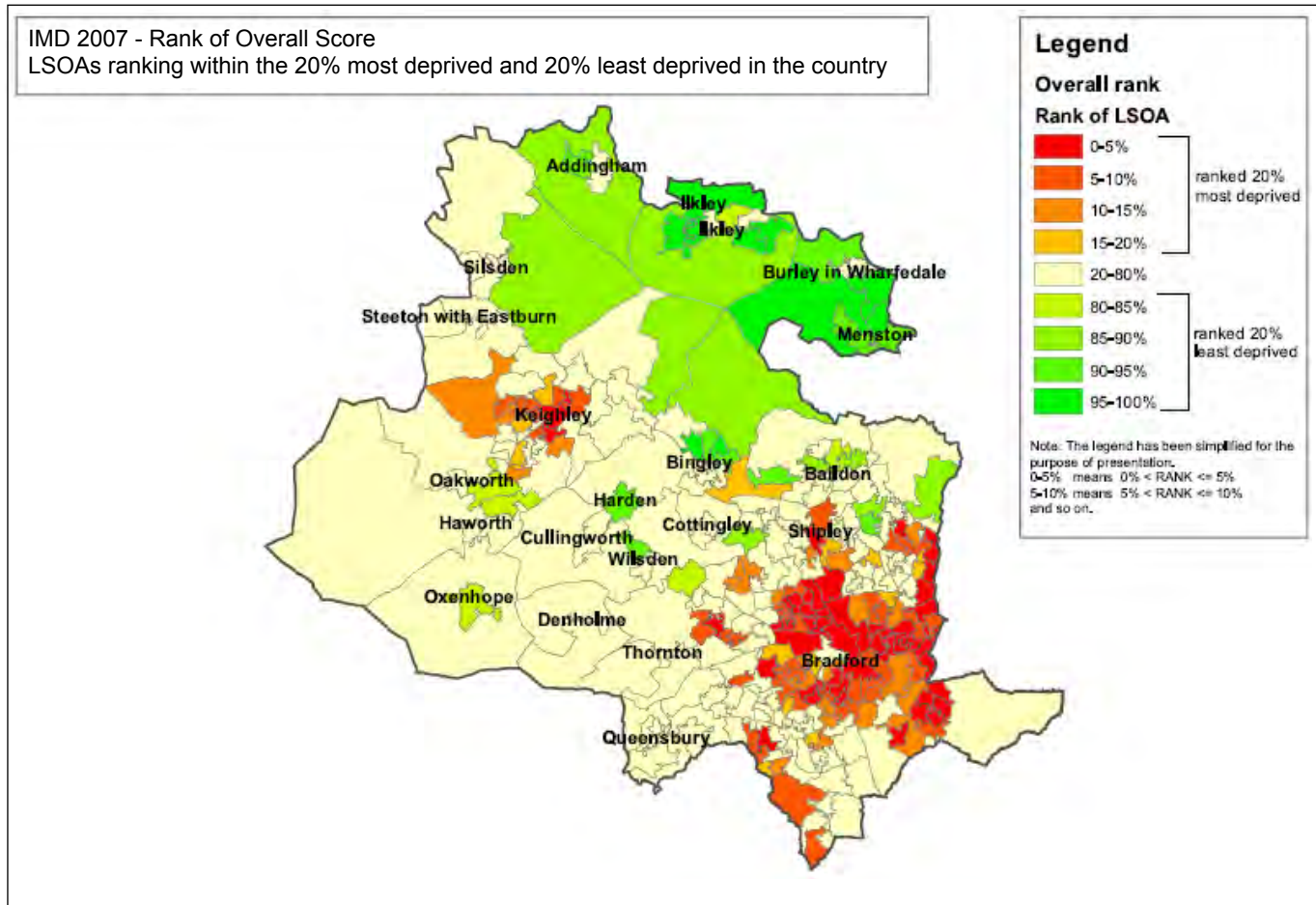
3.75 The recent growth of the District economy has been fuelled by the significant expansion of knowledge, business and financial services industries as part of the 'Leeds Economy'. Maintaining and sharing out the benefits of this growth is a key Leeds city regional challenge.

3.76 The District is large and diverse, in terms of land area it is mainly rural in character. The City of Bradford and the towns of Ilkley, Keighley and Bingley need to provide a strong focus for local communities, in terms of service provision and employment and housing opportunities. This will help to promote greater self-sufficiency in rural areas. The District offers a high quality environment, including Green Flag award winning Public Parks and gardens and Moorland countryside. The character and qualities of the countryside needs to be protected and enhanced in their own right. It also offers a key opportunity to stimulate new economic activity, particularly for more isolated and peripheral rural areas.

The Grove, Ilkley



Figure SS4: Indices of Multiple Deprivation



Climate Change and Resource Use

3.77 The Climate Change Act 2008 introduced a statutory target of reducing carbon emissions by 80% below 1990 levels by 2050, with an interim target of 34% by 2020. This was followed by the Low Carbon Transition Plan that set out how the UK will achieve these dramatic reductions in emissions. Important elements in the Plan are to reduce the energy used in homes and workplaces and to improve the UK's position as a centre of green manufacturing in low carbon sectors. All local authorities need to prepare strategies that make a full contribution to the delivery of the UK Climate Change Programme and energy policies.

3.78 Addressing climate change is therefore a key government priority for the planning system. The

Planning Act of 2008 introduced a new duty for local development frameworks to address climate change. Key challenges identified in The Act are; securing progress against the UK's emission targets, delivering the ambition of zero carbon development and shaping sustainable communities that are resilient to climate change. In 2007 the Government published the Planning and Climate Change supplement to PPS 1, which identifies key planning objectives.

3.79 In 2010 Communities and Local Government published a consultation paper entitled 'Planning for a Low Carbon Future in a Changing Climate', which required Local Development Frameworks to set out how an area will be planned to adapt to the opportunities and impacts arising from changes in the climate. New development should ideally be planned to avoid significant vulnerability to impacts arising

from changes in the climate. Where development needs to be brought forward in areas that are vulnerable, risks need to be managed through suitable adaptation measures so as to provide sufficient resilience.

3.80 The Sustainable Community Strategy identifies 'a more sustainable environment which has a positive effect on climate change' as one of 3 priorities for the environment. The consultation response to the Environment Topic Paper made it clear that adapting to climate change and reducing its impact needed to be an important influence on the development of locations identified for development and policies for the Core Strategy, not just those relating specifically to the environment. There was support for reducing carbon emissions and the role of the LDF in achieving this.

3.81 Addressing climate change is a strategic core policy as it is a priority both for the council and national government. Sub-sections relating to energy, flood risk, biodiversity, green infrastructure, transport and environmental protection provide more detail on addressing impacts.

Strategic Core Policy 2 (SC2) Climate Change and Resource Use

Plans, strategies, investment decisions and programmes should:

A. Plan for the adaptation and long term resilience to the impacts of climate change in the district by:

1. Assessing the risks and designing an appropriate level of adaptation into all aspects of regeneration projects, new development and improvements to infrastructure.
2. Working with partner organisations and local communities to appraise, reduce and manage all sources of flooding.
3. Facilitating the management and expansion, where appropriate, of vulnerable habitat types, primarily blanket bog and woodland and supporting action plans for habitats and species at risk.

4. Addressing the opportunities and pressures that an increasing population has on the districts land resource, particularly in key locations for tourism and recreation.
5. Working with partner organisations to address fuel poverty and to stimulate the local energy sector to deliver carbon saving measures.
6. Aiming to improve air quality overall, to integrate road transport emission reduction into decision making and to address the impact of climate change on buildings, public spaces and vulnerable groups.
7. Working with the districts businesses to maximise opportunities from the move to a low-carbon economy, to raise awareness of increasing future costs of energy and water and to minimise potential disruption to local infrastructure.

B. Support the Councils carbon reduction targets by:

1. Maximising energy efficiency, use of sustainable transport and other forms of infrastructure by focusing development and activity in the Regional City of Bradford, followed by Keighley, Bingley and Ilkley.
2. Locating development where it will support opportunities for the delivery of renewable and low carbon energy, green infrastructure and improvements to public transport and facilities for walking and cycling.
3. Meeting the local challenges of moving towards low carbon living by engaging with residents and businesses to create sustainable and resilient communities, particularly in Local Growth Centres.

C. Seek to assess and manage the impact of future decisions on the districts natural resources

D. Encourage better energy, resource and water use and minimise resource demands from development.

Background and Justification

3.82 The Yorkshire and Humber Climate Change Adaptation Study provides information at a regional and district level on projected climate change and the potential impacts of change. The projected changes that the district is likely to face by the 2050s include; higher winter average temperatures, hotter and drier summers, winter average rainfall increasing by 15% and slightly higher winter wind speeds.

3.83 In seeking to take account of the vulnerability of areas to impacts arising from changes in the climate, assessments can be informed directly by the latest set of UK Climate Projections. In future these may be used to test service and project delivery against a range of possible scenarios as our ability to model future climate change and quantify uncertainties improves. The degree of resilience built into projects will also be dependent on cost and viability.

3.84 It is predicted that flood risk will increase due to more frequent severe storms bringing higher intensity rainfall and increasing run-off from land and buildings. This will cause rivers and streams to experience higher than normal flood flows and levels, and sewers and drains to surcharge more frequently than at present. Bradford is particularly vulnerable to flooding caused by direct rainfall. Climate change could therefore increase the numbers of properties at risk and the incidence of blockages in watercourses, drains and culverts. It could also cause disruptions to low lying sections of roads and railways.

3.85 PPS 25, relating to Development and Flood Risk, advocates a partnership approach to flood risk, which was used to progress the Council's Strategic Flood Risk Assessment. It also makes the link between avoidance and management of flood risk and future quality of life and the development of sustainable communities. Bradford Council has a history of working pro-actively to address local flood risk issues, bringing in expertise from local universities and organisations from other areas in Europe to work with communities on a range of projects. The provisions of the Floods and Water Management Act give local authorities a stronger leadership role in the future.

3.86 The District's overall vulnerability to the impact of climate change depends on the attributes of its population, stocks of property and infrastructure, land

resource, wildlife and organisations. While a number of the changes in weather patterns, for example the trend towards hotter, drier summers, are not expected to be established until the middle of the century, many of the decisions being made in the 2020s about major projects, property, infrastructure and tree-planting will have an anticipated lifespan that extends into the next century.

3.87 Hotter, drier summers are likely to have an impact on the upland wetland of the South Pennine Moors which could lead to greater fragmentation of sensitive habitats. Changes in the management of wetland and river habitats may be appropriate, where feasible, to assist in adaptation to intense periods of rainfall and summer drought. Tree loss is also predicted either due to the overall trend of changes in the local climate or where individual areas of woodland become waterlogged and affected by wind.

3.88 Increases in the number of people visiting popular locations for outdoor leisure are also likely. Sports grounds and intensively-used areas of open space and rights of way may become more difficult to manage due to heightened wet dry cycles between winter and summer and changes in maintenance, surfacing and planting regimes could be required.

3.89 The results of ongoing research work into carbon sequestration by the Forestry Commission and Natural England and through the partnerships involved in the Leeds City Region and Sustainable Uplands Projects need to be analysed within the district context, in association with work on carbon modelling. There may be potential during the plan period for developing a programme to link emissions from new development with the retention or creation of carbon sinks through protection and creation of woodland and restoring peat.

3.90 Periods of high temperatures could also increase the likelihood of air pollution events. An Air Quality Strategy, which aims to take a proactive approach to help maintain and improve air quality within the District, has recently been produced. Air quality problems in Bradford are mainly attributable to transport. Many of the most densely populated areas of the district are located in the bottom of river valleys or basins which can trap poor air quality within the urban areas. Without intervention the need to accommodate growth and development could lead to air quality being worse in the future. The District has

a high incidence of deaths from heart disease and in some areas the incidence of asthma is significantly higher than the national average.

3.91 The vulnerability of the housing stock to the impacts of climate change will be dependent on its location, age, state of repair and efficiency of insulation and heating systems. The stock profile of private sector dwellings in Bradford is generally older than the national average. The need to regenerate the stock of housing and to accommodate growth will present opportunities to reduce energy use. Fuel poverty, caused by increasing costs of energy, low household income and properties with poor energy efficiency, is also a significant issue for Bradford. The best means of reducing fuel poverty is by increasing the energy efficiency of the homes of vulnerable people and to address this issue Bradford has an Affordable Warmth Strategy. The Council is also working with partners in the Leeds City Region to maximise the opportunities to deliver carbon saving in the housing sector.

3.92 The impact of climate change on the districts manufacturing industries will be process specific, however businesses will generally be susceptible to higher energy costs and to disruptions to supply networks and to transport infrastructure. Limitations imposed on water use during drier summers may also affect process efficiency. Advanced technology companies and those associated with universities and advanced manufacturing will be presented with opportunities to develop adaptation measures to climate change impacts.

3.93 The Planning and Climate Change supplement to PPS 1 identifies a number of key planning objectives. The spatial distribution, location and design of development should aim to secure the highest viable resource and energy efficiency and reduction in emissions. Patterns of urban growth and sustainable rural development should help secure the fullest possible use of sustainable transport and decentralised energy. Where information was available to support these objectives, they have influenced the development of Bradford's spatial strategy.

3.94 Future planning for the district will involve managing increasing energy costs and carbon exposure which will require service providers, businesses and individuals to reduce fossil fuel

consumption. The Core Strategy seeks to identify urban extensions and locations for development that are resilient to higher fuel, energy and travel costs and support a longer term shift in living patterns towards more locally based activity.

3.95 Seeking to locate the majority of new development in existing urban areas will reduce the need for additional supporting infrastructure and resource use. However the scale of development required to accommodate growth will inevitably have a significant impact on the districts environment, including take-up of land, air quality, an increased demand for water and energy and the generation of additional quantities of waste.

3.96 The sustainability appraisal process provides an assessment of vulnerability to climate change and the potential impact of the Core Strategy's proposals on environmental quality and natural resources. It puts forward mitigation measures to be incorporated into the plans preparation that reduce its environmental impacts. The Council is starting to develop a strategic corporate approach to assessing environmental impacts and resource management.

3.97 In January 2010 the Council agreed to CO² reduction targets for this District, these included "a 40% cut in District-wide carbon emissions by 2020, using 2005 as a baseline year". Bradford District emissions are currently 3 000 000 tonnes CO²e annually or 5.8 tonnes CO²e per person per year. The source of the CO² is made up of:

- 1.14 million tonnes from domestic dwellings
- 0.60 million tonnes from road transport
- 1.23 million tonnes from industry and commerce

3.98 To achieve the 2020 target, emissions would need to be 1 800 000 tonnes CO₂e. In terms of an individuals contribution to emissions this would mean; 5.8 tonnes CO₂e per person per year going down to 3.5 tonnes CO₂e per person per year.

3.99 Bradford Council has made good progress in developing an understanding of the greenhouse gas emissions from its own operations. This has informed the development of a strategic approach to carbon budgeting to meet agreed carbon reduction targets. More detailed work would be required to develop a

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carbon reduction trajectory to achieve the 40% reduction target by 2020.

OUTCOMES	INDICATORS	TARGETS
Greenhouse gas emissions will have been reduced	Greenhouse gas emissions	Reduce greenhouse gas emissions from the District in 2016 by 20%-25% (compared to 1990 levels) with further reduction thereafter.
The District will continue to adapt successfully to the predicted impacts of climate change	Number of planning permissions granted contrary to sustained objections from Environment Agency about flood risk	Nil planning permissions granted contrary to sustained objection from Environment Agency
Resource use will have reduced	Energy, resource and water efficiency of buildings. Renewable energy capacity. Waste management facilities	Increase average home energy rating to SAP65 by 2016 for all stock. All new publicly funded housing meets at least level 3 of the Code for Sustainable Homes. All new public sector funded development meets at least BREEAM 'Very good'.

LEAD ROLES	MAIN MECHANISMS
Bradford Council	Local Development Framework Local Transport Plans Other strategies, plans, programmes and investment decisions
Regional, sub regional and local organisations	Strategies, plans, programmes and investment decisions

Working Together

3.100 The Council recognises that the Core strategy Policies require wide ranging collaboration and co-operation with partners in the public, private and voluntary sectors. Policy SC3 below identifies key issues and opportunities for working together to make great places.

Strategic Core Policy 3 (SC3) Working Together to Make Great Places

Plans, strategies, investment decisions and programmes should be based on:

A. Effective collaboration between the Council, partners and communities within the District and the Leeds City Region, particularly to:

1. Support the renewal and regeneration of urban and rural areas.
2. Address low and high housing demand.

3. Balance housing with current and future employment opportunities.
4. Promote polycentric networks of different places with complementary roles, based on their own strengths and characteristics.
5. Realise the potential of Leeds City Region and ensure that benefits are spread across it.
6. Achieve effective environmental management and enhancement and address climate change.
7. Manage development to support economic and housing growth in the District, in particular the Leeds Bradford Corridor and Airedale Corridor.
8. Make the best use sustainable modes of transport, including inter-city regional road and particularly rail and water transport links.
9. Achieve effective landscape and environmental management and enhancement.

OUTCOMES	INDICATORS	TARGETS
All plans, strategies, and investment decisions have collectively achieved identified District priorities.	Conformity of LDF with the RSS	
There has been successful collaboration with adjoining authorities in the Leeds City Region and Central Lancashire City Region to achieve a better performing North of England	Performance of North of England	

LEAD ROLES	MAIN MECHANISMS
Bradford Council	Local Development Framework Local Transport Plans Other strategies, plans, programmes and investment decisions
Regional, sub regional and local organisations	Strategies, plans, programmes and investment decisions

3.101 Within the District, there are many different and distinctive urban and rural settlements – a polycentric model of managing change and development offers a framework for planning the District's future. On the basis that not every where can offer every service or meet every need, it is important that places across the District are well connected and recognise inter-dependencies so that complementary, rather than competing roles are developed. The Core Strategy and the Leeds City Region Development Programme provide a key mechanism for collaborative working to fully realise the economic value of the District's city, towns and hinterlands. This issue transcends regional boundaries given the close relationships of parts of the District with the Northwest region.

3.102 This focus on co-operation rather than competition does not support the domination of one area over others. It seeks to overcome the concept of core and peripheral areas.

3.103 There are very strong functional linkages with adjoining areas, in particular Leeds, Craven and Kirklees which influence how people, live, shop, work and access leisure and cultural facilities. Spatial planning in the Bradford District has an important role to play in realising regeneration and renewal objectives elsewhere. These links are further developed in the Core Strategy sub areas policies.

3.104 Transport routes in the District form part of a key national and Trans European network -including the M62 motorways and access to airports. Transport is a key opportunity area for improving the economic competitiveness of the District and the North of England creating the need for joint management and planning approaches and requires effective collaboration between regions.

3.105 South Pennine Moor Special Protection Area, River Aire and River Wharfe catchment areas and flood risk areas also cross district and regional boundaries.

Hierarchy of Settlements

3.106 As has been explained above, the use and articulation of a settlement hierarchy in guiding and controlling the distribution of growth and development is a tool already used and established within both the RUDP and the RSS and one which can play a major role in establishing a sustainable pattern of growth and development across the district.

3.107 While the settlement hierarchy approaches of the RUDP and RSS were based upon a range of detailed evidence and analysis, including the Regional Settlement Study of 2004, it is important that the principles behind them are tested debated and if necessary adjusted within this Core Strategy to reflect the challenges and circumstances facing the district both now and over the next 20 years.

3.108 While broadly in line with the approach of the RSS this Core Strategy has taken the opportunity to use the information contained within Bradford's own settlement study and the practicalities of the land supply situation to make some adjustments to the core RSS approach.

3.109 The Core Strategy has therefore made two significant changes. Firstly it has added a Principal Town (Bingley) so that this town's role in providing homes, jobs, services and cultural activities to the area and its importance within the Airedale Strategy's regeneration proposals. Secondly it has added an additional tier of 'Local Growth Centres' between the Principal Towns and much smaller Local Service Centres. This reflects both land supply constraints in the upper two tiers and the fact there are significant differences in the characteristic of the settlements below the Principal towns level.

3.110 The following policy therefore seeks to both identify the key differences in scale and nature of development envisaged between the different parts of the district and give a more spatially specific outline of the key priorities for plans, strategies and investment decisions at each tier.

Strategic Core Policy 4 (SC4) Hierarchy of Settlements

Regional City

A. The Regional City of Bradford (with Shipley and Lower Baildon) will be the prime focus for housing, employment, shopping, leisure, education, health and cultural activities and facilities in the District.

B. The City of Bradford (with Shipley and Lower Baildon) will be transformed into attractive, cohesive, inclusive and safe places where people want to live, work, invest, and spend time in. Plans, strategies, investment decisions and programmes should:

1. Achieve a wide range of housing and employment offer to meet the needs of the communities and modern employees.
2. Develop a strong sense of place with a high quality of public realm and well designed buildings within a clear framework of routes and spaces.
3. Create new and improve existing green areas, networks and corridors including the urban fringe to enhance biodiversity and recreation.
4. Strengthen the identity and roles of Bradford City Centre and Shipley Town Centre as accessible and vibrant focal points for high trip generating uses.
5. Improve public transport systems and services and increase opportunities for walking and cycling, in particular along the Leeds Bradford Corridor.
6. Improve connectivity with the adjoining Regional City of Leeds to access housing, employment and community facilities.

Principal Towns

A. Ilkley, Keighley and Bingley will be the main local focus for housing, employment, shopping, leisure, education, health and cultural activities and facilities.

B. The roles of Ilkley, Keighley and Bingley as accessible and vibrant places to live, work and invest should be enhanced.

Plans, strategies, investment decisions and programmes should:

1. Improve accessibility from surrounding areas and improve their function as hubs for transport services and interchange.
2. Improve public transport links between Ilkley, Keighley, Bingley, Leeds and Bradford.
3. Ensure that they provide the main focus for employment development in rural areas.
4. Enhance the vitality and viability of town centres.
5. Create new and improve existing green areas, networks and corridors including the urban fringe to enhance biodiversity and recreation.

Local Growth Centres

A. Burley in Wharfedale, Menston, Steeton with Eastburn, Silsden, Queensbury and Thornton are the most accessible and sustainable local centres located along key public transport corridors and should be the focus for local housing, employment and supporting community facilities.

B. The roles of Burley in Wharfedale, Menston, Steeton with Eastburn, Silsden, Queensbury and Thornton as accessible, attractive and vibrant places to live, work and invest should be enhanced.

Plans, strategies, investment decisions and programmes should:

1. Improve accessibility from surrounding areas and improve their function as hubs for transport, local facilities, affordable and market housing needs.
2. Improve public transport links between Local Growth Centres and with Regional City of Bradford and the Principal Towns of Ilkley, Keighley and Bingley and also the Regional City of Leeds and the Principal Towns of Halifax and Skipton.
3. Ensure that they support economic diversification.
4. Enhance the vitality and viability of local growth centres.
5. Create new and improve existing green areas,

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networks and corridors including the urban fringe to enhance biodiversity and recreation.

Local Service Centres and Rural Areas

Local Service Centres of Addingham, Baildon, Cottingley, Cullingworth, Denholme, East Morton, Harden, Haworth, Oakworth, Oxenhope, Wilsden and rural areas will be protected and enhanced as attractive and vibrant places and communities, providing quality of place and excellent environmental, economic and social resource and development commensurate to the Local service Centre. Plans, strategies, investment decisions and programmes should:

1. Achieve a high standard of design that protects and enhances settlement and landscape diversity and character.
2. Support innovative means of accessing and delivering services.
3. Retain and improve local services and facilities, particularly in Local Service Centres.
4. Support economic diversification, including leisure and tourism offer, live work, home working.
5. Meet local needs for both market and affordable housing.
6. Create new and improve existing green areas, networks and corridors including the urban fringe to enhance biodiversity and recreation.

OUTCOMES	INDICATORS	TARGETS
The City of Bradford, Shipley and Lower Baildon will provide a high quality of place and will be desirable places to live, work and visit.	Population levels Population structure Migration Economic growth GVA	More than 60% of housing development in the District as a whole to be focused on the City of Bradford, Shipley and Lower Baildon
Ilkley, Keighley and Bingley will have been strengthened as the main local focus for housing, employment, shopping, leisure, education, health and cultural activities and facilities.	Population levels Population structure Migration Economic growth GVA	
Burley in Wharfedale, Menston, Steeton with Eastburn, Silsden, Queensbury and Thornton will have been strengthened as Local Growth Centres benefiting from quality market and affordable housing, employment and associated community facilities.	Population levels Population structure Migration Economic growth GVA	

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OUTCOMES	INDICATORS	TARGETS
Addingham, Baildon, Cottingley, Cullingworth, Denholme, East Morton, Harden, Haworth, Oakworth, Oxenhope, Wilsden and rural areas will have been enhanced and protected, and will provide an excellent environmental, economic and social framework for the provision of local market housing and affordable housing to meet needs.	Population levels Population structure Migration Economic growth GVA	

LEAD ROLES	MAIN MECHANISMS
Bradford Council	Local Development Framework Development Management Local Transport Plans Community strategies Other strategies, plans, programmes and investment decisions
Regional, sub regional and local organisations	Strategies, plans, programmes and investment decisions

3.111 Policy SC4 applies to the **Regional City** of Bradford including Shipley and Lower Baildon as shown on Key Diagram Appendix 11 and in the sub area section. The City of Bradford, Shipley and Lower Baildon provide the main focus of new housing development and of employment, shopping and health, leisure, business and public services in the District.

3.112 Focusing development, investment and activity on the City of Bradford, Shipley and Lower Baildon offers the greatest scope to: re-use land and buildings; make the most of existing infrastructure and investment; reduce greenhouse gas emissions and related impacts by reducing the need to travel; maximise accessibility between homes, services and jobs; foster wide-ranging inclusion and, encourage the use of public transport. Over 60% over the district's housing development is planned for the regional city under the proposals of Policy HO3. While this reflects the fact that the regional city is likely to see the greatest rate of increase in the need for housing, the Plan envisages that there will need to be a modest degree of dispersal of housing growth to other

settlements to reflect the land supply limitation in the regional city to ensure that growth and regeneration is also fostered in the Principal Towns and to ensure that sufficient provision is made for affordable and local needs housing in the Local Growth and Local Service Centres.

3.113 The Council therefore recognises that housing and economic growth will assist with regeneration efforts in the City of Bradford and Shipley whilst enhancing the viability of key infrastructure provision, including public transport, shops and other community facilities.

3.114 The industrial legacy in the District presents both major opportunities and significant constraints. Over the last century, urban areas have often been neglected, with a relatively slow pace of renewal and change. Much progress has been made over recent years, such as increased city centre living and more brownfield development. However, much of the physical fabric of urban areas remains outmoded for modern day living and working and meeting the needs of the 21st century.

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3.115 It is vital that the momentum of urban renewal in the City of Bradford is not only maintained but increased. Major 'step change' is required to deliver high quality urban places. Comprehensive and co-ordinated action will be required to counter negative images, deal with social exclusion, reduce high crime rates, raise education standards and provide for better amenity. This will help to foster cohesive communities and retain families.

3.116 The District's legacy from the industrial age remains a powerful influence on the nature of its people and community. It has shaped the fundamentals of the City, Principal Towns and Villages of the District. Alongside a legacy of fine civic buildings and parks and gardens, there are often less welcome stocks of older houses such as back to back terraces and industrial buildings, which cannot really be adopted to today's and tomorrow's needs. Where markets for housing and business premises are weak, this has often led to concentrations of physical decline and under-investment often with high levels of exclusion as can be found in parts of the City of Bradford.

3.117 Greater emphasis needs to be placed on the design and management of the public realm. Well-designed places, buildings and public places are essential to achieving and sustaining urban renaissance and reducing crime. Open spaces have a vital role to play. Parks, squares, greens and wildlife areas can all help create a stronger and more attractive identity – with more opportunities for leisure and recreation, increased biodiversity and healthier lifestyles.

3.118 The City of Bradford is a key driver of the economy and Bradford City Centre has a key role to play in realising opportunities in the more serviced based and knowledge driven economy. The focus on City of Bradford, Shipley and Lower Baildon provides for a balanced range of investment to take place across the District to foster a strong network of polycentric places. Compact places, designed to increase the use of public transport, walking, and cycling will help to make the City of Bradford livelier, more attractive and more environmentally friendly.



Cycling along the Leeds and Liverpool Canal

Figure SS5: The District Settlements



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3.119 The **Principal Towns within the district are Ilkley, Keighley and Bingley**, as identified in the Core Strategy (Key Diagram Appendix 11 and in the Sub Area sections). They vary in size and function but fulfil a District wide significant role as service, employment and transport hubs for their surrounding areas. While on a smaller scale than that within the regional city, these towns will be a main focus for the provision of new housing and will provide an important focal point for services, facilities and employment – complementing and supporting the roles of the City of Bradford and the City of Leeds. This focus supports a pattern of service centres to meet the needs of rural areas and support a balanced pattern of development across the District. Relative to the overall number of settlements in the District, a local development focus on these 3 principal towns provides an efficient and concentrated approach to investment and service delivery. As significant towns in their own right it is important that public transport services enable local communities to efficiently access their services, facilities and employment opportunities. Transport is fundamental in enabling settlements to function as a network of different places fulfilling different roles and providing different opportunities.

3.120 Their town centres provide a key focus for commercial, service and cultural activity. Improving the performance, management and attractiveness of town centres is important to the future roles of towns across the District.

3.121 It is important that while growth and change is supported within the Principal Towns, the character and distinctiveness of them is protected and enhanced – for economic, environmental and social reasons. Open spaces within settlements, edges and settings and historic buildings, areas and street patterns all have a strong influence on their character and distinctiveness.

3.122 The **Local Growth Centres within the district are Burley in Wharfedale, Menston, Steeton with Eastburn, Silsden, Queensbury and Thornton**, as identified in the Core Strategy (Key Diagram In Appendix 11 and in the Sub Area sections). They vary in size and function but fulfil a District wide significant role as settlements along key public transport corridors providing attractive and vibrant places for their surrounding areas. These centres will provide an

important focal point for affordable housing and market housing needs as well as employment and associated community facilities - complementing and supporting the roles of the Regional City of Bradford, the Regional City of Leeds, Sub Regional Town of Halifax and the Principal Towns of Skipton, Ilkley, Keighley and Bingley. This focus supports a pattern of service centres to meet the needs of rural areas and support a balanced pattern of sustainable development across the District with high quality links to Halifax, Skipton and Leeds beyond the District boundary.

3.123 Despite their smaller scale, the levels of housing development envisioned within the Core Strategy in these local growth centres means that sustainable patterns of development will be dependent on maintaining and where possible improving public transport services. This will enable local communities to access services and employment opportunities both within the Local Growth Centres and within neighbouring larger settlements and centres.

3.124 It is important that the growth and change which occurs within the Local Growth Centres is achieved without detracting significantly from their character and distinctiveness. Elements that should be protected wherever possible include valued open spaces within settlements, and historic buildings and their settings. It is also important that the development which does occur within Local Growth Centres makes maximum contribution to meeting the needs of those local communities and in supporting and enhancing the viability of the local services.

3.125 The District's **Local Service Centres and rural areas** form the fourth element of the settlement hierarchy. The Local Service Centres are listed in Policy SC4.

3.126 The Yorkshire and Humber Rural Framework has identified the Region's rural priorities. Many of the issues that affect rural areas also affect the District's urban areas. Addressing common issues of exclusion and deprivation requires a range of actions – one size will not fit all. Rural areas contribute to the prosperity of the whole District, therefore it is key to recognise and improve the relationships between our rural and urban areas, and ensure that urban-based services address exclusion and deprivation in their rural hinterlands.

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3.127 66% of the District is rural in nature and home to 20% of the District's population. It is important that we harness the strengths and resources of rural areas to the benefit of the District as a whole and to develop a viable future for rural communities. There is a need to ensure that the countryside is enhanced and provides a 'functional landscape' where development draws on and sustains the natural, cultural and historic environment of the District. Haworth and Bronte Country to the west of the district are of significant cultural significance for example. Using appropriate materials and a good quality of design is important to safeguarding and enhancing local character. Effective environmental stewardship is vital in terms of economic restructuring in rural areas and addressing climate change issues. Ensuring that local people have access to local services is important to the quality of life experienced by rural communities.

3.128 A much slower pace and scale of growth, compared to urban areas, forms the overall approach in these parts of the district, with development being focussed on the Local Service Centres of Addingham, Baildon, Cottingley, Cullingworth, Denholme, East Morton, Harden, Haworth, Oakworth, Oxenhope, Wilsden. Local Service Centres are the villages that provide services and facilities that serve the needs of,

and are accessible to, people living in the surrounding rural areas. Local Service Centres include a range of settlement types and sizes.

3.129 The Plan seeks to prevent the dispersal of development to smaller settlements and open countryside. The Core Strategy has established local development needs that are essential to support smaller settlements identified as Local Service Centres and appropriate limited types of development in the open countryside in line with PPS7.

3.130 The number of people directly employed in agriculture is expected to continue to decline. There is a key need to address the loss of employment in traditional industries and meet the challenges provided by the reforms to the European Union's Common Agricultural Policy (CAP). The Rural Evidence Base for Yorkshire and Humber 2005 highlights how rapid immigration (particularly by families) into rural areas is causing an acute problem in terms of affordable housing, related infrastructure and services and a net loss of young people. This creates key needs to provide affordable housing and to generate employment opportunities through new activities.

Haworth Station



Location of Development

3.131 Together with Policy HO6, Policy SC5 provides a clear framework and sequential approach for producing within the LDF a supply of development sites which maximises the use of previously developed land, focuses as much development as is practicable and deliverable within the existing urban area and therefore minimizes the amount of dispersal of development to edge of settlement locations.

3.132 It is a policy which should be applied both to the production of the site allocating DPD's and also to the consideration of larger windfall proposals which have the potential to frustrate the strategic objectives of this document and or set undesirable precedents for future proposals which individually or cumulatively may do likewise.

Strategic Core Policy 5 (SC5) Location of Development

A. In accordance with the rest of the Strategic Core Policies, and with Policies HO2, HO4, HO6 & HO7, and after determining the broad distribution of development between the District's settlements, the Council will allocate sites in the Allocations DPD and Area Action Plan DPDs by giving:

1. First priority to the re-use of previously developed land and buildings and the more efficient and effective use of existing developed areas within the City of Bradford, Principal Towns of Ilkley, Keighley and Bingley, the Local Growth Centres and the Local Service Centres.
2. Second priority to other suitable infill opportunities within the relevant settlement.
3. Third priority to extensions to the built up areas of settlements in sustainable locations.

B. In identifying sites for development, the Council will adopt an accessibility orientated approach to ensure that development:

1. Makes the best use of existing transport infrastructure and capacity.
2. Takes into account capacity constraints and deliverable improvements, particularly in relation to junctions on the Strategic Road Network.
3. Complies with the public transport accessibility criteria set out in Appendix 3 and maximises accessibility by walking and cycling.
4. Maximises the use of rail and water for uses generating large freight movements.

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OUTCOMES	INDICATORS	TARGETS
A more concentrated and transport orientated pattern of development will be realised, which will make best use of land, buildings and infrastructure.	<p>Amount of development by settlement type</p> <p>Amount and percentage of housing development on previously developed land.</p> <p>Conformity with accessibility standards set out in RSS Tables 13.8 and 13.9</p> <p>Conformity with transport investment and management priorities set out in Policy TR7 (page 143)</p> <p>Reduction in congestion of the Strategic Road Network.</p> <p>Number of journeys undertaken by public transport.</p> <p>Number of planning applications supported by an approved Transport Assessment and Travel Plan.</p>	
LEAD ROLES	MAIN MECHANISMS	
Bradford Council	Local Development Framework	

3.133 Strategic Core Policies SC4 and SC5 envisage a relatively concentrated pattern of development across the District focused primarily but not exclusively on the regional City of Bradford (which includes Shipley and Lower Baildon), together with the Principal Towns of Ilkley, Keighley and Bingley. However this approach must be supported by the site search and site allocating approach advocated above in Policy SC5. Policy SC5 will compliment and help deliver some of the other housing policies such as HO2, 4, 6 and 7 and will help deliver the brown field strategy and trajectory outlines in Appendix 6.

3.134 A sequential approach is fundamental in allocating specific sites for development and will help to:

- Deliver the development focus of policies SC4
- Make better use of underused land and buildings and existing infrastructure and services

- Strengthen the commercial and cultural roles and vibrancy of the City and the Principal Towns
- Minimise both the need to travel and to develop greenfield sites

3.135 While there has been considerable success in re-using 'brown field sites' in the District over recent years, the challenges in maintaining this in future years with much higher levels of housing need will be much greater. Policy SC5 will therefore ensure that the opportunities that do exist to re-use and recycle land within the existing built up area are maximised. Policy SC4 and SC5 promotes transforming urban areas of the City and the Principal Towns. This will involve a radical approach of re-engineering and re-modelling existing urban areas.

3.136 It is important that valuable habitats and open spaces are retained within settlements and that a vibrant mix of land uses is maintained – the achievement of housing growth should not be at the

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expense of driving out important employment and community uses from the hearts of City and Principal Towns. Avoiding significant adverse environmental impacts and promoting the integration of transport and land use are key factors in achieving more sustainable development.

3.137 Policy SC5 requires a more transport orientated approach to development, whether sites are in inner or peripheral areas. This approach places an emphasis on public transport (planned or existing) routes as a key factor for locating or intensifying development. This also provides the scope to foster 'walkable' neighbourhoods clustered along transport corridors.



3.138 Public transport corridors should radiate from within settlements to link into main centres of activity and provide the scope for prioritised, high quality and efficient public transport services. Railway stations, park and ride sites and locations along bus routes can all act as 'nodes' for development to encourage a greater use of public transport. In terms of any peripheral growth areas public transport routes can provide a structure to safeguard or create green wedges of open space or countryside. The transport orientated approach does not seek to 'eliminate' the car – but balance and reduce its use. Dual careers, the decentralisation of activities and greater specialisation and increased leisure time are all inducing growth in the need to travel. This Strategic Core Strategy policy, along with the District Transport Strategy, seeks to ensure that more of these journeys are made by public transport, foot and cycle.

Green Infrastructure

3.139 Recent work on developing the concept of Green Infrastructure (GI) has been carried out by Natural England and by regional planning bodies. A key aim is to raise the status of GI to that of more traditional forms of infrastructure. PPS12 defines GI as:

'a network of multi-functional green space, both new and existing, both rural and urban, which supports the natural and ecological processes and is integral to the health and quality of life of sustainable communities.'

3.140 The consultation draft PPS on Planning for a Natural and Healthy Environment identifies a role for GI in providing ecosystems services and 'in reducing the impacts of climate change by providing flood water storage areas, sustainable drainage systems, urban cooling and local access to shady outdoor space'. Natural England suggests that GI should take account of the 'landscape context, hinterland and setting, as well as strategic links of sub-regional scale and beyond'.

3.141 Bradford's approach to GI needs to reflect the value that GI can add to the quality of the district for residents, visitors and businesses, the need to adapt to climate change and the importance of existing environmental assets, particularly the District's rural hinterland. Identifying GI assets can improve and protect essential natural capital; including soils, air quality and critical water resources. Benefits and services include the provision of food, fibre and fuel, the regulation of climate, the purification of air and water and flood protection.

3.142 GI offers benefits for physical and mental health by encouraging outdoor recreation, exercise and relaxation. It aims to improve accessibility to the countryside and green space for people who live within the main built up areas. Introducing trees and water bodies into urban areas can enhance visual amenity, moderate the urban heat island effect and help wildlife to adapt to climate change. By offering sustainable transport links and areas where local communities can grow food, GI can help to minimise the ecological footprint of the District.

3.143 Defining GI forms an element in a place-shaping agenda that seeks to recognise the character and distinctiveness of different locations. The quality



Roberts Park, Saltaire

and diversity of the District's landscape character, its heritage value and cultural associations and the legacy of historic buildings, conservation areas and parks are important strengths. Work carried out to date on the World Heritage site in Saltaire, on Conservation Area Appraisals and on the Landscape Character Assessment (now an adopted SPD) represents an important starting point in identifying design principles. Implementing GI needs to deliver landscape or public realm creation, enhancement or restoration.

3.144 The aspiration to create space for both green and blue (ie water-based) infrastructure within the city centre, the Canal Road Corridor and elsewhere within the densely developed urban area will form an essential element in the District's approach. Creating space for water can manage flood risk, improve water quality and access to waterways, support regeneration and provide wetland habitats and landscape enhancement. The SFRA recommends that opening up land to create flow paths or flood storage areas should be a primary function of Green Infrastructure. Undeveloped land within the urban area, upstream of locations where surface water flooding is a problem, should be considered for inclusion in future areas of GI.

3.145 As a strategic core policy GI provides a common thread that links other important issues in the Core Strategy; local resilience to climate change, sustainable transport and housing, tourism, health and well-being and making space for water. Particular aspects of GI will need to be developed in the environment theme relating to biodiversity, recreation and open space, heritage and design and landscape.

Strategic Core Policy 6 (SC6) Green Infrastructure

Plans, policies and strategies will support and encourage the maintenance, enhancement and extension of networks of multi-functional spaces, routes and key areas of Green Infrastructure, as an integral part of the urban fabric and to improve urban and rural connectivity.

The sub-regional drivers of:

- Promoting quality of place and a successful economy
- Achieving greater resilience to climate change
- Encouraging healthy living and sustainable transport and
- Reversing biodiversity decline

Are supported as a basis for programmes of joint investment with partner organisations.

Within the District Green Infrastructure will provide resources to improve access for people and habitat connectivity, respect and enhance the distinctiveness of local landscapes and heritage assets and promote sustainable design.

The River Corridors of the Aire and Wharfe and the South Pennine Moors are identified as strategic Green Infrastructure assets due to the opportunities offered to enhance the living landscape as a resource for people and wildlife and to address future needs for flood alleviation, water management, carbon capture and recreation.

Key areas of change within the District offer opportunities to improve Green Infrastructure focusing on particular objectives. These are:

Bradford Shipley Canal Road Corridor Urban Eco-settlement to establish innovative means of low carbon living and create space for water management and sustainable transport routes

Bradford City Centre to improve connectivity and enhance the quality of the public realm to achieve greater prosperity and contribute towards urban cooling

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Leeds Bradford Corridor to co-ordinate improvements in the environmental quality of neighbourhoods and the accessibility and value of green space

Great Northern Trail to improve the network of recreational routes and sustainable transport options leading to healthier lifestyles

Leeds-Liverpool Canal Corridor to enhance its positive contribution to recreation, tourism, heritage, biodiversity and environmental quality within the district

Regeneration programmes in densely-developed urban areas of the Regional City and Keighley to help achieve improvements in environmental quality and healthier lifestyles

Major Greenfield urban extensions to incorporate the character of the surrounding landscape, sustainable design and networks of green spaces

LDF documents will identify locations for development that offer opportunities to enhance Green Infrastructure and set out principles for design to deliver this.

Background and Justification

3.146 Planning Policy Statements 1, 7, 9 and 12 all support the concept of GI. Policy YH8 in the Yorkshire and Humber Plan requires LDFs to:

- Define a hierarchy of green infrastructure, including the identification of new assets required to deliver green infrastructure;
- Identify and require the retention and provision of substantial connected networks of green infrastructure, particularly in urban, urban fringe and adjacent countryside areas;
- Ensure that policies have regard to the economic and social as well as environmental benefits of green infrastructure assets; and
- Identify the functional role of green infrastructure in supporting the provision of renewable energy, urban microclimate control and flood risk management.

3.147 In response to this policy, Natural England have carried out work to produce a consistent evidence base for GI in the Region. This starts to define multi-functional networks of spaces and identifies the river corridors of the Aire and the Wharfe as regional GI corridors and the South Pennine Moors as a strategic asset. Sub-regional corridors are also identified and local corridors where these link into regional and sub-regional corridors, broadly focused on the networks of beck corridors.

3.148 Leeds City Region commissioned the GI Strategy to ensure that future growth is underpinned by high quality GI and to address climate change. The Strategy was influenced by the earlier Natural England work and recognises the importance of Rombalds Moor and the corridors of the Rivers Aire and Wharfe for residents across the City Region. It proposes a range of initiatives to maximise the impact of GI and has links with city region housing and regeneration programmes, particularly the Canal Road Corridor Eco Settlement and the Leeds Bradford Corridor. Due to the range of potential benefits identified, the GI concept has gained momentum in the region and city region, and is supported by many partner agencies.

3.149 The concept of GI reinforces one of the environmental priorities in the 'Big Plan' that of 'A greener environment which makes best use of natural resources.' The consultation response at the Issues and Options stage drew attention to regional work on GI and to the importance of the countryside around towns and quality of life issues. It was considered that the development of a green network of urban open space linked with open countryside should be supported. The longer term strategic benefits of maintaining and enhancing the network of river and beck corridors, due to their importance for wildlife and to improve flood storage, were emphasised. Developing a GI theme can therefore be considered to be a strong option that arose from the consultation response and from collaborative work with key stakeholders.

3.150 The consultation draft PPS on Planning for a Natural and Healthy Environment states that 'LDFs should set out a strategic approach for the creation, protection and management of networks of green infrastructure'. Development should not be located in areas which result in the fragmentation or isolation of natural habitats and opportunities should be identified

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to enhance Green Infrastructure and the natural habitats within it.

3.151 Policies and proposals in the Allocations DPD will need to provide guidance on how housing growth can be delivered in such a way as to respect and enhance GI and support innovative ways to deliver it. The application of design principles and development gain need to be used to 'leverage' net gains for new residents and also to enhance the coherence and quality of links to the wider network. If new housing is planned in an area with a deficiency of GI, strong policies and a framework need to be put in place so that development which compromises the integrity of potential corridors and networks would not be considered acceptable.

3.152 Greenfield urban extensions represent a major opportunity to deliver GI. For example, within river and beck corridors setting back development from the waters edge can improve flood carrying capacity and provide continuity of habitat. For urban extensions a GI and landscape plan will need to be provided, in advance of development taking place that conforms to the brief set out in the Allocations DPD. Positive planning for GI may have an impact on the density of development and on assessments of density. For example, high density housing developments may have a more constrained immediate 'footprint', but they may also represent a lost opportunity to integrate public green spaces and links into a wider strategic network that extends beyond the development under consideration.

3.153 Proposals and programmes should seek to contribute towards identifying GI at a neighbourhood scale to improve the quality of life and sense of place within the urban areas. The key areas of change set

out in the policy offer opportunities to improve Green Infrastructure focusing on particular objectives. Efforts also need to be focused on areas where a shortfall or gap has been identified and health, environmental quality and density indicators identify the need for an improved resource. Significant gaps in corridors and areas of deficiency need to be analysed by more detailed mapping and consultation with local communities.

3.154 In order to fulfil gaps and address deficiencies, there will be a need to assess underused and vacant land, not currently allocated for development, in terms of the range of functions and services it provides for people and wildlife and its potential to link existing sites and improve connectivity. Where gaps exist, then the aim will be to implement a corridor when proposals come forward and opportunities arise.



OUTCOMES	INDICATORS	TARGETS
Green infrastructure has improved and a more accessible and healthy environment is available.	Amount, type, accessibility and quality e.g. green infrastructure. No loss of playing fields to development.	Nil planning permissions granted contrary to sustained objection from Sport England.
Social and economic benefits of green infrastructure recognised and promoted in other DPDs and local strategies.	Health and wellbeing	

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LEAD ROLES	MAIN MECHANISMS
Bradford Council	Local Development Framework Development Management
Forestry Commission	Regional Forestry Strategy English woodland Grant Scheme
Community Forest Partnerships	White Rose Forest Plan
Environment Agency	Strategies, plans and programmes
Natural England	Strategies, plans and programmes
Sport England	Yorkshire Plan for Sport

Strategic Core Policy 7 (SC7) Green Belt

A. The Green Belt in the District (as shown in the Key Diagram) has a valuable role in supporting urban renaissance, transformation and concentration of development, as well as conserving countryside.

B. Localised reviews of Green Belt boundaries will be necessary, to deliver longer term housing

and jobs growth in the District as set out in Policy HO3 and Policy EC3 in locations that deliver the Core policies and the strategic patterns of development set out in Policy SC5.

C. The revised Green Belt boundary will provide long term protection for at least 15 years from adoption of the Core strategy.

OUTCOMES	INDICATORS	TARGETS
There general extent of the Districts Green Belt has not changed following localised reviews.	Net change in Area of Green Belt in the District	
Any revision to the Green Belt boundaries in the District to meet development needs, allow sustainable development to be delivered in accordance with the development strategy and Core Strategy polices.	Scale and location of housing and economic growth to meet long term needs.	
Detailed Green Belt boundaries are to be defined in the Allocations DPD	Green Belt boundary defined in the Allocations DPD.	

LEAD ROLES	MAIN MECHANISMS
Bradford Council	Local Development Framework

3.155 The general extent of the Green Belt in the District is shown on the Key Diagram. In general the Districts Green Belt has helped to achieve the aims set out in paragraph 15 of PPG2. However the implementation of the Core Strategy will require a change to the general extent of the Green Belt through the Allocations DPD in order to fully meet its development needs within the plan period to 2028. Based upon the evidence, localised changes to the Green Belt are required in sustainable locations to meet identifiable development needs for which locations in the City of Bradford and the Principal Towns and Local Growth Centres are not available and for which alternative sites would be significantly less sustainable. Any such changes will be considered in the context of policies SC1 – SC5, and is allowed for by policy SC7B and RSS Policy YH9B.

3.156 The Core Strategy proposes significant growth in both homes and jobs in the Bradford District in full accordance with the RSS, and more recent evidence including the ONS 2008 household projections. In some instances, the most sustainable locations to accommodate some of this development are currently within the Green Belt. With this in mind, the Council will seek to work closely with other local authorities in Leeds City Region, City Region partners, and other stakeholders to adopt a strategic approach to any detailed change to the green belt. The extent of the Green belt will last to at least 15 years from Adoption of the plan.

Delivering the Core Policies

3.157 Delivering the major step-change required to achieve the Spatial Vision and the implementation of the Core policies (policies SC1 – SC7) will involve actions on the ground by investors and development decisions taken about particular places and sites, and through many different types of Development Plan Documents, Supplementary Planning Documents and strategies.

3.158 The core policies set the strategic direction for change. Subsequent sections in the Core Strategy identify the actions required to achieve this – over a much longer time frame than most plans or strategies. The Core Strategy is about achieving change over 15-20 years, so not all of the actions required to deliver this change are in place now.

Sub Area Policies

3.159 The Core Strategy uses a sub area approach to provide a functional basis for spatial planning across the District. This provides a framework for responding to the issues and characteristics of different parts of the District.

3.160 The sub areas represent the polycentric nature of the Bradford District. The sub areas also make reference to areas that fall outside of the District. Overall, the sub area approach provides a functional basis to articulate and develop the core policies in a way that is responsive to the whole of the District. The Plan maintains a clear delivery focus on the District and sub areas.

3.161 Each sub area represents a functional area where there are close links between the City, towns and villages and where journeys to work, to shop, to education and to cultural and recreation facilities are not limited by the Bradford District administrative boundaries. The extent and scale of such linkages with adjoining settlements are reflected in travel to work areas, labour markets, retail catchments and strategic housing markets (see Figure HO4 showing housing market areas in Housing section).

3.162 Section 4 sets out four sub area frameworks which relate to the four sub areas shown on Figure I1. These areas are not fixed geographically and clearly do not function independently of each other. In effect all sub areas overlap with each other. Significant overlaps between the City of Bradford and Airedale are explained in more detail in Section 4 which sets out key spatial priorities within each sub area. Building on Policies SC1- SC5, they highlight particular emphasis, focus and approaches. They include sub-sets of the District Transport Strategy policies and priorities. They are not comprehensive sub-regional strategies – all of the topic-based policies set out in Section 4 need also to be taken account of in all of the sub areas. A common format for each sub area framework has sought to include a characterisation and identification of key issues; environmental and context diagrams; and a sub area policy.

Managing Growth

3.163 The District is experiencing rapid population growth while in the medium and longer term economic growth is set to occur. The District's attractive living environment, natural population change (with people living longer) and larger and smaller household sizes are also fuelling the demands in the District for more homes, journeys, services and leisure and recreational opportunities.



Lister Mills - roof top living

3.164 The Core policies provide the starting point for planning growth in the District in a pro-active, managed, more sustainable and mutually beneficial way. The Strategic Core Policies require that this growth is accommodated, within the limitations imposed by the deliverable land supply, in a focused way, concentrated particularly on the City of Bradford with Shipley and Lower Baildon and the Principal Towns of Ilkley, Keighley and Bingley, whilst ensuring the creation of sustainable rural communities.

3.165 A focus of growth to create a strong polycentric network of the City, Principal Towns, Local Growth Centres and Local Service Centres which serves to combat decentralisation provides a focus for providing services, facilities and employment for communities across the whole of the District. A concentrated approach is also more efficient in terms of the use of land and infrastructure, service delivery and essential infrastructure connections.

3.166 The approach to managing growth in urban and rural areas of the District is set out in the Core policies and is then set out in more detail in the sub area section.

Managing Change Over Time

3.167 Change needs to be managed realistically and sensitively in the District. The pace and degree of change must be handled in a way that is responsive to objectives such as urban regeneration, housing renewal of fragile market areas and rural renaissance that is reflective of local conditions, whilst ensuring the benefits of change and growth are delivered in a sustainable way as soon as possible.

Section 4 Sub Area Policies

4.0 This section sets out the spatial development framework for four sub areas of:-

1. City of Bradford including Shipley and Lower Baildon
2. Airedale
3. Wharfedale
4. Pennine Towns and Villages

Each sub area is supported by a:

- Spatial policy
- Investment priorities policy
- Sub area spatial vision to 2028
- Outcome framework



The City of Bradford

including Shipley and Lower Baildon

Figure BD1 Spatial Issues



Section 4 Sub Area Policies: The City of Bradford including Shipley and Lower Baildon

City of Bradford including Shipley and Lower Baildon Summary of Key Proposals and Baseline Data			
Key Policy Proposals		Baseline Data	
Number of New Homes	28,000	Total SHLAA Land Supply*	24,609
Estimated No. of Affordable Housing Units	6075		
Housing Delivery - PDL Target	60%	Employment Land Supply (HA)	91.92 ha
Housing Growth Areas	City Centre Canal Road	Regeneration Priority Areas	City Centre Shipley Manningham Holme Wood
Urban Extension	Holme Wood		
*Categorised as deliverable or developable			

Policy 1 (BD1): City of Bradford including Shipley and Lower Baildon Sub Area

A. Strategic Pattern of Development

Excluding windfall the City Bradford (including Shipley and lower Baildon) will accommodate up to 28,000 dwellings and approximately 105 Ha of new employment in the period up to 2028. The Council will work closely with partner organisations to ensure that this development creates modern, vibrant and sustainable communities.

The broad distribution of housing development is shown as follows:-

	Minimum total number of residential units
Bradford City Centre	3,500
Canal Road	3000
Shipley	2000
North East	5000

South East	6000
South West	4500
North West	4000

Approximately 22% of the new homes will be affordable units with developer contributions on specific sites made in accordance with Policy HO11 as informed by the SHMA and AHEVA.

Some flexibility will be allowed in the precise mix and phasing of uses to enable development to respond to changes in market requirements and to secure the most appropriate level and quality of development.

B. Urban Regeneration and Renewal and new housing provision will be focussed on the following areas:-

1. Bradford City Centre will see the creation of up to 3,500 new homes by 2028 New jobs will be created in the professional, financial, knowledge and creativity sectors. The City

Centre will be characterised by an abundance of high quality public realm including the City Park and linear parkways providing a unique setting for shopping, tourism, culture and leisure experiences, as well as a new Central Business District supplying excellent grade A office space. This will all be supported by interlinked urban villages characterised by a good a range of house types and tenures.

2. Shipley and the Canal Road Corridor will see the creation of up to 5,000 new houses by 2028. The Corridor will be characterised by innovative and contemporary architecture, Bolton Woods wildlife area and a linear park and waterway linking the town centre of Shipley to the City Centre of Bradford. This will all be supported by the creation of new cycleways and footways, new railway station at Manningham and improvements to Frizinghall station and new road infrastructure with the Shipley Eastern Link Road.
3. Peripheral housing estates, in particular Holme Wood, Allerton, Ravenscliffe, Thorpe Edge, Buttershaw, Woodside and inner city areas of Manningham, Little Horton and Laisterdyke will see comprehensive regeneration initiatives (such as Leeds Bradford Corridor and Airedale Corridor) and the fostering of sustainable mixed communities via the creation of new housing and economic growth and community infrastructure.

C. Growth is proposed in the City of Bradford as follows:-

1. South East Bradford, will see the creation of 6,000 homes with associated community facilities, in particular open space and recreation facilities together with employment and the construction of the East Bradford link road providing quality connections to the Motorway network. This will be achieved via development and remodelling within the existing urban area together with an urban extension at Holme Wood.
2. North East Bradford, including Ravenscliffe, Laisterdyke and Apperley Bridge will see the

creation of 5,000 new houses with associated community facilities, in particular open space and recreation facilities. Part of this will be achieved via local green belt deletions in sustainable locations. The area will be characterised by a high quality commercial and research development led technology park at the Yorkshire Water treatment works at Esholt/ Apperley Bridge (linked to a new railway station at Apperley Bridge) surrounded by high quality new homes.

3. North West Bradford, including Allerton, and Heaton will see the creation of 4,000 new houses including a number of local green belt releases in sustainable locations. Associated community facilities including schools, greenspace, open spaces and facilities for younger people, and high quality bus services providing links to Bradford City Centre and the railway station at Bingley.
4. South West Bradford, including Clayton and Buttershaw will see the creation of up to 4,000 new houses including a number of local green belt releases in sustainable locations together with associated community facilities to address deficiencies in provision and high quality employment areas.

D. Economic Development

1. The City of Bradford including Shipley and Lower Baildon to be the principal focus for indigenous economic development and growth and a vital component of the Leeds City Region.
2. Support Bradford City Centre as the prime office, small and medium sized creative and knowledge industries, shopping, leisure and tourism focus through the Central Business District, City Park and the Bradford Learning Quarter initiatives (linked to Further and Higher Education Institutions).
3. South Bradford including the M606 Corridor to be location of choice for large scale industry, including storage and distribution making best use of transport connections linked to other

employment sites adjoining the District in Tyersal, Leeds and Junction 26, M62 Cleckheaton, and Kirklees.

4. Support the role of Shipley town centre as a location for a mix of retail, leisure and office developments benefiting from excellent rail and road connections to Bradford and Leeds including the proposed Shipley Eastern Link Road.
5. Encourage leisure and tourism led mixed use developments in Saltaire which include enhancements to public realm, improved links between Saltaire and Shipley town centre whilst respecting the 'outstanding and universal value' of the UNESCO World Heritage status of Saltaire for present and future generations.
6. Support the roles of the Council, the Health Authority and the Education Authority as significant generators of direct and indirect employment in the District.
7. Help to connect disadvantaged communities to job opportunities.

E. Environment

1. Enhance the role of the green belt between Bradford and Leeds as a high quality Country Park for active recreational leisure for residents of both districts.
2. Protect and enhance the biodiversity and landscape character of the City of Bradford including Shipley and Lower Baildon.
3. Protect the integrity of nationally and internationally important biodiversity sites.
4. Improve green infrastructure network along the Shipley & Canal Road Corridor, Bradford City Centre and to the east and west along key public transport corridors, in particular the Leeds Bradford Corridor and south along the M606 corridor.

5. Conserve and enhance the heritage values of Bradford City Centre and surrounding neighbourhoods; including Listed Buildings, Conservation Areas, Historic Parks and Gardens and the Historic Battlefield site at Adwalton Moor, Tong.
6. Use the opportunities provided by increased development in the City of Bradford including Shipley and Lower Baildon to maximise renewable energy generation and energy efficiency, including neighbourhood CHP.
7. Improve air quality, particularly in the four Air Quality Management Areas (AQMA) based on AQMA Action Plans.

F. Transport

1. Ensure that strategic patterns of development maximise the opportunities to use non car modes of transport and reduce the overall need to travel.
2. Improvements to Bradford Interchange station and Bradford Foster Square station in Bradford city centre.
3. Develop light railway linking Bradford Interchange, and Bradford Forster Square.
4. Develop new railway stations on the Caldervale line, Leeds-Bradford line at Laisterdyke, Low Moor, Manningham and Apperley Bridge.
5. Improve public transport within and to Bradford City Centre and Shipley Town Centre.
6. Develop critical road and public transport infrastructure with the East Bradford Link Road and the Connecting Airedale Transport Improvement Project including the Shipley Eastern Link Road to ensure the viability and delivery of housing and economic growth in the City of Bradford
7. Improve inner and outer ring roads as well as key transport corridors, including M606/M62, A650 (Shipley Airedale Corridor and Tong

Street), A647 (Leeds Road Corridor) A6036 (Little Horton Lane), B6145 (Thornton Road).

8. Implement stronger demand management in the City of Bradford, and in relation to the Strategic Road Network.
9. Improve public transport access between Leeds and Bradford through the Leeds Bradford Corridor.
10. Improve surface access and public transport access to Leeds Bradford International Airport, including improvements to the junction on Harrogate Road and New Line.
11. Improve cycleway and public rights of way.

G. Joined up working

1. Collaboration on the implementation of the Core Strategy through Allocation DPD and the Area Action Plan DPDs and other local strategy work, including adjoining local authorities, public, private and voluntary sector partners.

Further detail will be set out in the Allocation DPD and Area Action Plan DPDs for the urban extensions.

Choosing the Preferred Option

4.1.1 This is the preferred approach as supported by the evidence base including the Settlement Study Growth Assessment, SHLAA, SHMA and the SFRA. The preferred option ensures that a significant level of new housing is focussed in and around the City of Bradford. This enables the regeneration of the peripheral housing estates in East Bradford/Leeds Bradford Corridor, West Bradford including housing and economic growth in the Shipley and Canal Road Corridor in accordance with the RSS. The preferred option also enables the development of a sustainable urban extension to the south east of the City of Bradford where there is sufficient land to create a mix of house types and tenure supported by community facilities with potential for combined heat and power facilities.

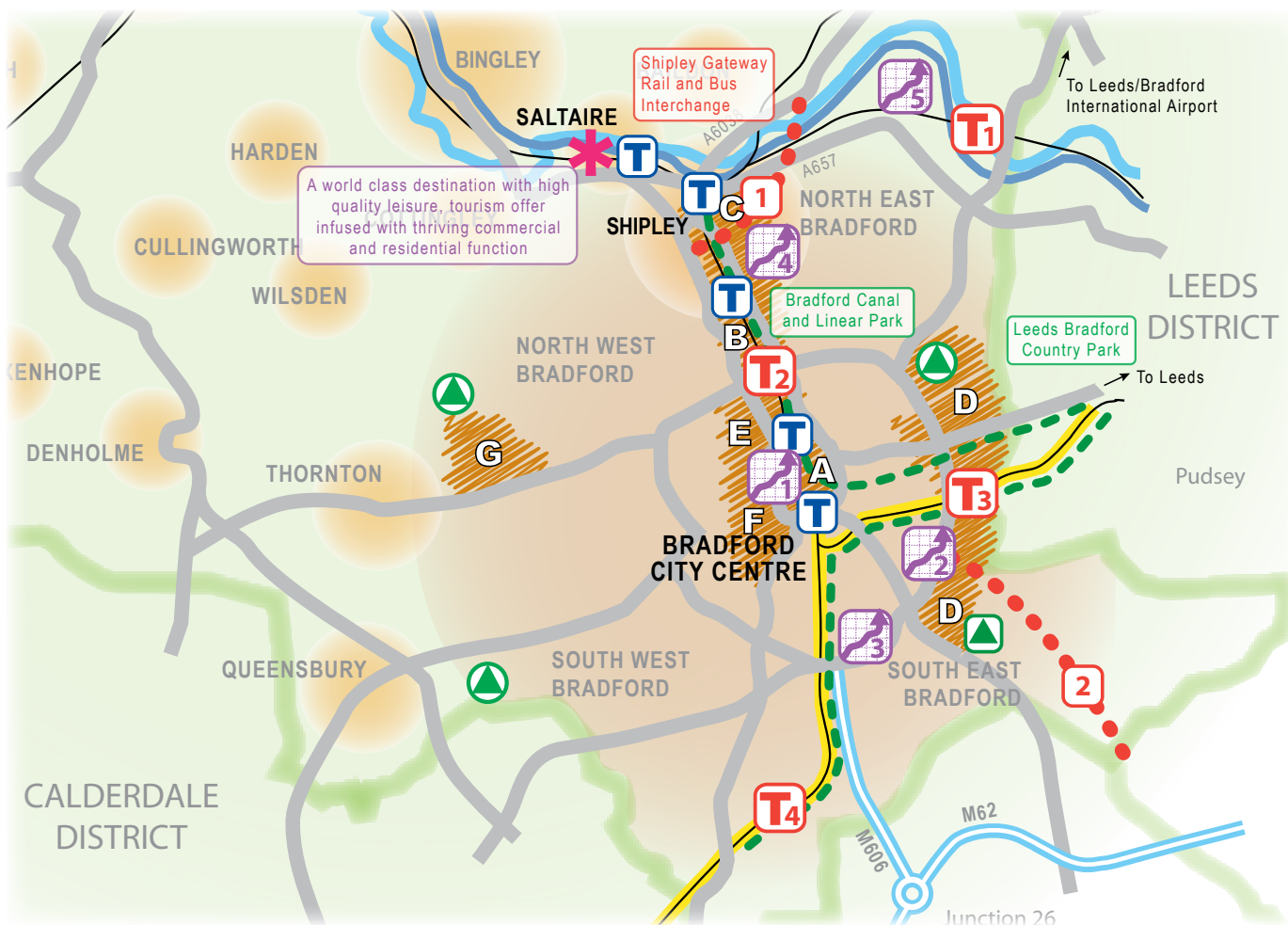
4.1.2 The preferred option encourages a mix of uses in the city centre in accordance with national and regional planning policy. The preferred option for the city centre aims to create a central business district with grade A office space as well as start up units for small and medium sized enterprises in association with the University and the College. The preferred option reinforces the city centres role as an important regional destination for shopping, leisure and culture. The preferred option also seeks to develop a series of residential led mixed use urban villages with a range of house types, tenures and associated community facilities to create a truly vibrant city centre.

Outcomes by 2028

4.1.3 The following is the outcome envisaged at the end of the plan period (2028) following the implementation of policies, proposals and programmes outlined in this Core Strategy.

4.1.4 Peripheral housing estates, such as **Holme Wood, Allerton, Ravenscliffe, Thorpe Edge, Buttershaw** and **Woodside** and inner city areas such as **Manningham, Little Horton** and **Laisterdyke** have improved significantly through comprehensive regeneration initiatives, and the fostering of sustainable mixed communities with private housing and economic growth including community infrastructure. The **urban extension to Holme Wood** has allowed for the creation of sustainable mixed housing and associated retail and community amenities benefiting from combined district heat and power facilities, which has helped drive regeneration of this area. The East Bradford link road constructed as part of the extension to Holme Wood has also opened up opportunities for general industry, storage and distribution facilities with excellent links to the M62 motorway, providing increased employment opportunities for the local population and beyond. New housing allocations both in and at the edge of the urban area of **West Bradford** have also enabled the creation of a sustainable mixed housing and associated retail and community amenities benefiting from combined district heat and power facilities.

Figure BD2 Spatial Vision Diagram – City of Bradford by 2028



Key

City of Bradford inc. Shipley and Lower Baildon Policy 1

- BD1B Urban Regeneration and Renewal Priority Areas
 - A. City Centre
 - B. Canal Road Corridor
 - C. Shipley Town Centre
 - D. Leeds Bradford Corridor
 - E. Manningham
 - F. Little Horton
 - G. Allerton
- BD1B/C Potential Localised Green Belt Deletions
*Locations are only indicative and may include other settlements
- Urban Extension - Holme Wood and SE Bradford
- BD1D Economic Development
- BD1E Environment
- BD1F Transport
- Trainline
- River
- Canal
- Road
- Existing train station
- Proposed train station
- Proposed Road Infrastructure

- Shiple Eastern Link Road
- East Bradford Link Road

Growth Areas

- Bradford City Centre
- Shipley and Canal Road Corridor
- Queensbury

Economic Development

- City Centre
- Leeds Bradford Corridor
- South Bradford M606 Corridor
- Shipley and Canal Road Corridor
- Esholt Business Park

Transport

- Apperley Bridge
- Manningham
- Laisterdyke
- Low Moor

4.1.5 Regeneration of Bradford city centre has been driven by key developments which have taken forward the original vision of the Alsop Masterplan; including a landmark Park at the Heart, the creation of a high quality central green business district, high quality mixed use commercial developments, such as Westfield Bradford, New Victoria Place and the Channel Urban Village, and an anchor food store in the Markets area. The city centre has also benefited from a wide range of hotel developments as well as a major swimming pool facility.

4.1.6 Bradford city centre's enhanced role has meant that it has become the economic driver of the district; a regional destination for shopping, leisure and culture and the hub for public, commercial and civic services in the district.

4.1.7 The city centre housing market is very buoyant following the creation of a series of urban villages together with the provision of convenience shops, linear parks and community facilities to support this, helping to create a city centre that is well used both day and night. The University and College have been fully integrated into the city centre through the creation of the Learning Quarter and both continue to play a vital role in the local economy, providing a skilled workforce, which have aided the investment in new creative and knowledge based industries and attracting investment to the district.

4.1.8 High quality office development in Bradford City centre has supported the growth in home grown businesses, finance, banking, insurance and public sectors; this has been successfully linked with the skills base at the University of Bradford and the College to create a focus for significant office development in the City Centre.

4.1.9 A greening of the city centre has occurred, with key green infrastructure supporting biodiversity, healthier more active lifestyles and mitigating the effects of climate change in the city centre. The reopening of sections of the Bradford Beck, Becksides Park, and The Channel has created green linear parks reaching into the city centre and beyond. This green city centre has also acted as a catalyst in attracting firms and businesses to the city centre.

4.1.10 Shipley town centre and the Canal Road Corridor has truly become an area of extensive transformational change, which is regarded as an

exemplar Eco Settlement between Bradford city centre and Shipley town centre. The corridor has borne witness to the delivery of mixed residential development with office, retail, sporting and leisure offer connected by a green corridor of the Bradford Canal running from Bradford city centre to Shipley. This comprehensive re-development of brownfield sites has occurred within the context of high environmental standards and sustainable transport options. This has included Frizinghall and Manningham railway stations, Bolton Woods and the new waterways and linear parks. There have been significant improvements to connectivity and accessibility by road, rail and bus between Shipley and Bradford the city centre delivered through the connecting Airedale project.

4.1.11 Shipley has enhanced its role as an important town centre, through the expansion of its retail, leisure, office and housing market offer with the redevelopment of Market Square, the former indoor markets, Well Croft and much improved links to Saltaire and the Leeds Liverpool Canal. This development has created an area worthy of its location in close proximity to the World Heritage Site of Saltaire and been managed in a way which has enhanced both Shipley and the World Heritage Site, creating a better offer for visitors and residents alike. The construction of the Shipley Eastern Link Road and associated accessibility improvements between the railway station and the town centre has played a significant role in the economic and physical regeneration of the town. The Shipley Eastern Link Road has opened up new opportunities for commercial and residential schemes in attractive waterside settings. The creation of the Shipley Gateway Rail and Bus Interchange with a good mix of office, residential, retail and leisure offer and associated multi level car parking provision has elevated Shipley as a location of choice for businesses and residents wanting to locate in a vibrant town. High quality, fast and frequent public transport links to the major city centres of Leeds and Bradford and beyond has contributed to this vibrancy.

4.1.12 Saltaire village is truly a world class destination, with a high quality leisure and tourism offer infused with thriving commercial and residential functions. Salts Mill, at the heart of the village, has a key role in the economy, providing one of the largest areas of business space in Airedale for many of its innovative and successful enterprises. The restoration

Section 4 Sub Area Policies: The City of Bradford including Shipley and Lower Baildon

of Roberts Park, river and canal walkways and public realm enhancements together with the creation of a visitors centre has reinforced Saltaire's role as a major tourism and leisure destination. Saltaire has been recognised as a major asset for the district, which has contributed as the catalyst for the economic regeneration of neighbouring Shipley town centre with the creation of a hotel providing tourist and business accommodation as well as quality shopping and dining experience.

4.1.13 **Baildon, Charlestown and Esholt** have continued to be the main focus for digital sector

research and business development areas benefiting from excellent rail links from Baildon station and Apperley Bridge station. The former treatment works at Esholt has become a high quality commercial research and development led technology business park of city regional significance with excellent pedestrian and cycle links to Apperley Bridge railway station with fast frequent services to Skipton, Bradford, Leeds and Leeds Bradford International Airport. The business park at Esholt has created a wide range of direct and indirect employment and training opportunities for the people of Bradford district and the wider city region.

OUTCOMES	INDICATORS
The City of Bradford is the most significant economic driver the Districts economy with long term stability and the benefits of a strong economy and equitability spread throughout the City and the wider District. In particular, this has helped address labour market and housing market disparities.	Success of the Bradford economy
The role of the City of Bradford has been strengthened by developing complementary functions with Keighley, Ilkley and Bingley within the District and the City of Leeds and Halifax outside the District through maximising links and connectivity with each other.	Health of the City of Bradford including Shipley and Lower Baildon
There has been significant shift towards more sustainable modes of transport and connectivity has been radically improved.	Delivery of transport priorities. Trips by different transport modes. Reduction in distance travelled. Average travel time.
The environmental quality of the City of Bradford including Shipley and Lower Baildon has been protected and enhanced.	Air quality Countryside quality Condition of internationally important biodiversity Quality and condition on the City of Bradford historic attributes.

Section 4 Sub Area Policies: The City of Bradford including Shipley and Lower Baildon

Sub Area Policy 2 (BD2) - Investment Priorities for the City of Bradford including Shipley and Lower Baildon

In order to deliver transformation and change in the City of Bradford including Shipley and Lower Baildon through economic development, housing renewal and growth, and improved green infrastructure, community facilities and accessibility, public and private sector investment will be targeted:

A. To improve public transport, particularly to Bradford city centre, to enhance the ease of movement and improve access to jobs within the City particularly for disadvantaged communities.

B. To support the regeneration of Bradford city centre to deliver enhancements to the public realm, new central business district and improvements to railway stations.

C. To provide infrastructure to support site assembly, manage flood risk, and improve access to Bradford city centre, Shipley town centres as part of regeneration initiative on the Shipley and Canal Road Corridor.

D. To take advantage of the close proximity of the City Centres of Bradford and Leeds and deliver renewal of existing peripheral housing estates, training programmes and support site assembly including improvements to the quality and capacity of public transport, in particular with Airedale, Kirklees and Leeds.

E. Support a local a sustainable urban extension in SE Bradford at Holme Wood through development site assembly, improvements to the quality and capacity of public transport including new East Bradford Link Road.

OUTCOMES	INDICATORS
Investment programmes have delivered infrastructure and other requirement necessary to accommodate development.	Delivery of transport investment and management priorities.

Airedale

Figure AD1 Spatial Issues



Airedale Summary of Key Proposals and Baseline Data			
Key Policy Proposals		Baseline Data	
Number of New Homes	10,100	Total SHLAA Land Supply*	10,822
Estimated No. of Affordable Housing Units	2905		
Housing Delivery - PDL Target	40%	Employment Land Supply	29.54 ha
Housing Growth Areas	Silsden Steeton With Eastburn	Regeneration Priority Areas	Airedale Corridor Keighley Bingley
*Categorised as deliverable or developable			

Airedale Sub Area Policy 1 (AD1)

A. Strategic Pattern of Development

Excluding windfall Airedale will accommodate up to 10,100 dwellings in the period up to 2028 and increased employment particularly in the digital technology sector. The Council will work closely with partner organisations to ensure that this development creates modern, vibrant and sustainable communities.

The broad distribution of development is shown as follows:-

	Minimum total number of residential units
Keighley	5,000
Bingley	1,600
Silsden	1,700
Steeton with Eastburn	800
Baildon	550
Cottingley	300
East Morton	150

Approximately 29% of the new homes will be affordable units with developer contributions on specific sites made in accordance with Policy HO11 as informed by the SHMA and AHEVA.

Some flexibility will be allowed in the precise mix and phasing of uses to enable development to respond to changes in market requirements and to secure the most appropriate level and quality of development.

B. Urban Regeneration and Renewal and new housing provision will be focussed on the following areas:-

1. Keighley will see the creation of up to 5,000 new homes and associated community facilities, in particular health provision, local shops and sporting facilities through comprehensive regeneration in central Keighley and a number of local green belt releases in sustainable locations and employment development including starter units for small and medium sized businesses, business park premises for larger digital, design and knowledge and service sectors by 2028. Keighley will see high quality mixed use development in the town centre including former Keighley College site, Market Hall, Cavendish Court and Cavendish Retail Park. Heritage led enhancements to Dalton Mills and

former Wesleyan Chapel at Temple Row. Pedestrian and cycle access improvements between town centre and the railway station.

2. Bingley will see the creation of up to 1,600 new homes through redevelopment of sites within the urban area and a number of local green belt releases in sustainable locations and the creation jobs in financial, professional and public services including a technology park next to Crossflatts station, town centre office space and retail and leisure schemes at 5 Rise shopping centre, former Bradford and Bingley HQ and Lilycroft Mill.
3. East and South of Silsden will see the creation of up to 1,700 new homes with associated community facilities and the creation of Silsden Rural Business Park with good walking and cycling links to Silsden and Steeton railway and bus interchange station
4. East and West of Steeton with Eastburn will see the creation of up to 800 new houses and associated community facilities and high quality employment areas with good walking and cycle links to Silsden and Steeton railway and bus interchange station

C. Economic Development

1. Keighley and Bingley to be the principal focus for indigenous economic development including starter units for small and medium sized businesses, business park premises for larger digital, design and knowledge, financial and service sectors at Dalton Lane Business Innovation Zone and Royd Ings associated with the proposed Beechcliffe railway station.
2. Support the role of Keighley and Bingley town centres as locations for a mix of retail, leisure and office developments benefiting from excellent rail and road connections to Leeds, Bradford, Craven and the Central Lancashire region.
3. The creation of employment land at Silsden Rural Business Park benefiting from proximity to the proposed Silsden Eastern Bypass.

4. Support the roles of the Council, the Health Authority and the Education Authority as significant generators of direct and indirect employment in the District.
5. Help to connect disadvantaged communities to job opportunities.

E. Environment

1. Protect and enhance the biodiversity and landscape character of Airedale.
2. Protect the integrity of nationally and internationally important biodiversity sites, in particular the South Pennine Moors SPA, SSSIs through management of land use and public access.
3. Improve green infrastructure along the Airedale river, canal and public transport corridor.
4. Protect and enhance the water management function of the River Aire Catchments Area based upon the SFRA and River Aire Catchments Flood Management Plan to mitigate flood risk
5. Conserve and enhance the heritage values of Shipley, Bingley and Keighley and the surrounding settlements within the Airedale Corridor, in particular Saltaire World Heritage Site, Listed Buildings, Conservation Areas, Historic Parks and Gardens and Scheduled Ancient Monuments.
6. Use the opportunities provided by increased development in the Principal Towns of Keighley and Bingley and the Local Growth Centres of Silsden and Steeton to maximise renewable energy generation and energy efficiency through CHP and hydro energy.
7. Improve air quality, particularly based on Air Quality Management Area Action Plans.

F. Transport

1. Ensure that strategic patterns of development maximise the opportunities to use non car modes of transport and reduce the overall need to travel.
2. Develop new railway station at Beechcliffe and bus rail interchange facilities at Steeton and Silsden Station and Bingley station.
3. Improve public transport within and between the towns and villages in Airedale, including rail stations, cross valley links, cycleway and public rights of way improvements.
4. Develop critical road infrastructure in accordance with the Connecting Airedale Transport Improvement Project with the Silsden Eastern Bypass Road including enhanced bus network to/from Steeton and Silsden bus rail interchange and transport improvements to Hard Ings Road and Keighley Town Centre.
5. Improve key transport corridors, including A650 (Airedale Corridor between Keighley and

Bradford), A629/A644 (Keighley to Queensbury), A629 (between Craven and Bradford through Steeton with Eastburn) and A6038 (Otley Road)

6. Implement stronger demand management in Airedale.
7. Improve public transport access between Airedale, City of Bradford including Shipley and Lower Baildon, Craven and Leeds.
8. Improve surface access and public transport access to Leeds Bradford International Airport by encouraging more direct public transport connections from Keighley and Bingley.

G. Joined up working

1. Collaboration on the implementation of the Core Strategy through Allocation DPD and the Area Action Plan DPDs and other local strategy work, including with adjoining local authorities, public, private and voluntary sector partners.

Choosing the Preferred Option

4.2.1 This is the preferred approach as supported by the evidence base including the Settlement Study Growth Assessment, SHLAA, SHMA and the SFRA. The preferred option ensures that a significant level of new housing is focussed in and around the Principal Towns of Keighley and Bingley and the Local Growth Centres of Silsden and Steeton. This enables the regeneration of housing estates in central Keighley including housing and economic growth in the wider Airedale Corridor in accordance with the RSS. The preferred option also enables the development of a number of local green belt releases in sustainable locations.

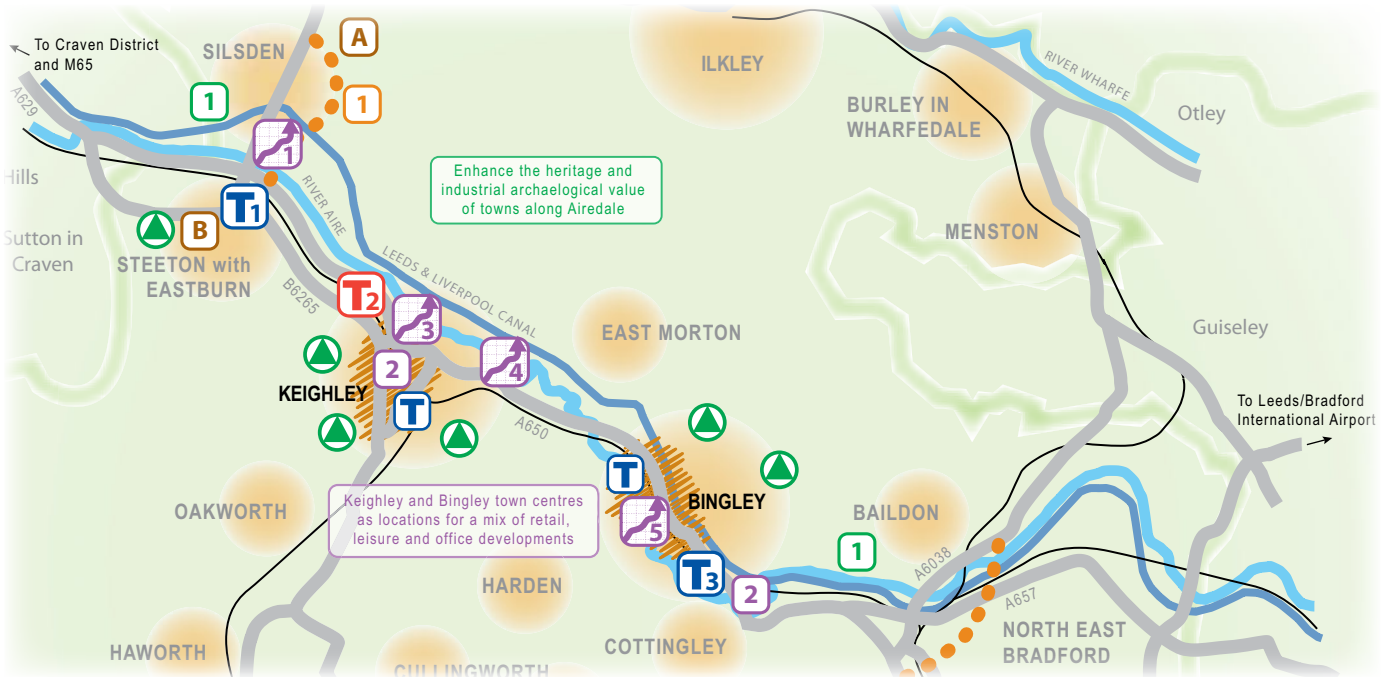
4.2.2 The preferred option encourages a mix of uses in the town centres of Keighley and Bingley in accordance with national and regional planning policy.

Outcomes by 2028

4.2.3 The following is the outcome envisaged at the end of the plan period (2028) following the implementation of policies, proposals and programmes outlined in this Core Strategy.

4.2.4 **Keighley** is the principal town of Airedale with its public, administrative, sporting, cultural and retail functions. The town has successfully retained its industrial economic base whilst establishing a reputation as a centre for research and development for manufacturing companies supported by institutions such as Park Lane College Keighley. Regeneration initiatives over the last 20 years have included the reinvention of Market Hall, Cavendish Court and redevelopment of Cavendish Retail Park and Former Keighley College site into high quality vibrant mixed use areas. Keighley has also born witness to the heritage led conversion of Dalton Mills and former Wesleyan chapel at Temple Row, public realm enhancements, waterfront access to the east

Figure AD2 Spatial Vision Diagram – Airedale by 2028



Key

Airedale Policy AD1

- AD1B Urban Regeneration and Renewal Priority Areas
- AD1B/C Localised Green Belt Deletions
*Locations are only indicative and may include other settlements
- AD1D Economic Development
- AD1E Environment
- AD1F Transport
- Trainline
- River
- Canal
- Road
- Existing train station
- Proposed train station
- Proposed Road Infrastructure

Growth Areas

- Silsden
- Steeton with Eastburn

Economic Development

- Silsden Business Park
- Keighley and Bingley - Principal focus for indigenous economic development including starter units for SMEs and business parks for larger digital, design, financial and service sectors
- Royd Ings
- Dalton Lane Business Innovation Centre
- Bingley Technology Park

Environment

- Improve green infrastructure along Airedale River, Canal and Transport Corridor

Transport

- Silsden Eastern Bypass
- Bus and Rail Interchange at Silsden and Steeton
- Beechcliffe Station
- Bingley Interchange

and south of the town centre and railway station improvements. These schemes have all enhanced the character and heritage of Keighley reinforcing its role as an attractive shopping and leisure destination, whose facilities and services continue to serve the town and the surrounding rural villages. The Keighley Townscape Heritage Initiative commenced in 2011 to regenerate the North Street area. Keighley is an accessible town which has seen growth in housing including living over the shop, new builds, mill conversions as part of intensive mixed use schemes in the commercial heart of the town. Keighley has also witnessed growth in its economy with the development of starter units for small and medium sized businesses, alongside business park premises for the larger digital, design, knowledge and service sectors which have been supported by enhancements to public transport and improved infrastructure connectivity throughout Airedale and into Bradford,



Keighley Campus

Leeds and Wharfedale. The growth in economic activity has been complemented by significant investment in schools throughout Keighley which has increased attainment levels and the skills needed for local sectors.

4.2.5 **Bingley** has been reborn as a distinctive market town with high quality new housing, town centre residential units and office space. The town is a destination for speciality retail through the creation of the outdoor market set in a new square at the heart of the town which offers the opportunity for open air performances and community space. Bingley is the



Jubilee Gardens, Ilkley

place to visit for food, drink and leisure and has seen the retail offer significantly improve through the redevelopment of the Myrtle Walk shopping centre, a larger anchor food store, new smaller shop units and library. The town has also seen enhancements to civic and social amenities with the new library, Town Hall Hotel and redesigned Jubilee Gardens and improvements to the river walk, park and visitors centre for five rise locks as well as the creation of a bus interchange outside the railway station, improved parking and transport improvements. Bingley has also seen the creation of the Technology Park at Coolgardie Farm which provides excellent business premises for the digital and high technology sectors. The growth in economic activity has been further enhanced by significant investment in schools throughout Bingley which now provide the skills to serves the needs of these home grown industries.

4.2.6 **Silsden** has become an important small town for Airedale and Craven with the creation of Silsden

Section 4 Sub Area Policies: Airedale

Rural Business Park with its good quality pedestrian and cycle routes to the Silsden and Steeton railway station, bus interchange and canal providing high quality industrial and office space for businesses wanting to relocate throughout Keighley and Craven. As well as employment opportunities, Silsden has also seen its retail and housing offer enhanced to create a desirable and much sought after location with the construction of the Silsden Eastern Bypass Road and investment in local schools.

4.2.7 **Steeton with Eastburn** is a town full of character with Airedale Hospital providing an excellent range of employment opportunities. The town has seen high quality housing and commercial led mixed use developments that have assisted in providing safe and attractive pedestrian and cycle links to Silsden and Steeton railway station with its fast and frequent train services to employment and retail centres of Keighley, Skipton, Bradford and Leeds.

OUTCOMES	INDICATORS
The Principal Towns of Keighley and Bingley are the economic drivers of Airedale and the Districts economy with long term stability and the benefits of a strong economy and equitability spread throughout Airedale and the wider District. In particular, this has helped address labour market and housing market disparities.	Success of the Bradford economy
The role of Keighley, Bingley has been strengthened by developing complementary functions with Silsden and Steeton and the City of Bradford including Shipley and Lower Baildon within the District and the City of Leeds and Craven outside the District through maximising links and connectivity with each other.	Health of the Keighley, Bingley, Silsden and Steeton
There has been significant shift towards more sustainable modes of transport and connectivity has been radically improved.	Delivery of transport priorities. Trips by different transport modes. Reduction in distance travelled. Average travel time.
The environmental quality of the Airedale been protected and enhanced.	Air quality Countryside quality Condition of internationally important biodiversity Quality and condition on the historic attributes of Keighley, Bingley, Silsden, Steeton and rest of Airedale.

Sub Area Policy 2 (AD2) Investment Priorities for the Airedale Sub Area

In order to deliver transformation and change in Airedale through economic development, housing renewal and growth, and improved green infrastructure, community facilities and accessibility, public and private sector investment will be targeted:

A. To improve public transport, particularly to Keighley, Bingley, Steeton with Eastburn and Silsden, to enhance the ease of movement and improve access to jobs within the Airedale Corridor particularly for disadvantaged communities.

B. To support the regeneration of Keighley and Bingley town centres to deliver enhancements to the public realm, mixed use retail and leisure schemes on key brownfield sites and improvements to the railway stations.

C. To provide infrastructure to support site assembly, manage flood risk, and improve access between Airedale to Bradford city centre, Shipley town centres as part of regeneration initiative on the Shipley and Canal Road Corridor and the Connecting Airedale initiative.

D. To take advantage of the close proximity of the City Centres of Bradford and Leeds and deliver renewal of existing urban sites, training programmes and support site assembly including improvements to the quality and capacity of public transport along Airedale to Craven, the City of Bradford and the City of Leeds.

E. Support a number of local green belt releases in sustainable locations to Keighley, Bingley, Silsden and Steeton with Eastburn through development site assembly, improvements to the quality and capacity of public transport including new Silsden Eastern bypass and links along the Airedale corridor.

OUTCOMES	INDICATORS
Investment programmes have delivered infrastructure and other requirement necessary to accommodate development.	Delivery of transport investment and management priorities.

Section 4 Sub Area Policies: Airedale

Wharfedale

Figure WD1 Spatial Issues



Wharfedale Summary of Key Proposals and Baseline Data			
Key Policy Proposals		Baseline Data	
Number of New Homes	3,100	Total SHLAA Land Supply*	3395
Estimated No. of Affordable Housing Units	1240		
Housing Delivery - PDL Target	40%	Employment Land Supply	1.03 ha
Housing Growth Areas	Menston	Regeneration Priority Areas	
*Categorised as deliverable or developable			

Wharfedale Sub Area Policy 1 (WD1)

A. Strategic Pattern of Development

Excluding windfall, Wharfedale will accommodate up to 3,100 dwellings in the period up to 2028. The Council will work closely with partner organisations to ensure that this development creates a modern, vibrant and sustainable communities.

The broad distribution of development is shown as follows:-

	Minimum total number of residential units
Ilkley	1,300
Burley In Wharfedale	500
Menston	900
Addingham	400

Approximately 40% of the new homes will be affordable units with developer contributions on specific sites made in accordance with Policy HO11 as informed by the SHMA and AHEVA.

Some flexibility will be allowed in the precise mix and phasing of uses to enable development to

respond to changes in market requirements and to secure the most appropriate level and quality of development.

Within the Principal Town of Ilkley and the Local Growth Centres of Burley in Wharfedale and Menston there are opportunities for development through infill whilst retaining the character of these places.

B. Development including new housing provision will be focussed as follows:-

- 1,300 new homes in Ilkley focused on sustainable urban redevelopment opportunities and local green belt releases East and West of Ilkley to provide new high quality homes with associated community facilities, in particular new schools as required and provision of recreation and open space to address current deficiencies.
- Burley in Wharfedale will see up to 500 new houses focused on sustainable local green belt releases with associated community facilities with good walking and cycling links to Burley Railway Station.
- Menston will see the creation of up to 900 new homes on existing housing allocations and additional local green belt releases with associated community facilities. The creation of jobs with good walking and cycling links to Menston railway station.

Section 4 Sub Area Policies: Wharfedale

4. Addingham will see the creation of 400 new houses and associated community facilities to meet local needs on the most sustainable sites, including some green belt releases.

D. Economic Development

1. Ilkley will have an important role as the principal town in Wharfedale with public administrative, cultural, retail, tourism and leisure functions.
2. Support the role of Ilkley town centre as locations for a mix of retail, leisure and office developments benefiting from excellent rail and road connections to Leeds and Bradford.
3. Support the centres of Burley In Wharfedale and Menston for limited retail and leisure development to meet day to day needs and benefit from excellent road and rail links.
4. The creation of high quality employment land at Ilkley benefiting from proximity to Ben Rhydding Station and Leeds Bradford International Airport.
5. Support the roles of the Council, the Health Authority and the Education Authority as significant generators of direct and indirect employment in the District.
6. Help to connect disadvantaged communities to job opportunities.

E. Environment

1. Protect and enhance the biodiversity and landscape character of Wharfedale.
2. Protect the integrity of nationally and internationally important biodiversity sites, in particular Ilkley Moor and Rombalds Moor (South Pennine Moor SPA) and the Yorkshire Dales AONB as well as regional and locally designated sites and protected notable habitats and species.
3. Improve green infrastructure along the River Wharfe and public transport corridor.

4. Protect and enhance the water management function of the River Wharfe Catchment Area based upon the SFRA and River Wharfe Catchment Flood Management Plan to mitigate flood risk.

5. Conserve and enhance the heritage values of settlements within the Wharfe valley, including Listed Buildings, Conservation Areas, the historic garden at Heathcote and Scheduled Ancient Monuments.

6. Use the opportunities provided by increased development in the Principal Town of Ilkley and the Local Growth Centres of Burley and Menston to maximise renewable energy generation and energy efficiency.

F. Transport

1. Ensure that strategic patterns of development maximise the opportunities to use non car modes of transport and reduce the overall need to travel.
2. Improve public transport within and between Ilkley and settlements in Wharfedale, including rail station, cycleway and public rights of way improvements.
3. Implement stronger demand management in Wharfedale.
4. Improve public transport access between Wharfedale, Airedale, City of Bradford, Craven and Leeds.
5. Improve surface access and public transport access to Leeds Bradford International Airport by encouraging more direct public transport connections from Ilkley.

F. Joined up working










1. Collaboration on the implementation of the Core Strategy through Allocation DPD and the Area Action Plan DPDs and other local strategy work, including adjoining local authorities, public, private and voluntary sector partners.

Figure WD2 Spatial Vision Diagram – Wharfedale by 2028



Key

Wharfedale Policy WD1

-  WD1B Potential Localised Green Belt Deletions
*Locations are only indicative and may include other settlements
-  WD1C Economic Development
-  WD1D Environment
-  WD1E Transport
-  Trainline
-  River
-  Canal
-  Road
-  Existing train station

Growth Area

-  Menston

Choosing the Preferred Option

4.3.1 This is the preferred approach as supported by the evidence base including the Settlement Study Growth Assessment, SHLAA, SHMA and the SFRA. The preferred option ensures that in accordance with the RSS, a significant level of new housing is focussed in and around the Principal Towns of Ilkley and the Local Growth Centres of Burley and Menston. The preferred option also enables the development of a number of local green belt releases in sustainable locations to Ilkley, Burley and Menston which all benefit from excellent public transport connections and where there is sufficient land to create a sustainable mix of house types and tenure supported by community facilities with potential for combined heat and power facilities.

4.3.2 The preferred option encourages a mix of uses in Ilkley town centre in accordance with national and regional planning policy.

Outcomes by 2028

4.3.4 The following is the outcome envisaged at the end of the plan period (2028) following the implementation of policies, proposals and programmes outlined in this Core Strategy.

4.3.5 **Ilkley** is the principal town of Wharfedale with its public administrative, cultural, retail, tourism and leisure functions with excellent rail and bus connections with Bradford and Leeds. The town has gained a reputation in serving the needs of high quality businesses and providing jobs and a range of shops and services to meet the needs of residents and visitors alike. This moorland town, on the edge of the Yorkshire Dales and on the doorstep of the South Pennine Moors has witnessed growth in tourism and is recognised as a world renowned visitor destination. As well as economic growth, the town has also seen housing growth to meet the needs of local residents with high quality housing developments to its east and west over the last 20 years which has reinforced Ilkley's position as one of the most desirable and sought after residential locations in the country whilst providing greater housing choice. A new secondary school for the town has provided excellent accommodation for the young people of the town together with additional areas of much needed open space and sports centre facilities for the use by local

community. The popularity of Rombalds Moor for recreation has been sensitively managed whilst safeguarding the unique biodiversity value of the Moor which is part of the South Pennine Moors Special Protection Area.

4.3.6 The Wharfedale towns of **Burley in Wharfedale** and **Menston** are both desirable locations and have both seen good quality housing developments supported by shops and community facilities. The two towns have witnessed improvements to the environmental quality of the railway stations and continue to benefit from high quality, fast and frequent rail and bus services to Ilkley and the major city centres of Leeds and Bradford.

4.3.7 The village of **Addingham**, on the edge of the Yorkshire Dales National Park, has retained its character and sense of place whilst meeting local needs for affordable housing and local facilities. The village has also benefited from good bus connections to the principal town of Ilkley, the town of Silsden and neighbouring Skipton.



Top: Main Street, Menston
Above: Addingham Moorside

OUTCOMES	INDICATORS
The Principal Town of Ilkley is the economic driver of Wharfedale and the Districts economy with long term stability and the benefits of a strong economy and equitability spread throughout Wharfedale and the wider District. In particular, this has helped address labour market and housing market disparities.	Success of the Bradford economy
The role of Ilkley has been strengthened by developing complementary functions with Burley and Menston and the City of Bradford including Shipley and Lower Baildon, Keighley, Bingley, Steeton and Silsden within the District and the City of Leeds and Craven outside the District through maximising links and connectivity with each other.	Health of the Ilkley, Burley and Menston
There has been significant shift towards more sustainable modes of transport and connectivity has been radically improved.	Delivery of transport priorities. Trips by different transport modes. Reduction in distance travelled. Average travel time.
The environmental quality of the Wharfedale been protected and enhanced.	Air quality Countryside quality Condition of internationally important biodiversity Quality and condition on the historic attributes of Ilkley, Burley and Menston and rest of Wharfedale.

Sub Area Policy 2 (WD2) Investment Priorities for the Wharfedale Sub Area

In order to deliver transformation and change in Wharfedale through economic development, housing growth, and improved green infrastructure, community facilities and accessibility, public and private sector investment will be targeted:

A. To improve public transport, particularly to Ilkley, Burley and Menston, to enhance the ease of movement and improve access to jobs within the

Wharfedale Corridor particularly for disadvantaged communities.

B. To invest in Ilkley town centre to deliver enhancements to the public realm, mixed use retail and leisure schemes on key brownfield sites and improvements to the railway station.

C. To provide infrastructure to support site assembly, manage flood risk, and improve access between Wharfedale to City of Bradford and Airedale.

Section 4 Sub Area Policies: Wharfedale

D. To support improvements to the quality and capacity of public transport along Wharfedale to Craven, the City of Bradford and the City of Leeds.

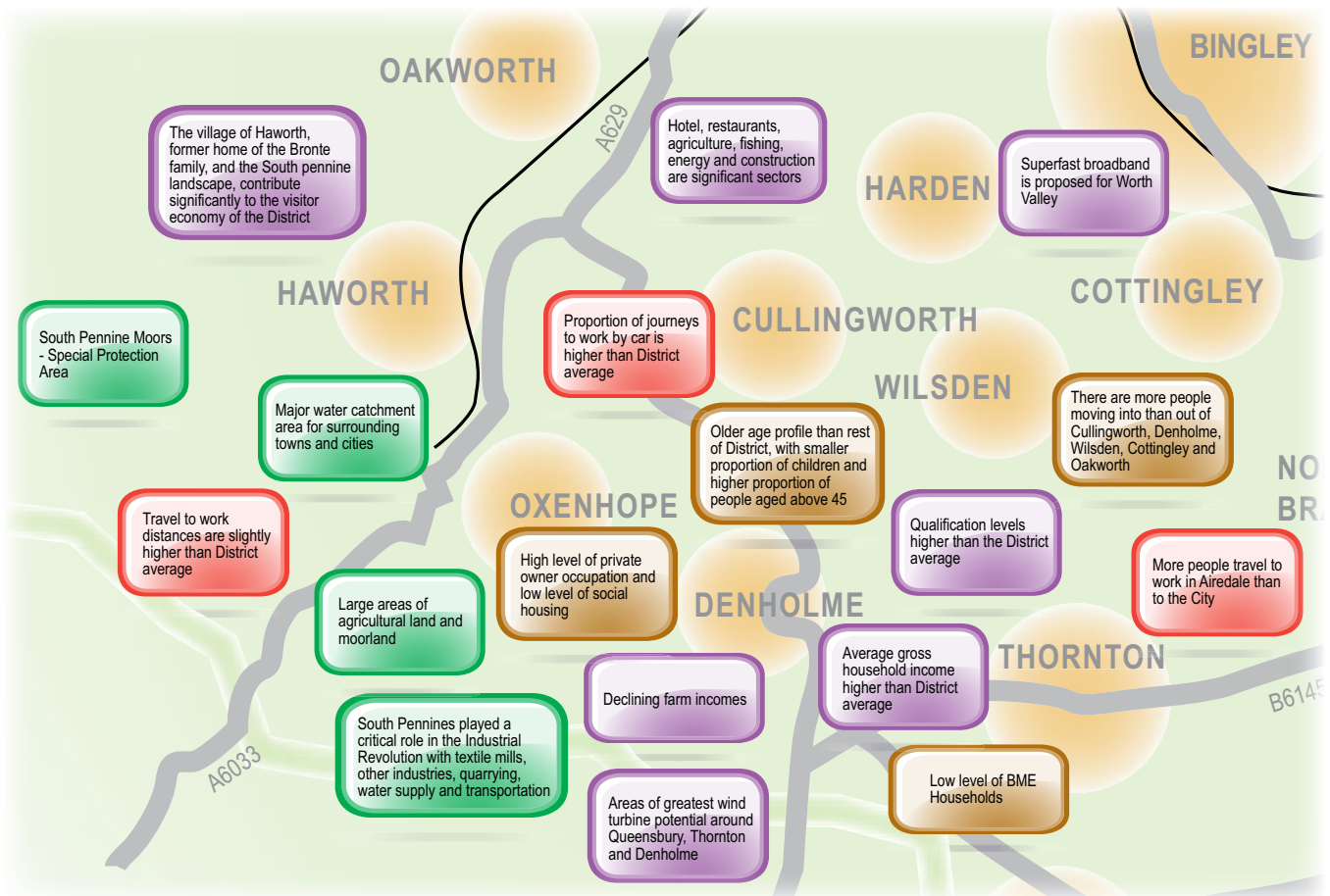
E. Support a number of local green belt releases in sustainable locations to Ilkley, Burley and Menston through development site assembly, improvements to the quality and capacity of public transport including new road infrastructure and links along the Wharfedale corridor.

OUTCOMES	INDICATORS
Investment programmes have delivered infrastructure and other requirement necessary to accommodate development.	Delivery of transport investment and management priorities.

Section 4 Sub Area Policies

South Pennine Towns and Villages

Figure PN1 Spatial Issues



South Pennine Towns and Villages Summary of Key Proposals and Baseline Data			
Key Policy Proposals		Baseline Data	
Number of New Homes	4,300	Total SHLAA Land Supply*	5231
Estimated No. of Affordable Housing Units	1,290		
Housing Delivery - PDL Target	30%	Employment Land Supply	11.89 ha
Housing Growth Areas	Queensbury	Regeneration Priority Areas	
<i>*Categorised as deliverable or developable</i>			

South Pennine Towns and Villages Sub Area Policy 1 (PN1)

A. Strategic Pattern of Development

Excluding windfall the South Pennine Towns and Villages will accommodate up to 4,300 dwellings in the period up to 2028. The Council will work closely with partner organisations to ensure that this development creates a modern, vibrant and sustainable communities.

The broad distribution of development is shown as follows:-

	Minimum total number of residential units
Queensbury	1500
Thornton	700
Cullingworth	200
Denholme	450
Harden	150
Haworth	600
Oakworth	250
Oxenhope	150
Wilsden	300

Approximately 30% of the new homes will be affordable units with developer contributions on specific sites made in accordance with Policy HO11 as informed by the SHMA and AHEVA.

Some flexibility will be allowed in the precise mix and phasing of uses to enable development to respond to changes in market requirements and to secure the most appropriate level and quality of development.

B. Housing and Economic growth will be focussed on the following areas:-

1. The Local Growth Centres of Queensbury and Thornton will between them see the creation of 2,200 new houses, associated community facilities, in particular provision for children and younger people and outdoor sporting facilities and allocation of employment land from excellent bus and road connections to the City of Bradford and the Principal Town of Halifax.
2. The Local Service Centres of Cullingworth, Denholme, Harden, Haworth, Oakworth, Oxenhope and Wilsden will see between them the creation of 1,800 new houses and associated community facilities, in particular, health care facilities at Denholme, Harden, Oakworth and Oxenhope, and open space and recreational facilities in Cullingworth, Harden, Haworth, Oakworth and Oxenhope to address

current deficiencies. Allocation of employment land in order to diversify the economics of these rural settlements and their hinterlands.

C. Sustainable local green belt deletions will be utilised to meet housing need, particularly in Queensbury, Oakworth, Wilsden and Oxenhope:

1. North West Queensbury with Mountain to create 1,500 new houses with associated community facilities benefiting from Queensbury's good bus and road connections to employment and shopping and leisure attractions in the Principal Town of Halifax and the City of Bradford.
2. West Thornton to create 700 new houses with associated community facilities benefiting from excellent bus and road connections to Bradford City Centre

D. Economic Development

1. Support the economic diversification of these historic industrial settlements and surrounding countryside in order to retain local employment in the South Pennines.
2. Support the role of the centres of Queensbury and Thornton as locations for a mix of community facilities benefiting from excellent bus and road connections to the City of Bradford and the Principal Town of Halifax.
3. Develop and promote the tourism and leisure destination roles of Haworth and Thornton as internationally recognised tourist destinations with its Bronte Country heritage, the Bronte Parsonage Museum and the Keighley and Worth Valley steam railway.
4. Support the roles of the Council, the Health Authority and the Education Authority as significant generators of direct and indirect employment in the District.
5. Help to connect disadvantaged communities to job opportunities.

E. Environment

1. Protect and enhance the biodiversity and landscape character of the Pennine Uplands, Wilsden, Worth and North Beck Valley.
2. Protect the integrity of nationally and internationally important biodiversity sites, in particular the South Pennine Moors and regional and locally designated sites and protected and notable habitats and species.
3. Protect and improve green infrastructure including waterways and public transport corridors, in particular walking and cycling linked to the local, regional and national cycle and footways.
4. Enhance the Worth Valley as an important connection between the Principal Town of Keighley and the settlements in the South Pennines
5. Conserve and enhance the heritage values of the Pennine Towns and villages, including Listed Buildings, Conservation Areas, the Historic Park of Central Park, Haworth, and Scheduled Ancient Monuments.
6. Use the opportunities provided by increased development in the Local Growth Centres of Thornton and Queensbury to maximise renewable energy generation and energy efficiency, in particular wind energy in the Denholme/Queensbury area.
7. Manywells has been restored to create a new country park to enhance biodiversity and create a place for informal recreation.

F. Transport

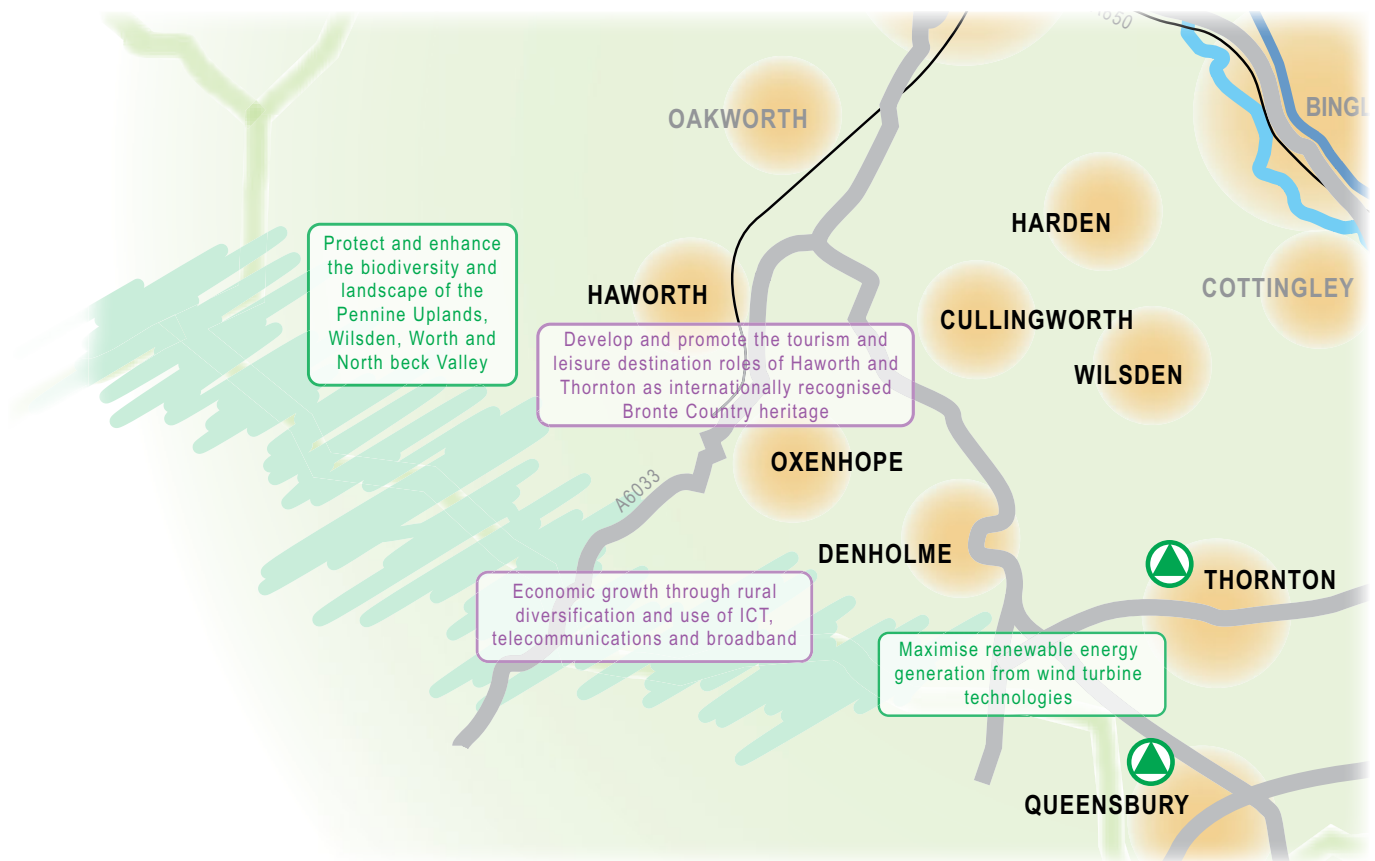
1. Ensure that strategic patterns of development maximise the opportunities to use non car modes of transport and reduce the overall need to travel.
2. Improve public transport within and between the settlements of the South Pennines, in particular bus improvements.

3. Implement stronger demand management in the Pennines.
4. Improve public transport access between the South Pennine Towns and Villages, the City of Bradford and neighbouring Principal Town of Halifax including cycleway and public rights of way improvements.

G. Joined Up Working

1. Collaboration on the implementation of the Core Strategy through Allocation DPD and the Area Action Plan DPDs and other local strategy work, including the Strategic Green Belt Review through the Integrated Regional Strategy with adjoining local authorities, public, private and voluntary sector partners.

Figure PN2 Spatial Vision Diagram - Pennine Towns and Villages 2028



Key

Pennine Towns and Villages Policy PN1

PN1B/C Potential Localised Green Belt Deletions
*Locations are only indicative and may include other settlements

PN1D Economic Development

PN1E Environment

Trainline

River

Canal

Road

Choosing the Preferred Option

4.4.1 This is the preferred approach as supported by the evidence base including the Settlement Study Growth Assessment, SHLAA, SHMA and the SFRA. The preferred option ensures that a level of new housing and economic development is focussed around the Local Growth Centres of Thornton and Queensbury. The preferred option also enables the development of a number of local green belt releases in sustainable locations to Thornton and Queensbury which both benefit from excellent public transport connections and where there is sufficient land to sustainably create a mix of house types and tenure supported by community facilities with potential for combined heat and power facilities.

4.4.2 The preferred option also encourages a mix of housing and economic development in the other Local Services Centres in the Pennines in order to meet localised needs and ensure they remain as vital and viable towns and villages for future generations.

Outcomes by 2028

4.4.3 The following is the outcome envisaged at the end of the plan period (2028) following the implementation of policies, proposals and programmes outlined in this Core Strategy.

4.4.4 **Queensbury** has seen a housing and economic growth over the last 20 years which has preserved and enhanced its retail and leisure offer. Black Dyke Mills has been transformed into retail, residential and commercial space and continues to play the role as the economic powerhouse of this important Pennine town. The town continues to benefit from fast and frequent bus services to Bradford city centre in the north and Halifax town centre in the south making it a popular and sought after location.

4.4.5 **Haworth** continues to function as an important small moorland industrial town that is also an internationally recognised tourist destination with its Bronte Country heritage, the Bronte Parsonage Museum and the Keighley and Worth Valley steam railway. The traditional economy of the town has been diversified by tapping into its real potential as a tourism destination with hotel accommodation, specialist shopping and dining experience as well as

a popular location for film and television productions. Housing development in Haworth has continued to cater for local demand and the operation of the Keighley and Worth Valley Railway has been extended to provide a commuter service to the principal town of Keighley.

4.4.6 **Thornton** has continued to exploit its tourism and leisure potential linked to Haworth and Bronte country whilst accommodating housing and economic growth which has benefited from fast and frequent bus services into Bradford city centre making Thornton a highly desirable place to live and work with excellent links to the Sustrans cycle network.

4.4.7 The Pennine villages of **Oakworth, Oxenhope, Harden, Wilsden, Cullingworth and Denholme** have retained their individual characters and sense of place whilst meeting local needs for housing and amenities served by improved bus and rail links to Keighley town centre, Bradford city centre, Bingley, Queensbury and neighbouring Halifax.



Top: Main Leeds and Liverpool Canal, Silsden
Above: Oakworth

Section 4 Sub Area Policies: South Pennine Towns and Villages

OUTCOMES	INDICATORS
The Local Growth Centres of Thornton and Queensbury are the economic drivers of Pennines and the Districts economy with long term stability and the benefits of a strong economy and equitability spread throughout Pennines and the wider District. In particular, this has helped address labour market and housing market disparities.	Success of the Bradford economy
The role of Thornton and Queensbury has been strengthened by developing complementary functions with the other Pennine towns and villages and the City of Bradford within the District and the Principal Town of Halifax outside the District through maximising links and connectivity with each other.	Health of Thornton and Queensbury
There has been significant shift towards more sustainable modes of transport and connectivity has been radically improved.	Delivery of transport priorities. Trips by different transport modes. Reduction in distance travelled. Average travel time.
The environmental quality of the Pennines been protected and enhanced.	Air quality Countryside quality Condition of internationally important biodiversity Quality and condition on the historic attributes of Thornton, Queensbury, Cullingworth, Denholme, Harden, Haworth, Oakworth, Oxenhope and Wilsden

Sub Area Policy 2 (PN2) Investment Priorities for the Pennine Towns and Villages Sub Area

In order to deliver transformation and change in the Pennine Towns and Villages through economic development, housing renewal and growth, and improved green infrastructure, community facilities and accessibility, public and private sector investment will be targeted:

A. To improve public transport, particularly to Queensbury, Thornton and Haworth, to enhance

the ease of movement and improve access to jobs within the City of Bradford, Airedale Corridor and Kirklees particularly for disadvantaged communities

B. To support the regeneration the centres of Thornton, Queensbury and Haworth to deliver enhancements to the public realm, limited mix of retail and leisure schemes on key brownfield sites and improvements transport hubs.

C. To provide infrastructure to support site assembly, manage flood risk, and improve access between Pennine Towns and Villages to Bradford

Section 4 Sub Area Policies: South Pennine Towns and Villages

city centre, Keighley town centre and Halifax town centre as part of district wide regeneration initiatives.

D. To take advantage of the close proximity of the City Centre of Bradford and town centres of Keighley and Halifax and deliver renewal of existing urban sites, training programmes and support site assembly including improvements to

the quality and capacity of public transport between the Pennine Towns and Villages and the City of Bradford, Keighley and Halifax.

E. Support sustainable urban growth in Thornton and Queensbury and Local Service Centres through development site assembly, improvements to the quality and capacity of public transport.

Outcomes	Indicators
Investment programmes have delivered infrastructure and other requirement necessary to accommodate development.	Delivery of transport investment and management priorities.

Section 5 Thematic Policies

5.0.1 This section provides thematic planning policies to enable sustainable development in line with the Spatial Vision and Objectives. The Council recognises that for the planning system to deliver sustainable communities requires an integrated policy approach to the three key components – Prosperity (an economic role), People (a social role) and Place (an environmental role).

5.0.2 The following Thematic Policies on Economy and jobs, Transport & Movement, Housing and Environment (including Minerals and waste) have been structured to accord with the Draft National Planning Policy Framework (July 2011) under the components:-

- *Planning for Prosperity* - Economy and Jobs, Transportation and Movement
- *Planning for People* - Housing
- *Planning for Place* - Environment

5.0.3 Each sub section sets out:

- Background and context to the issue
- Proposed draft policy
- Reasons for the policy as well as other options considered where relevant
- Outcomes/ key indicators



5.1 Planning for Prosperity - Economy and Jobs

Introduction

5.1.1 The main economic focus of the Core strategy is to create the conditions where business thrives, generating opportunities to deliver jobs growth and prosperity across the District. It seeks to channel economic development into sustainable locations so that Bradford, its principle towns and range of smaller settlements can become a key driver within the Leeds City Region. The Strategy will help foster the District's indigenous companies and also attract the inward investment in the high value, creative and knowledge based industries by providing quality development sites in the most advantageous locations for the market economy. It will make the link with training and skills procurement to increase the labour resource within the District's local communities. In recent years, the Bradford urban area, the M606 corridor and Airedale have been the main centres of the Districts economic successes and achievements. Policy will continue to exploit their roles as dynamic locations of choice for future economic growth. The District benefits from a thriving tourism economy which the Strategy will help support alongside initiatives for rural diversification. This reflects the governments 'Plan for Growth' with its local dimension, where the shift in power to local communities and businesses enables places to tailor their economic development approach to local circumstances.

5.1.2 The previous sub spatial area sections provide main economic priorities at a sub district level. The purpose of this section is to provide a more detailed approach and operational priorities for stimulating and managing the economy in spatial terms and set out monitoring and delivery mechanisms accordingly.

Policy EC1 Creating a successful and competitive Bradford District economy within the Leeds City Region

In order to create a more successful and competitive district economy, plans, strategies, investment decisions and programmes should help to deliver:

- A. Economic growth, restructuring and diversification, taking account of potential job growth indicated by detailed forecasts in the Employment Land Review Assessment and updates as they become available.**
- B. Investment in locations such as Bradford City Centre, Shipley Town Centre and the Canal Road Corridor, Keighley, Bingley and Ilkley, recognising the role of the Regional City of Bradford and the Principal Towns as key drivers of productivity.**
- C. The Council's priority for Grade A office developments will be Bradford City Centre in line with its priority for regeneration of the city centre and the creation of a new central business district.**
- D. Improved links between job opportunities, skills development and needs, business productivity and investment, and the needs of excluded communities within Bradford District.**
- E. A modern manufacturing sector and modernisation of manufacturing industries within the City of Bradford and the Airedale Corridor.**
- F. A knowledge-driven economy, by supporting the potential of the University of Bradford, Bradford College and other further and high education institutions, hospitals and research institutions and other knowledge-intensive industries including the tourism and cultural sector and links with the provision of incubator units and innovation units within Bradford City Centre and the Airedale Corridor.**
- G. A more entrepreneurial Bradford District, with the aim of achieving higher rates of business start ups and survival, and a larger number of small businesses, including the provision of low cost**

and smaller incubator units for small and medium sized enterprises and micro businesses in the City of Bradford and the Airedale Corridor.

H. Development related to priority sectors or clusters, or individual employers important to the Bradford District economy, where they have specific property requirements.

I. The role of Leeds Bradford International Airport and Manchester International Airport as a significant economic drivers and the need to enhance transport links between the District and the two airports.

J. The potential of non business class sectors, including health, sport, retail, leisure, tourism and education as key economic and employment generators within the Bradford District.

K. Opportunities for business relating to the Districts unique environmental assets and challenges, including sustainable construction, renewable energy, resource and waste efficiency and environmental technologies and the 'low carbon economy'.

L. ICT infrastructure and take up of broadband, particularly as a priority in rural and peripheral areas of the Bradford District.

M. A wide range of initiatives to ensure more diverse, competitive and successful economies in the rural areas of the Bradford District.

OUTCOMES	INDICATORS	TARGETS
Economic growth of the District to be consistent with Core Strategy Vision and approach.	Success of the Districts economy	Year on year increase in GVA growth above EU average
The District has developed a modern and successful economy which is entrepreneurial, competitive and knowledge driven and based on a modern sectoral mix.	Entrepreneurship, innovation and new business formation.	
Economic restructuring and diversification and the district through upskilling of the workforce.		
City of Bradford including Shipley Town Centre and the Canal Road Corridor, Keighley, Ilkley and Bingley have developed as key drivers of the Districts productivity	Contribution to the economy from the City of Bradford and the Principal Towns of Keighley, Ilkley and Bingley	
There has been growth in businesses related to the Districts unique environmental assets.		
There has been significant improvement in access from rural areas to economic opportunities.	Contribution of the economy from rural areas	

LEAD ROLES	MAIN MECHANISMS
Bradford Council	Local Development Framework, Development Management, Economic Strategies and Masterplans, Local Economic Assessments
LGYH/Yorkshire Forward	Integrated Regional Strategies, Investment Decisions
Leeds City Region Partnership	LCR Investment Plans and Decisions
Bradford District Partnership - Local Strategic Partnership	The Big Plan Community Strategy

Economic Context

5.1.3 Bradford is the 5th largest metropolitan district in the UK by population, and has a population that is rapidly changing and growing alongside significant household growth. A substantial increase in the number of households is therefore predicted over the plan period, which could mean that around 50,000 additional new homes will need to be developed in a sustainable and sensitive way. Figures from the Local Economic Assessment show that the District has a young population structure, with a large proportion of the total population being made up of people in the lowest age groups. Under 16 year olds account for 22.6% of the total population, the highest proportion in the Leeds City region and makes Bradford the youngest major city in Great Britain. People under the age of 25 years accounting for 36% of the population compared to 31% nationally. This young and growing workforce will be essential to filling the jobs created in both the District and in the City Region and it has the potential to provide the skilled workforce needed to power and drive forward the Districts economy. The long term ambitions for regeneration in the Community Strategy is that by 2020, Bradford's economy will be a driving force in the city region, a place in which business thrives, creating opportunity prosperity and jobs. The latest population and household projections provide an opportunity and a range of challenges – the opportunity that a growing labour force will stimulate economic growth; a challenge in that we need to ensure that employment growth and regeneration keeps pace with housing growth and provision supported by a well connected transport system to ensure a sustainable Bradford District.

Bradford's Local Economy

5.1.4 Bradford has a long history of enterprise. Bradford's Local Economic Assessment estimates that its economy is worth about £7.8 billion and is the third largest in the region. Bradford has the third highest number of active enterprises in the Yorkshire and Humber Region although levels per head of population are below regional averages. The District has around fifteen thousand businesses which provide almost 190,000 jobs, 78% of which are held by local residents. The majority of the businesses are small enterprises with 81% employing less than 10 employees. Enterprise growth rates have generally been below average but have shown improvement in recent years and Bradford's business start up rate as a proportion of existing stock is higher than regional and national rates. The District is home to a number of large businesses with recognised brands operating on a national and international scale such as Wm Morrison, Yorkshire Building Society, Hallmark Cards, Pace, Provident Financial and more recently, Marks and Spencer. It is also home to nationally outstanding cultural businesses, a strong group of new media companies, and a significant national institution in the National Media Museum. The creative and cultural industries provide a distinctive competitive edge regionally and the visitor economy has grown, year on year. Established economic strengths include high-technology manufacturing and communications, financial and business services, cultural, creative, health and environmental industries.

Economic Challenges

5.1.5 Despite these promising indicators, the District's growing population will need more jobs and more housing. Unemployment, worklessness and economic inactivity are increasing. Women, people from black and ethnic minority communities, lone parents, people over 50, and people with disabilities

or low qualifications are less likely to be employed. Skills levels fall short of regional and national averages, and the proportion of people with no qualifications is too high. Reliance on benefits is particularly high in deprived areas. The District remains a low pay area reflecting weak private sector jobs growth and too few high value knowledge businesses. The city centre needs revitalising. Growth in the visitor economy is dependent on regeneration which will provide a better shopping experience, more hotel accommodation; and on improving the quality and accessibility of the District's attractions. The District faces gaps in both the capacity and quality of its transport network which needs to be addressed to connect people with jobs across the District and the Region. This challenge is made greater by the need to provide for an expanding population at a time when the economy is recovering from recession. Only a modest level of economic growth is anticipated over the next few years, with reduced levels of public expenditure to fund public sector intervention. The Plan has a key role to play in laying the foundations for future growth over a 15 year timescale which should encompass the upward trending part of the economic cycle. Its key aims are regeneration and job creation as derived from Strategic Policy both regional and local.

Strategic Framework

5.1.6 The Strategic Framework which underpins the economic policies and goals of the Core Strategy comprises: (i) The Yorkshire and Humber Regional Economic Strategy, (ii) The Regional Spatial Strategy and (iii) Bradford District Economic Strategy.

5.1.7 The economic vision of the **Yorkshire and Humber Regional Economic Strategy** is to be a great place to live, work and do business; a place that fully benefits from a prosperous and sustainable economy. Achieving this is based on three aims:

- (i) Realizing the potential of the people;
- (ii) Growing competitive businesses;
- (iii) Protecting, enhancing and utilising the local environment.

This will be achieved through growing businesses in key sectors, by boosting the role of city regions as economic drivers, delivering integrated renaissance programmes in major cities and towns, and securing a strong rural economy.

5.1.8 **The Regional Spatial Strategy (RSS)** still forms, at the time of writing, part of the statutory development plan for the District until the Localism Bill becomes law. It seeks to transform Bradford as a Regional city with significantly increased growth in economic development, jobs and homes. Transformation will be realized through the renaissance and strengthening of the role of the city and town centres and development and regeneration elsewhere together with indigenous growth of the principal towns, the main focus for employment and development in rural areas. The RSS aims to provide and safeguard land and premises for economic uses including the rural businesses. Growth will be part of a program that secures the remodeling and regeneration of the districts urban areas, making the best and most efficient use of previously developed land whilst recognising that although the most valued green spaces will be protected, there will be some green field development in essential locations. These broad strategic principles are still central to the Core Strategy although the projections for future jobs growth in the RSS of 4720 jobs per annum will be less ambitious as a result of the recent economic recession.

5.1.9 **The Bradford District Economic Strategy 2011-2013**, was drawn up jointly between the Council, Bradford Regeneration and Prosperity Partnership with substantial input from the private sector. The Strategy is focused on transition from recession to recovery and has three principal interlinked and transformational goals.

- (i) Promoting sustainable and resilient economic growth by increasing the number of successful businesses and raising levels of activity and trade.
- (ii) Increasing the number of quality long term jobs for a growing workforce
- (iii) Raising the economic well being of local residents.

There are two priorities for action. 'Building entrepreneurship and innovation' is centred around the provision of new skills, improving the business environment and building on sector strengths to create new assets and specialisms. 'Working from the centre outwards' is focused on a quality physical environment for the City, improving its retail and commercial offer and developing a new central business district. The Economic Strategy seeks to

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maintain momentum in significant functional economic areas, working with partners to develop the Canal Road corridor and delivery of the Airedale Masterplan. The District's Economic Strategy is supported by The Big Plan, (the sustainable community strategy) which has a strong economic focus; and by the Employment and Skills Strategy.

Economic Evidence Base

5.1.10 Government guidance suggests that the economic aspects of the Council's Local Development Framework and the formulation of Policy should be informed by the production of an Employment Land Review and by the information and analysis contained in the Local Economic Assessment. In February 2007, the Council commissioned the preparation of an 'Employment Land Review' (ELR) for the District and this was completed in December 2007. The study, completed by consultants ARUP, comprised a number of elements:

- An overview of the economic structure of the District
- An assessment of the current employment land supply in the District. All of the sites in the Council's existing land supply portfolio were appraised qualitatively against a range of criteria to assess their suitability for future employment use, focusing on attractiveness to the market. Sites were also categorised according to whether they were considered deliverable in the short, medium or longer term. The majority of the sites in the current supply were considered to be developable at some point in the plan period and worthy of retention subject to the overall scale of need and locational strategy to be adopted;
- An assessment of the projected demand for employment over the plan period, comparing several different projection methodologies. The approach recommended in the report was to derive a range of employment land need based on two different runs of the Experian Regional Econometrics Model, (REM) published by Yorkshire Forward. The model produces jobs growth projections across the different employment sectors which can then be converted to land requirements. The two runs of the model used were the constrained and unconstrained growth scenarios as used on the production of the Regional Spatial Strategy with the difference

between them based on the level of economic growth and implementation of regeneration projects and initiatives;

- The review also undertook an assessment of market and property trends and data;
- A comparison of the supply against likely demand, assessing location and size in terms of the potential B Class Uses of the General Development Order.
- Based on the above analyses and potential growth, the ELR considered a broad locational strategy for economic development in the District.

5.1.11 The Employment Land Review forecast a total jobs growth of 47,210 jobs in Bradford between 2006 and 2016 using the Econometrics Model. The model could only effectively calculate until this date and figures after 2016 are based on straight line projections.

Update of Employment Land Review Projections

5.1.12 Given the effect of the credit crunch and the national economic recession, the Council has undertaken a more up to date economic analysis using a rerun of the econometrics model using based on March 2011 projections. This has provided an accurate assessment of local employment needs up to the year 2026, indicating a potential growth of 26,726 jobs in all sectors. (Although the plan period extends to 2028 the model only calculates until 2026 and the additional 2 years are determined by a straight line projection).



The 'Local Economic Assessment' on Future Economic Conditions

5.1.13 A recent refresh of the Local Economic Assessment conducted in Summer 2011 has concluded the district economy is still bearing the impact of the recession with weak jobs growth and a growing proportion of the workforce not in employment. Youth unemployment has risen with particular concern over the high level of worklessness among young women. Economic recovery after the recession remains fragile but jobs are set to grow over the medium to long term with Bradford forecast to have one of the highest rates of growth in the Leeds City Region over the medium term to 2016. The Regional Econometrics Model run by Experian in March 2011 took into account the effects of the recession on future employment and economic output, GVA, employment trends, population statistics, occupations and skills.

- There is still much uncertainty around the UK economy, which remains fragile, and this is reflected in the current REM forecast which shows the economy undergoing a very slow recovery.
- UK GDP was down in the second quarter 2011 rising by 0.2% compared with a 0.5% rise in the first quarter of 2011.
- The private sector is expected to become stronger but where growth is achieved it is still the case that this may be a result of increased productivity rather than jobs growth.
- UK exports had been buoyant earlier this year but have declined over the most recent quarter.
- Experian's GDP forecast for 2011 for the UK has been reduced to 1.3% rising to 1.8% in 2012.
- Overall, job growth is forecast to be weak in the short term.
- Experian's long term regional forecasts for Yorkshire have stayed broadly in line with the UK and the long term employment trend has changed very little since the last update, with employment 0.2% lower by 2026 in the latest forecast (relative to the previous forecast).
- Experian expects West Yorkshire will fare better than Yorkshire and Humber as a whole since key sectors such as financial & business services are a larger part of the West Yorkshire economy and are set to benefit from the predicted strong performance of these sectors nationally.

Worklessness and Demand for Jobs in the District

5.1.14 The working age population (16-64) in Bradford accounts for approximately 61.5% of the population total. The District's Local Economic Assessment estimates that more than 1 in 3 people of working age in Bradford are currently out of work, numbering 124,900, which is a rate of 32.1%. Worklessness rates and benefit claimant rates remain above regional and national levels. The DWP figures for August 2010 show that 15% of 16-64 year olds are claiming one or more out of work benefits compared to 13.1% for Yorkshire and Humber and 12.3% for Great Britain. Those registered on 'Job Seekers Allowance' account for 4.9% of the working population, compared to 4.4% for Yorkshire and Humber with male claimants being more than double that of females. Whilst the majority of claimants are aged between 25 and 49, with the highest rates among the 18-24 age group, (28.6%), 12.5% of the total claimants are registered as long term unemployed. Bradford East Constituency has the highest claimant rate of 6.3% and the wards most affected are Bowling and Barkerend, Manningham, Little Horton, Keighley Central and Tong. The lowest claimant rates are found in Shipley Constituency, and in the wards of Wharfedale, Ilkley and Craven. The number of live, unfilled jobs vacancies registered at Bradford's Job Centre plus offices was 2,247 in January 2011, with an average of 7 claimants per vacancy. Projected forward to the end of the plan period, there is a reasonable assumption that without intervention and proactive sourcing of new job opportunities, this rate of unemployment would continue.

Potential demand for Jobs over the Plan Period, 2011 – 2028

5.1.15 Economic inactivity is rising, the working age population is growing and current employment forecasts from the REM show little growth in jobs in the short term. Whilst the current economic trend indicates a growth of approximately 1572 jobs per annum, the actual need is much greater. Table EC1 provides an estimate of the growth of working age population by 2028. It gives a breakdown of the numbers that may be in employment and the numbers claiming 'out of work' benefits should current trends continue.

Table EC1 Bradford Working Age Population 2011-2028 (000'S)

(Based On Bradford District Quarterly Economic Updates May 2011)

Years	2011	2028	Increase
Total Working age Population (16-64) (ONS – 2008 based sub national pop. projection)	318.5	363.8	45.3
Total Number in Employment (62.6%) Source: Annual Population Survey	199.3	227.7	28.4
Total Number Claiming 'Out of Work' benefits (15%) Source: DWP	47.7	54.5	6.8
Total Number claiming 'jobs Seekers Allowance' (5%) Source: Jobcentre Plus	15.9	18.9	2.9

5.1.16 Although working age population projections are available from ONS, and these are included in the table above, workforce projections, i.e. projections of the working age population in employment and seeking employment, are not available. For this reason, benefit figures supplied by 'Job Centre Plus and the DWP have been used in this instance as a basis for projecting forward the number of people in the District seeking employment (JSA figures) and those not in work (DWP figures). These calculations illustrate the rising demand for employment opportunities in future years.

5.1.17 In order to attain full levels of employment in the District (providing jobs for everyone), the target number of jobs that would need to be created by 2028 is calculated as the projected increase in the number of working age population employed (28,400) together with the projected number of claimants (54,500), giving a total jobs demand of 82,900. This equates to 4876 jobs per annum. However, achieving this degree of full employment is generally accepted as being unattainable. If only the 'Job Seekers Allowance' figure is used with the employed working age population increase, thus discounting those who are incapacitated, or those who do not wish to work, the target figure would be 47,300, which equates to 2782 per annum. The strategy for a prosperous economy is to create the right conditions and opportunities for significant jobs growth across the District. It is not sustainable to accept the District's high level of unemployment and economic inactivity and the Core Strategy will develop policies to mitigate these circumstances.

Travel to Work and Commuting

5.1.18 The 2001 census revealed information on how and where people travelled to work in the District. 77% of the working age population live and work in Bradford District, and 23% commute out from the District, 51% to Leeds, 25% to other West Yorkshire districts and 8% to Craven. Conversely, 44,895 people commute into the District, 33% from Leeds, 39% from other West Yorkshire Districts and 9% from Craven. A net total of 3472 people commute into the District for employment opportunities, implying a reasonably balanced distribution of jobs. Bradford and Leeds is the heaviest commuter corridor between all the Leeds City Region Districts and the most balanced.



Bingley station

Key Messages for Bradford

5.1.19 As a reflection of national and regional trends:

- Employment and output forecasts have been further revised down for the District through 2011, followed by a modest recovery in employment from 2012/13 onwards
- Pre-recession employment levels are not likely to be reached in Bradford until 2020
- Bradford's future employment growth is anticipated to strengthen in the medium term, mainly in the business and financial services sectors but also in construction
- The current shift away from manufacturing and primary sector employment towards the service sector will continue, with significant job losses in the public sector.

Outlook

5.1.20 Although conditions are in a weaker position than 2007 when the Employment Land Review was undertaken, economic policy at the regional level identifies Bradford as a centre for new enterprise and opportunity and recognises the competitive opportunities the District can bring in driving forward the regional economy. The Regional Spatial Strategy supports a vision of transformational change for Bradford, with economic growth and job creation is anticipated in the business, professional and financial, manufacturing, construction, retail and service sectors. Emerging sectors such as design and technology, and health will also contribute to Bradford's changing economy with growth in priority clusters such as the digital and media sector in Airedale. At District level the Economic Strategy recognises the need to adapt and identify new ways to support business growth and improve prosperity. At the root level this includes training, business support and embedding entrepreneurship. At the wider level the strategy aims for ongoing inward investment, initiating new major regeneration schemes, and building the appropriate infrastructure across the District to help deliver the economic recovery. A key objective of the Core Strategy will be to maximise access for the working age population resident within the District to the local employment opportunities. This can be achieved by improving access to skills, to training and to education. It will help match the necessary skilled personnel to the

anticipated growth sectors identified in the Employment Land Review. A continued dialogue between training providers, access to work services and local employers will be necessary to reduce the numbers of workless residents within the District. Such a programme will require incentives to secure partnerships with local businesses for packages of training and job entry opportunities through local labour agreements with new employers and inward investors. The Core Strategy will underline all of these objectives by providing the right conditions and planning policies to sustain economic development.

New Government Initiatives for Economic Growth

5.1.21 The Government created Local Enterprise Partnerships (LEP) as part of their approach to regeneration and economic development following the abolition of Regional Development Agencies. Their primary function is to help rebalance local economies and stimulate private sector growth. LEPs are based on functional economic areas, facilitating alignment, and a more efficient use of resources. The Leeds City Region LEP provides a strategic role in setting priorities that stimulate investment and increase private sector employment. Since being established the LEP has supported city region applications to the Government's Regional Growth Fund (a £1.4bn to support projects that deliver private sector jobs and generate economic growth) and has been identified as one of the first areas to host a Local Enterprise Zone. As a LEP board member Bradford has an active role to play in shaping city region priorities and securing investment both for the district and the wider city region.

Delivering Economic Growth

Projected Demand for Employment Land

Regional Spatial Strategy (RSS)

5.1.22 Based on the Regional Econometrics Model, the Regional Spatial Strategy, published in 2008, estimated a potential annual jobs growth from 2006, of 4710 jobs by different land uses. The highest growth was predicted for B1a office uses with 1230 jobs per annum. The retail, general industry, education and health sectors were anticipated to provide around 2300 jobs per annum in total. The RSS also provided guidance on the amount of land required in the District for storage and distribution uses based on potential jobs growth, a figure of 160 hectares. The projections in the RSS were later superseded by new modelling processes and the Employment Land Review.

Employment Land Review (ELR)

5.1.23 The Employment Land Review in 2007 also used the Regional Econometric Model to project employment change over time. The model was modified to make it specific to the changing development profile expected to take place within Bradford District. It applied additional projected jobs growth, realized from regeneration projects expected to be completed across the District, and termed as an unconstrained growth scenario. By applying the floorspace requirement by job, and using varying development plot ratios relative to sector or location, and incorporating a 5% existing property vacancy rate, overall industrial land requirement is then calculated. The ELR estimated the total net employment land requirement as 214 hectares. In a constrained growth scenario, the economic outputs would be reduced by approximately 32%, giving a lesser figure of 148 hectares. These figures relate solely to the 'B' Class Uses and the net employment land demand range for constrained and unconstrained growth was estimate as:

B1a	30 to 40 ha
B1b, B1c and B2	68 to 100ha
B8	50 to 74 ha

Updated Projections

5.1.24 Following the recent economic downturn it has been necessary to update elements of the economic modelling process and employment data. A review of the principal sections of the Employment Land Review has been undertaken to ascertain what significant changes have taken place as a result of the recession. Updates have been made of the assessments of the employment land supply. Projected jobs growth and future land requirements have also been estimated following the same broad approach as carried out initially by consultants ARUP. The results of the review have been published on the Councils website alongside the ELR. The latest Experian Econometric Model projection has produced a forecast of 26,726 new jobs by the year 2028, an average of approximately 1572 jobs per annum (as the Plan period is up until 2028 a straight line projection of jobs growth is used). Of these, approximately 16,351 comprise 'B' Class Uses only. It has been calculated that this job growth equates to 154 hectares of employment land across the District. This is made up of:

B1	22ha
B2	57ha
B8	75 ha

5.1.25 The REM has forecast that employment will be driven by growth in the service sector with manufacturing experiencing a small decline. Retailing and business services will account for the biggest increases with Transport, health and hotels and catering experiencing modest growth. Overall an additional 11,606 jobs growth will be provided by the retailing, hotels and catering and health sectors. Public administration will see the biggest overall fall in employment.

5.1.26 The projections produced by the Employment Land Review and its update are based largely on trend based modelling of how the economy might perform in future years. In this respect they are not wholly complete assessments of jobs growth and related land need.

Land Requirement to Reduce Worklessness, Attaining Full Employment

5.1.27 The projected figure for all categories of worklessness by 2028 is estimated to be 82,900 based on full time jobs equivalent, and therefore jobs need. Alternatively the total number of those unemployed who are actively searching for employment together with those who qualify for 'Job Seekers Allowance' is expected to reach 47,300 (2782 per annum). In order to eradicate worklessness, these are the numbers of jobs which will need to be created across the District during the plan period. Based on a broad average density of 1 job per 41.5 sq metre, (average of all B class uses in jobs to floorspace ratio), the employment land take-up would equate to approximately 860 hectares and 490 hectares respectfully. Alternatively if the figures are calculated on a pro rata basis using the 2006 Employment Land Review jobs to floor area ratio, this employment land need would equate to 221 hectares

and 126 hectares. However, as it is impossible to forecast which of the economic sectors would provide future jobs growth on this scale, the figures demonstrate the need to allocate a higher employment land target in order to make inroads to the Districts high levels of Worklessness.

Providing an Optimum Supply of Employment Land

5.1.28 The figures derived by the Employment Land Review, using the Regional Econometrics Modelling process are not comprehensive assessments of jobs need and therefore land need. They are based on trend based modelling of how the economy may perform over a long timescale. Table EC2 shows the projected levels of demand as estimated in the Employment Land Review land to accommodate jobs growth ranging from the high end of the economic cycle in 2006 to the lower end in 2010.

Table EC2

Year	ELR 2006 Unconstrained Growth Scenario	ELR 2006 Constrained growth scenario	Updated ELR 2010	Updated ELR 2011
Employment Use Class				
B1	72.3 ha	49.2 ha	14.8 ha	22
B2	99.5 ha	67.6 ha	24.7 ha	57
B8	73.7 ha	50.1 ha	40.0 ha	75
Additionality			3.6 ha	
Vacant Property			-4.0 ha	-5%
Total	245 ha	166.9 ha	79 ha	146ha

5.1.29 These contrasting projections of the ELR and its update have been produced over a relatively short timescale, representing opposite ends of an economic cycle. It would not be acceptable to plan for future economic growth using data from a period too close to either end of the spectrum. (For the immediate future, the REM will be rerun twice annually and any arising abnormal changes to trends can be addressed as an ongoing review of the LDF). It will be prudent to plan for an unconstrained growth scenario as recommended in the ELR. Within development plans it is normal practice to plan for an employment land

supply which is a little in excess of projected need. This flexibility allows for ambitious economic growth. It also allows for a range and choice of sites and premises to be available at any one time, accommodates land which is currently constrained but deliverable in the long term. A flexible and generous supply increases the prospects that the needs of inward investors or existing businesses in the District can be met as they arise. This is consistent with the Council's goals for regeneration and job creation.

5.1.30 The need for additional land over and above of projected basic need is further increased at this time by the planned urban transformation and remodelling envisaged in certain parts of the District such as the Canal Road Corridor, and the need to allow for business displacement and relocation which will result. There is also a need to identify a portfolio of larger, more strategic sites in locations that would attract new inward investment.

5.1.31 At the same time, the Council's strategy needs to acknowledge that land is a scarce resource and that there are competing needs within the District for homes, services and open space which need to be met. The allowance for flexibility of employment land supply will need to be balanced with the need to avoid unnecessary sterilization of land and the need to ensure that the quality, deliverability and accessibility of the land portfolio is addressed as well as its quality.

5.1.32 For these reasons, the Strategy proposes a target of 146 hectares of new employment land which represents a figure at mid point between the highest and lowest economic projections in the Employment Land Review. It is a target which is greater than the projected demand for additional land to provide for the numbers on job seekers allowance. This allocated land does not include the anticipated jobs growth in the retail, health and education sectors because these uses are usually planned around specific local service needs and local population changes.

Current Supply of Employment Land

5.1.33 As of 1st April 2011, 120.9 hectares of employment land remained undeveloped from the existing employment sites allocated within the Replacement Unitary Development Plan of 2005. This supply of land is made up of a total of 56 sites of varying sizes, located across the District. 26 sites are less than 1 hectare in size, 24 are between 1 and 5 hectares and 6 sites are greater than 5 hectares. In Bradford North there are 16.37 hectares of employment land comprising of 8 sites, two of which are on the edge of the urban area. The remainder are concentrated in the inner urban areas. Bradford South provides 19 allocated sites amounting to 49.08 hectares. However, only two sites in this constituency are above 5 hectares in size although the M606 corridor to the south of the city provides a stimulus for future inward investment. In Bradford West 5 sites provide 11.87 hectares, Keighley 23.29 hectares on 14 sites and in Shipley, 10 sites provide 21.31 hectares. The updated Employment land Review and the Allocations Document will reappraise this current land supply with an evaluation of the suitability and deliverability of the undeveloped sites. They will include an assessment of any new site options which would be better placed to serve the needs of the relevant sectors of the economy.

Table EC3 Employment Land Supply (Hectares) at 1 April 2011 (Sites Allocated in RUDP)

	Total Area	Number of Sites	Sites < 1ha	Sites > 1ha	Sites > 5ha
Bradford North	16.37	8	5	2	1
Bradford South	49.08	19	7	10	2
Bradford West	10.85	5	3	1	1
Keighley	23.29	14	6	7	1
Shipley	21.31	10	5	4	1
Total	120.9	56	26	24	6

5.1.34 The current supply can be generally characterised as small sites to accommodate new local demand, mainly as infill opportunities or expansion land for existing employers. There are only a few sites which can be considered as strategically important. The nature of this supply presents a challenge in bringing it all forward for immediate availability to meet modern business demands. This means that a limited number of larger new sites will need to be identified in strategic locations such as south Bradford to help stimulate new inward investment. Other LDF documents, SPD's, Action Area Plans and the Allocations DPD will need to reappraise the land supply in each sub area. It will include an ongoing evaluation of the suitability and deliverability of current undeveloped sites, with an assessment of any new site options which would be better placed to serve the needs of the relevant sectors of the economy.

Potential Additional Employment Land

5.1.35 The Council's employment land register also contains a number of unallocated employment sites which have planning backing through the granting of planning permission for 'B' Class business uses. There are 17 sites in total providing a further 13.48 hectares of potential employment land. Most of these sites are relatively small. 13 are less than 1 hectare in area, 2 are just above 1 hectare and only one, at Queensbury in Bradford South, is 5.15 hectares. In Bradford North, 5 sites provide 3.81 hectares; in Bradford South 6 sites provide 3.79 hectares and in Bradford West, 4 sites provide 4.67 hectares. In

Keighley there is only one site measuring 0.48 hectares and at Shipley one site of 0.73 hectares with permission for employment uses.

5.1.36 Given the extensive need to provide and maintain jobs within the District, through targeting the additional numbers registered for job seekers allowance, and therefore the requirement for land to accommodate potential growth, the following policy applies:

Policy EC2 Supporting Business and Job Creation

The Council will support the delivery of 2782 new jobs annually in the District in the period to 2028 through:

A. Planning for a supply of 146 ha of developable employment land over the LDF plan period by allocating a range of sites for a range of employment purposes; Such land allocated for employment purposes will not be granted permission for alternative uses

B. Implementing regeneration proposals within Airedale and Bradford City Centre – the Bradford Business Forest, Digital Airedale, Buck Lane Development Site

C. Supporting and improving the vitality of the City Centre and lower order town and district centres

OUTCOMES	INDICATORS	TARGETS
Jobs created on allocated employment land	Amount of floorspace developed by type ('B' Classes, other) 1 office job equates to 16sq metres 1 industrial job equates to 67 sq metres	Annual delivery of 2782 jobs Equates to a broad average of 17 hectares per annum

LEAD ROLES	MAIN MECHANISMS
Developers, Bradford MDC and Partners, Bradford Chamber of Commerce	Management of Land Allocations, Planning applications, Public Funding mechanisms

5.1.37 As of 1 April 2011 there is the potential of 143 hectares in total of employment land with established planning backing. Despite these representing almost the employment land requirement, the majority are located sporadically across the District, are of inadequate sizes or better suited for other uses. There is a lack of variety of sites with a predominance of smaller sites of less than 5 hectares, and low quality sites with physical limitations such as poor accessibility and contamination. The current supply can be generally characterised as infill or expansion sites with the exception of a few strategic sites. The nature of the existing supply means that it is a challenge to bring it all forward and market for

immediate availability to meet modern business demands. Strategies are currently being developed for the City Centre and for Canal Road Corridor Priority Regeneration Area and these may provide evidence of future demand for specific types of employment sites to accommodate the emerging growth sectors or clusters, setting out the timing of their deliverability. Future consultations on the draft Core Strategy are likely to provide the business community with the opportunity to put forward evidence of demand for new sites in previously unconsidered locations. The source for new sites is therefore based on the following policy:

Policy EC3 Employment Land Requirement

A. The planned requirement for 146 ha of employment land within the district will be met from the following sources:

1. Unimplemented but deliverable sites allocated within the RUDP;
2. Other committed sites with planning permission for employment use;
3. Sites already identified in existing regeneration strategies for Bradford City Centre and Airedale.
4. Sites identified in forthcoming and emerging masterplans including that for the Shipley / Canal Road Corridor (including Manningham) and the Leeds Bradford Corridor.
5. New sites which are considered suitable for employment use to be identified within the LDF.

B. The employment land requirement will be distributed between the different parts of the LDF as follows:

1. 105 ha within City of Bradford
2. 31 ha in the Airedale Corridor
3. 10 ha in the Wharfedale corridor

C. The Allocations DPD will examine the need for green belt deletions to provide high quality employment locations in the following broad areas of search:

1. Within North Bradford tied to the locational benefits of proximity to Leeds/Bradford Airport
2. Within South East Bradford as part of a urban extension at Holme Wood
3. East and North East of Keighley

OUTCOMES	INDICATORS	TARGETS
Employment land developed for employment purposes	Amount of land developed for employment purposes by type	95% for business use
	Amount of land developed for non employment uses by type	Less than 5%
Maintaining a supply of employment land in the right locations	Allocated Employment Land available by type	Maintain a 5 year supply of prime employment land based on 10 years take up rates
	Allocated land available by location	Bradford Urban Area 72% Airedale 21% Wharfedale 7%

LEAD ROLES	MAIN MECHANISMS
Bradford MDC, Developers	Proactively manage all planning applications and the allocation of land

5.1.38 Based on an analysis of labour market flows and industry make-up, the Local Economic Assessment has identified five functional economic areas within the District. Each has a distinctive economic space with different characteristics, influences and flows. The five areas are Wharfedale, Airedale, the Pennine Hills, City of Bradford and Bradford South. At present, the key business sectors in these economic areas are:

- Wharfedale** - Health, Financial and Business Services
- Airedale** - Manufacturing, Retail, Wholesale
- City of Bradford** - Retail, Financial and Business Services, Public
- Pennine Hills** - Education, Hotels/Restaurants
- South Bradford** - Manufacturing, Distribution

5.1.39 The LDF Core Strategy places the City of Bradford as a single spatial entity which includes Shipley. For the spatial distribution of employment land, the Pennine villages have been included with Airedale as more people travel to Airedale to work rather than to Bradford. The distribution of employment land is related primarily to population levels providing residents with a reasonably even level of access to employment opportunities. The

economic function of these areas and their relationship to the economic strategy has been established in the Strategic Framework. Planning for these separate and distinct sub areas will allow the strengths and opportunities within them to be developed and exploited whilst avoiding duplication. The distribution of employment land will be identified in the Allocations DPD and based on policies EC3 B and C.

5.1.40 A total of 123 hectares of land, incorporating the available allocated sites in the RUDP, were subjected to a qualitative assessment in the 'ARUP' Employment Land Review. They were analysed on their suitability and attractiveness based on accessibility, market strength and site constraints. They were also appraised on whether the sites were likely to be available or come forward in the short medium or longer term. At present 68.9 hectares (56%) are available in the short term; 30.4 ha (24%) in the medium term and 24 ha (19%) in the long term. This breakdown implies that a reasonable supply of employment land will be available within the earlier part of the Plan period. There will be sufficient land to serve the projected house building trajectory at the early part of the plan period therefore avoiding increased commuting patterns. This supply will be augmented at allocations stage, with a target of 146 hectares.

Sustainable Economic Growth

5.1.41 Policies EC1- EC3 have been derived from the Strategic Economic framework at both regional and local level. They have considered the potential growth in jobs in the main economic sectors and translated this growth into the likely demand for land and possible new sites across the District. A strategy for economic growth is more than provision of new sites for employment purposes. It is also about managing the existing industrial stock, retaining its function and ensuring that it continues to provide job opportunities for the District's residents and investment potential for the District's entrepreneurs. It is important that the District can create the right conditions and provide the opportunities for sustainable economic growth. Policy will therefore ensure the provision and retention of a good supply of deliverable, sustainable employment sites and opportunities; encouraging and supporting a diverse economic structure which will help deliver a more a prosperous District.

Policy EC4 Sustainable Economic Growth

The Council will use the following policy tools and approaches in seeking to manage economic and employment growth in a sustainable manner by:-

A. Assessing all site proposals submitted as potential site allocations against their deliverability and their sustainability

B. Monitoring the availability and suitability of employment sites on a 3 year rolling basis so as to ensure that they continue to meet current or long term needs for economic development and these sites will be protected and retained for such development. A portfolio of the best sites, representing at least a 5 year supply of market ready sites will be identified and protected for those purposes

C. Refusing Planning Permission for the alternative development, including piecemeal development, of land and buildings currently or last in use for business or industrial purposes within both urban and rural areas unless, it can be demonstrated to the Council that a site is no longer suitable for such use in terms of:

- location
- quality of buildings
- layout
- accessibility
- adjacent land uses
- functional redundancy
- market significance
- environmental impacts

D. Identifying Strategic Employment Zones within the Allocations DPD where development proposals for non employment uses will not be permitted unless it can be demonstrated that the proposal relates to a use which supports the function of the employment zone as a predominantly industrial area

E. Supporting priority business sectors and clusters through the provision of appropriately located sites and premises

F. Encouraging economic enterprises which develop or enhance the viability of tourism, culture and leisure based activities, and the built and natural environment, whilst having regard to accessibility and sustainable transport local character and design

G. Promoting developments which help diversify and strengthen the rural economy of the District including support for rural industries, reuse of existing buildings, farm diversification and support for live – work opportunities

H. Supporting the provision of live- work premises.

I. Ensuring that new developments of more than 1000 sq metres of non residential floorspace will secure at least 10% of their energy from decentralised and renewable or low carbon sources and meet 'BREEAM Very Good' standards on buildings unless, having regard to the type of development involved and its design, this is not feasible or viable.

5.1.42 The rationale and reasoning behind these approaches is set out under the nine headings below:

5.1.43 **Deliverability and sustainability (A)**

All sites submitted for consideration in the Allocations Document, together with the existing allocated sites in the Replacement Unitary Development Plan, will be assessed in terms of their deliverability, sustainability and their attractiveness to market demand. Those sites which do not meet these criteria will be considered for alternative uses.

5.1.44 **Maintaining a supply of market ready sites (B)**

It is important to provide the market with choice and flexibility in their site selection. This provision needs to be available over realistic timescales to meet the needs of businesses, both for locally generated growth and inward investment, and thus avoid any stagnation in the market. It also allows for a degree of 'churn' in the market where sites necessarily stay vacant for a period of time. On a pro-rata basis, this would equate to about 26 hectares as a five year market supply.

5.1.45 **Protection of Employment Land (C)**

The existing stock of industrial land provides a large source of employment for the District's residents. The central economic policy for the provision of new jobs is based on planning for jobs growth over and above the existing numbers. It is based on retaining the current businesses and jobs numbers within the District and providing new opportunities to account for new jobs. There is also a stock of older and cheaper premises which provide an element of choice for business enterprises. It is important to retain this resource, particularly in sustainable, mixed use locations. Many of these sites are vulnerable to higher value end uses, particularly housing. Land and buildings which are currently in use or were last used for business purposes will therefore be protected for business use. Changes from business use will only be determined by consideration of the following criteria: location, quality of buildings, layout, accessibility, adjacent land uses, functional redundancy, market significance and environmental impacts. Only, in these exceptional circumstances, where it can be demonstrated to the satisfaction of the Council that a site is no longer suitable for such use, the Council may allow a change to other uses.

5.1.46 **Employment Zones (D)**

There are key locations within the main urban areas where existing industrial and business uses predominate. In previous Development Plans they have often been identified as employment zones within which, only employment related uses can be accommodated. A number of these zones have come under pressure for other forms of use, usually housing led. It is considered that these zones provide a range of sites of varying quality and rental supply which can be of particular advantage to the development of young or lower level economic enterprises. Such concentrations of employment activity can also provide the impetus for new business innovation and growth. The traditional employment activities of these areas will continue to play an important role in providing jobs for their surrounding communities. These zones will be reviewed as to their suitability for continued use solely as key employment locations.

5.1.47 **Business Clusters (E)**

The RSS and the RES both give considerable weight to the creation of business clusters that are interlinked in the wider market process. This related activity provides certain advantages resulting in higher rates of innovation, business formation, and greater

productivity, factors which contribute to a stronger local economy. The RES sees the key economic sectors as financial and business, logistics and the construction industry. The regional priority clusters which are growing in the Bradford District are chemicals, food and drink and health care technologies. The LDF is supportive of the growth of these cluster activities already prevalent across the District. It will consequently be an objective of the LDF to provide sufficient land in particular locations which will enable the co-location of businesses which are important to the incubation of these emerging growth clusters. This will incorporate a range of sites for the development of SME's, incubator units, expansion space and the development of economic clusters. Support for cluster will embrace property and development needs, accessibility, linkages and access to labour pools. The Councils 'Big Plan' also defines a number of key sectors

5.1.48 Creative and Digital industries is a broad sector that includes electronics, microwave technologies, software applications, web design, film making, games design and animation. Bradford boasts some of the world's leaders in this sector, for example Pace which is located in Saltaire, is the world's third largest set top box maker. An established sector cluster is focused in Airedale and sites will be identified to enable their growth.

5.1.49 Culture, media and tourism have certain underlying linkages which will be exploited through the allocation of sites. The LDF will give particular support for these clusters as part of a wider sustainable tourism policy.

5.1.50 Professional, financial and business - In order to support growth of office based uses, including the financial and business sector, it will be important to provide high quality sites in centres for high density development. The proposed 'Business Forest' in Bradford city centre will be the focus for new office development.

5.1.51 Higher Education - The knowledge based industries linked to the University and College and the educational economy as a whole provide an economic stimulus to Bradford centre. It benefits from the skills emanating from them, the specialised employment and the wealth creation. The extensive student accommodation located on the edge of centre has developed its own unique economy, providing

added value. The Council will work with both of these establishments to improve and develop their facilities thus sustaining the benefits that they bring to the city economy.

5.1.52 Health care technologies - The three large hospitals located within the District, local health care facilities and associated technology industries, provide significant employment opportunities for the residents of the District. Support will be given to the growth and expansion of these facilities.

5.1.53 Logistics – Sites in south Bradford with good access to the motorway network will be identified as potential distribution facilities.

5.1.54 The other key sectors identified in the Council's 'Big Plan' include Advanced Engineering and Materials, Environmental Technologies, Food and Drink Industries.

5.1.55 Sustainable Tourism (F)

With its vibrant theatre and cultural offer, the prestigious National Media Museum, unique local heritage and strong built environment together with varied and attractive landscapes, Bradford has generated a successful tourist economy. In excess of 11 million visitors are attracted to Bradford District each year. A focus of the Council will be to capitalize on this trend, creating wealth and jobs. It will do this by adding to and improving the facilities and services available to visitors. Improvements and additions to the quality and diversity of existing attractions will also be encouraged. Opportunities for business and leisure based tourism and hotel developments are to be promoted in city town and smaller settlements. However the increased attractions in the smaller communities and villages have an impact on the amenity of local residents so a sustainable approach to the expansion of facilities is paramount. A policy of support will be given to appropriate sustainable tourism and leisure developments that increase the diversity and quality of facilities available to visitors and residents.

5.1.56 Rural Diversification (G)

The District is two thirds rural with a population of 41,600 or 9% of the District's total. At 2.6% rural claimant unemployment is low and recent jobs growth has been higher in the rural areas than urban areas. Around 1,500 business units, mainly micro businesses, are located in the Districts rural areas

providing 3.9% of the District's total jobs. The sector mix is similar to that in the urban areas. However, national analysis of business insolvencies has shown that businesses in market towns and larger villages have suffered more during the recession than in urban areas.

5.1.57 Bradford's rural areas, its open spaces, its biodiversity and green belt designation are seen as a primary strength of the District and key to attracting new businesses and entrepreneurs. These qualities however present issues on how and where to locate development and promote growth whilst retaining the distinct rural characteristics. With anticipated expansion of many of the rural settlements it will be important in sustainability terms, to provide local sources of employment in local rural locations, using quality of place as an incentive to attract new business. The LDF will support farm diversification into new business opportunities, the creation of opportunities in sustainable locations and in doing so continue to protect the character of the countryside. Development in these circumstances will be supported with consideration given to locational need, sustainability, environmental factors, design and green belt implications. There is a need to provide support for the agricultural sector and also to provide alternative employment opportunities to revise and restructure the rural economy and to make rural areas more enterprising. Rural parts of Bradford have seen some diversification of its economy to tackle rural deprivation and exclusion. Diversification has been centred in tourism, agriculture technologies, small scale mineral activities and commercial enterprises.

5.1.58 Live-work Premises (H)

The core economy policy of transformation of economic, environmental and social conditions is the basis for a mix of business and living accommodation. Live/work premises can provide opportunities for small scale entrepreneurs and new business start ups where a more flexible and affordable arrangement can help reach a successful outcome for the venture. The LDF will support live/work developments provided there is no overall loss of residential or employment allocated sites.

5.1.59 Renewable Energies (I)

Environmental policy in the Regional Spatial Strategy seeks to maximise renewable energy capacity in new developments and securing greater use of decentralised, renewable or low carbon energy by

setting ambitious and viable targets. In advance of local targets being set in Development Plan Documents, new developments of more than 1000 sq metres of non residential floorspace should secure at least 10% of their energy from these sources. Such developments would include large modern industrial, storage and distribution units together with leisure developments, and commercial and retail centres. It is equally important that the buildings are energy sustainable and accord with BREEAM Standards. BREEAM is an environmental assessment method that aims to improve the environmental performance of buildings and the internal environments they provide. It is a credit based assessment covering the categories of 'Management', 'Energy', 'Water', 'Land Use & Ecology', 'Transport', 'Materials', 'Pollution' and 'Health & Wellbeing'. Categories are scored and then combined according to their weightings to produce an overall rating; Pass, Good, Very Good or Excellent.



Ecology Building, Silsden

City, Town, District and Local Centres

5.1.61 The role and performance of the City, District, Town and Local centres is important to a prosperous district. They provide a range of services including retail, appropriate to the centre and are concentrations of employment. The following policy sets out the hierarchy of centres and the role each will play including the type and scales of development appropriate in each.

Policy EC5 City, Town, District and Local Centres

Plans, strategies, investment decisions and programmes should strengthen the role and performance of existing city, town, district and local centres. Centre boundaries, primary shopping areas, primary and secondary shop frontages and sites to meet at least the first five years of identified need will be determined by the Allocations DPD, Bradford City Centre Area Action Plan DPD and the Shipley and Canal Road Corridor Area Action Plan DPD.

A. Bradford City Centre should be the focus for a wide diversity of economic activity, including offices, convenience and comparison retail, leisure, entertainment, arts, culture, tourism and the more intensive sport and recreation uses and the priority centre for promotional events and activities.

B. Keighley, Ilkley, Bingley and Shipley Town Centres should be the focus for office, convenience and comparison retail, leisure, entertainment, arts, culture and tourism that is appropriate to the centres, and will not adversely impact upon the vitality and viability of Bradford City Centre and other nearby Town Centres.

C. The District Centres of Five Lane Ends, Girington, Great Horton, Greengates, Thornbury, Tong Street, Odsal, should be the focus for convenience retail and limited comparison retail in order to enable people to meet their day to day needs without the need to travel, and will not adversely impact upon the vitality and viability of Bradford City Centre and other nearby Town Centres.

D. The following 47 Local Centres within urban areas and villages should be the focus for appropriately sized local supermarkets and a variety of small shops to meet peoples day to day needs and so reduce the need to travel.

Addingham, Allerton, Baildon, Bankfoot (Manchester Road), Barkerend Road, Burley-in-Wharfedale, Carlisle Road/Whetley Hill, Clayton, Cottingley, Crossflatts, Cross Road (Keighley), Cullingworth, Denholme, Duckworth Lane, Eccleshill, Fell Lane/Oakworth Road (Keighley), Frizinghall, Harden, Haworth (Main Street), Haworth (Mill Hey), Heaton, Holme Wood, Horton Grange, Idle, Laisterdyke, Leeds Road, Lidget Green, Low Moor, Marshfields (Manchester Road), Menston, Oak Lane (Manningham), Oakworth, Princeville, Queensbury, Riddlesden, Saltaire, Sandy Lane, Silsden, Steeton with Eastburn, Sticker Lane, Thornton, Undercliffe, White Abbey Road, Wibsey, Wilsden, Wrose, Wyke,

E. Small Units (under 150sqm) will be permitted provided that the development will not lead to the creation of a shop or group of small shops which collectively would have an adverse effect on the vitality and viability of the City, Town, District and Local Centres.

F. Residential and office development above ground floor retail, leisure or other facilities within the above centres will be encouraged, provided they do not impact on the retail function of the primary shopping area.

G. Development, environmental enhancements, accessibility improvements, and town centre management and promotional events and activities should take place in each of the centres within the District to create distinctive, attractive and vibrant sense of place and identity to be enjoyed and used by all. Priority will be given to worst performing centres as identified and monitored by the council through the Bradford District Retail & Leisure Study.

Choosing the Preferred Approach

5.1.63 The Bradford District Retail and Leisure Study (2008) has informed the preferred approach to City, town, district and local centres and supersedes the options above which were presented at the Issues and Options stage. The Core Strategy objectives include strengthening the role and performance of the city centre and the town centres. Despite the recent growth in employment in these areas, the Districts city and town centres still require an economic, social and environmental “renaissance”. These centres need to be regarded as the logical focus of local communities and efficient hubs of connected activity, accessible by public transport.

5.1.64 On this basis, this crucial role in achieving sustainable economic growth and investment in the District requires that these centres be made the prime focus of development. This focus must apply to all uses which generate large numbers of people movements, not just those traditionally associated with economic regeneration. The most competitive cities are doing the most to improve the quality and distinctiveness of their places and infrastructure.

5.1.65 Mayo Avenue is de-listed as a district centre as it does not have the necessary range of uses to be considered a district centre or even a local centre. Mayo Avenue also lacks opportunities for expansion in order to provide the additional retail and service floor space. Mayo Avenue is therefore viewed as a free standing out of town centre destination (see paragraph 2.14, Bradford District Retail & Leisure Study, 2008).

5.1.66 Odsal is promoted as a new location for a district centre to serve South Bradford. The Richard Dun Sports Centre site and adjoining land has redevelopment potential for a new supermarket and a range of non retail services such as banks, building societies, restaurants as well as local facilities such as medical centre, bus terminus etc.

5.1.67 The following local centres have been de-listed from the current hierarchy (see Section 13 of the Bradford District Retail & Leisure Study, 2008):

- Bolton Junction Local Centre;
- Buttershaw Local Centre;
- Eldwick Local Centre; and
- Shearbridge/Listerhills (Woodhead Road) Local Centre.

5.1.68 The following new local centres have been added to the hierarchy (see Section 14 of the Bradford District Retail & Leisure Study, 2008):

- Steeton with Eastburn,
- Menston,
- Riddleston,
- Oakworth,
- Harden,
- Cullingworth,
- Wilsden,
- Cottingley,
- Heaton,
- Sandy Lane,
- Low Moor

OUTCOMES	INDICATORS	TARGETS
Bradford City Centre and the Town Centres of Ilkley, Keighley, Bingley and Shipley are the focus for the services and activities which generate a high level of people movement.	Development in City and Town Centres (including office and retail)	
Vibrant and successful City, Town, District and Local Centres have been developed in the District.	Health of town centres	

LEAD ROLES	MAIN MECHANISMS
Bradford Council	Local Development Framework Development Management District Economic Strategy and Economic Masterplans
LGYH/Yorkshire Forward	Regional Economic Strategy, Regional Spatial Strategy, Investment Decisions
Leeds City Region Partnership	LCR Investment Plans and Decisions
Bradford District Partnership - Local Strategic Partnership	The Big Plan Community Strategy

Planning for Prosperity - Transportation and Movement

Introduction

5.1.69 Transportation, the physical expression of movement, affects everyone on a daily basis, even those that don't use the transportation networks. It physically connects people, goods, services, education, employment, leisure and businesses. It can have beneficial or harmful effects on the physical environment, the economy and people's lives and can be delivered in a manner that is inclusive, accessible and durable or exclusive, inaccessible and finite.

5.1.70 An efficient and effective transport system supporting the key principles of connectivity, accessibility and sustainability is vital to delivering the overall LDF vision.

5.1.71 Economic growth in the District together with a growing population and the need for more housing will significantly affect travel patterns and mean

increased demands on the transport network with increases in congestion from future road traffic growth if the car and road freight remain the dominant modes of movement.

5.1.72 Housing and economic development along or near to the Districts strategic transport network including in the Airedale and Wharfedale corridors will put pressure on road and rail capacity. Major regeneration projects, particularly in the City Centre are likely to lead to increased traffic movements on the inner and outer ring roads. Employment growth in the M606 corridor is likely to lead to increased congestion in this sector of the District.

5.1.73 The LDF provides an integrated strategy for providing housing, commercial and employment growth in optimum locations which aim to reduce the number and length of car and freight journeys and maximise opportunities to encourage the use of sustainable modes of transport. This will assist in reducing the negative impact of transport on the environment, especially with regard to supporting road safety, maintaining or improving air quality,

Section 5 Thematic Policies: Planning for Prosperity - Transportation and Movement

reducing noise and vibration levels, thereby improving people's quality of life and reducing transports contribution to climate change.

5.1.74 As well as addressing connectivity and transport issues within the District the LDF also needs to ensure that connections between Bradford District and the Leeds City Region, National and International locations are maintained and strengthened, this is particularly important in supporting Bradford's economy. In this respect it will be important to maintain and improve strategic road and rail links, particularly those to Leeds, Leeds Bradford International Airport (LBIA) and to the Manchester City Region area including Manchester Airport to cater for the increasing number of journeys being made to and from these locations by people and businesses based in Bradford District.

5.1.75 In developing a sustainable community in Bradford the need for equality has been identified both nationally¹ and by the Council in its Community Strategy as being important. The way transportation is delivered will be vital in promoting inclusive access for all members of society to people, goods, services, education, employment, leisure and businesses regardless of a persons physical, mental, social or economic abilities, thus helping to ensure a improved quality of life for all citizens of the District.

5.1.76 The following Policies provide the strategy to shape the future of transportation within Bradford District and connections to areas beyond the District boundary. Additional guidance and policies can be found in the individual chapters on Economy, Housing, Centres and also those relating to the individual areas of the District. Further guidance will also feature in any future Development Plan Documents produced as part of the LDF process.

Travel Reduction and Modal Shift

5.1.77 Addressing traffic growth and congestion is a major issue for the LDF. A key aim of integrated land use and transport planning policies is to reduce the need to travel and to reduce the length and number of journeys, particularly those made by private car and road freight. The LDF includes a number of complementary policies to attract more journeys by foot, bicycle and onto public transport, encourage developments in locations well-served by public

transport and introduce measures aimed at achieving a shift away from increasing car and road freight dependency. Policy TR1 covers the specific contribution that transport planning makes to effect modal shift, Policy TR6 (Freight) seeks to manage freight in an increasingly sustainable manner and Policy TR2 (Parking) also makes an important contribution. There are strong linkages with Policy TR3 (Public Transport, Cycling and Walking) and Policy TR4 (Transport and Tourism), as significant increases in the capacity of the public transport network and improvements in the walking and cycling environment will be needed if a step change in modal share is to be achieved.

5.1.78 The level of housing growth proposed in Policy HO1 and the level of potential job growth set out in Policy EC2 will inevitably add to pressures on the District's transport network. Without appropriate policy interventions, junctions and a number of the network links on the strategic road network in and around Bradford District will become congested. Whilst selective increases in vehicle capacity have a role to play in addressing these pressures, it is not possible, for a variety of reasons, including the adverse environmental impact and resource constraints, to attempt to solve congestion problems solely by increasing capacity. For this reason the locational guidance in the core policies, and in Policy TR1B, and the pursuit of stronger demand management policies as set out in Policy TR1A-F, will be critical to the successful integration of land use and transport planning strategies. Local planning authorities, local transport authorities, and developers will need to engage with the Highways Agency at the earliest opportunity so that impact of development on the M606 corridor is minimized. This engagement will focus on the relationship between land use and transport planning and in so doing encourage development that is highly accessible (or that can be made to be so) by alternative modes of travel to the single occupancy car and consideration of the Highways Agency's suite of integrated demand management measures. DfT circular 2/07 provides information on the Highways Agency's role in development control.

¹ (Egan Report, 2004)

5.1.79 Greater use of walking and cycling as modes of transport, particularly over short distances, requires encouragement and support. These short but vital links in a journey can often influence the principal modal choice. The wider health benefits of these modes needs to be strongly promoted, while the issues of road safety and security also need to be addressed, as concerns relating to personal safety can act as a major deterrent. The provision of well designed, shared, or where necessary segregated, spaces for pedestrian and cycling should be supported in appropriate circumstances, including the use of towpaths alongside inland waterways. The planning system should be used to secure these measures and also require transport assessments/ statements and travel plans for all new build developments and change of use developments leading in a potential increase in movement (regardless of size) to Government best practice guideline standards current at time of submission², which would include a range of measures³ to encourage use of sustainable travel modes. Local authorities should view the development, implementation and enforcement of travel plans as an essential component of the process of determining planning applications.

5.1.80 Local authorities already have a range of powers to effect demand management, including extensive powers to control allocation of space on the highway (e.g. bus-only lanes and high-occupancy vehicle lanes) control public parking provision (including park and ride schemes) and introduce local charging schemes or workplace parking levies, with ring fencing of revenues for transport improvements. The allocation of space on the highway to specific uses such as public transport and the control of on street parking, depend on effective enforcement by the local authority, which is to be encouraged.

5.1.81 There is a clear requirement for Bradford District to develop demand management and parking

strategies in a consistent manner across the District and with neighbouring local authorities as where urban centres are relatively close together, or connected by efficient highway links, if a more relaxed regime is in place in one locality it may undermine the approach taken in adjoining localities.

5.1.82 Policy TR1 sets out a variety of potential demand management mechanisms to encourage travel reduction and modal shift, including the possibility of road user charging where justified by local conditions. Any demand management measures introduced on the Districts Strategic Transport Network and other key corridors will need to ensure that local communities do not suffer adverse impacts through the diversion of traffic onto local roads.



Guided bus lanes, Manchester Road, Bradford city centre

2 Presently advice contained within PPG13, Guidance on Transport Assessments (DfT: 07 March 2007), Essential Guide to Travel Planning (DfT: 2007), School Travel Strategies and Plans A best practice guide for local authorities (June 1999), Good Practice Guidelines: Delivering Travel Plans through the Planning Process (DfT and DfC&LG: April 12009), Making residential Travel Plans Work: Good Practice Guidelines for New Development (DfT: 2005).

3 Such as but not exclusively free or subsidised travel cards, company cycle purchasing schemes, provision of secure cycle parking and showers, the provision of bus services, the provision of safe walking and cycle routes, improved facilities for cyclists and pedestrians as part of the transport network throughout the District, The West Yorkshire Mybus Yellow Bus Initiative, safe routes to schools and play, education initiatives, encouragement of Sustainable Travel awareness campaigns, encouragement of car clubs and car sharing.

Policy TR1 Travel Reduction and Modal Shift

A. The District will for all sectors of society aim to:-

1. Reduce travel demand, traffic growth and congestion,
2. Shift to modes with lower environmental impacts, and
3. Improve journey time reliability.

This will require a range of complementary measures from land-use policies through to policies that seek to develop an integrated transport network, change travel behaviour, discourage inappropriate car use, encourage the use of lower-emission vehicles and provision in an accessible manner of their associated infrastructure⁴, reduce energy consumption⁵, secure physical attractive, people orientated, quiet, vibration free environments with high quality air, and promote the highest standards of road safety and personal security.

B. Allocation DPD, Area Action Plan DPDs, transport assessments and travel plans accompanying planning applications, will be informed by Government Policy and the public transport accessibility criteria in Appendix 3 to ensure development is appropriately located to encourage sustainable travel.

C. The Council will seek the effective management of the existing road, rail and waterways transport network to address congestion and encourage modal shift to sustainable forms of transport by all sectors of society and the business community, with, in the case of roads, road space being actively managed to support movement by travel modes other than the private car and road freight.

D. The ability of the Districts Road and Rail Transport Networks to provide efficient and effective travel should be protected and enhanced, especially on the Districts Strategic

Transport Network and other key corridors, including the routes required to provide access to Leeds Bradford International Airport, the Manchester City Region (including Manchester Airport) and East Lancashire and in urban areas and areas of high congestion, through positive measures including:

1. The appropriate location of development,
2. Soft and integral demand management,
3. Giving priority to improvements to public transport including upgrading of existing rail stations at Forster Square, Keighley, Ben Rhydding, Burnley in Wharfedale, Frizinghall and Crossflats; improvement of passenger facilities at Bradford Interchange; creation of transport interchanges in the City of Bradford, Shipley Town Centre and Keighley, Bingley and Ilkley; creation of new rail stations at Beechcliffe, Laisterdyke, Apperley Bridge, Manningham and Low Moor; and bus priority corridors as part of new sustainable urban extensions.
4. Influencing travel behaviour through the requirement for all new build developments and change of use developments leading in a potential increase in movement (regardless of size) to provide a transport assessment/ statement and travel plan informed by Government Policy.

E. The Council will manage car use, particularly in peak periods, by:

1. Taking a consistent approach both within the District and with neighbouring local authorities in the application of Parking Policy.
2. Using a mix of existing powers and mechanisms to implement further demand management measures as local conditions justify in the short to medium term whilst implementing other measures to encourage people to switch to more sustainable travel modes.

4 For example but not exclusively the provision District wide of charging points for electric cars.

5 For example through the use of more energy efficient vehicles that achieve more miles per gallon.

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3. Considering innovative measures such as charges on non-residential parking and local road user charging where this is done in conjunction with the application of other measures to encourage people to switch to more sustainable travel modes.
4. Introducing road charging schemes in congested urban areas when local conditions justify them and local benefits are identified in conjunction with the application of other measures to encourage people to switch to more sustainable travel modes.

F. Identify, protect and develop appropriate facilities for the development and improvement of walking, cycling and horse trails, including the corridors of the national trails (Pennine Way, Pennine Bridleway) and important inter-regional routes (Northern Trail) particularly where these can also provide high quality local routes, for instance along disused railway lines and canal towpaths.

OUTCOMES	INDICATORS	TARGETS
There has been a reduction in travel demand in the District	Conformity with accessibility standards set out in Tables A1 and A2 Number of planning permissions supported by a Transport Assessment / Statement and Travel Plan.	An increasing number of planning permissions within plan period conform to accessibility standards set out in Tables A1 and A2 and are supported by transport assessment / Statements and Travel Plans that have been agreed by the Local Planning Authority.
There has been a modal shift to more sustainable modes of transport in the District	Breakdown of Trips by different modes of transport. Number of planning permissions supported by a Transport Assessment / Statement and Travel Plan Patronage numbers for rail and bus	100% of planning permissions within plan are supported by transport assessment / Statements and Travel Plans that have been agreed by the Local Planning Authority. Traffic survey data shows a year on year increase in journeys by pedestrians and cyclists and a year on year decline in journeys where the mode of travel is by car. Rail and bus patronage shows an increase over the plan period.
People are travelling shorter distances to access employment opportunities, services and facilities.	Distance travelled Conformity with accessibility standards set out in Tables A1 and A2 Number of planning permissions supported by a Transport Assessment / Statement and Travel Plan.	An increasing number of planning permissions within plan period conform to accessibility standards set out in Tables A1 and A2 and are supported by transport assessment / Statements and Travel Plans that have been agreed by the Local Planning Authority.
Congestion problems both within and between the City of Bradford and the towns along Airedale and Wharfedale have been significantly reduced.	Average time travelled Reduction in average journey time on the Strategic Road Network	Year on year decrease in average time travelled and average journey time on the Strategic Road Network

Section 5 Thematic Policies: Planning for Prosperity - Transportation and Movement

LEAD ROLES	MAIN MECHANISMS
Bradford Council	Local Development Framework Development Management Travel Plans and travel Plan Network (for employment sites) Local Transport Plans Demand management measures including road user charging
Metro ITA	Local Transport Plans
Highways Agency	Investment Plans and Decisions
Network Rail	Route Utilisation Strategies and Investment Plans and Decisions
Train and bus operating companies	Franchises, Investment Plans and Decisions

Parking Policy

5.1.83 Parking strategies are a key element in the suite of measures the Council can use to effect modal shift. The availability of car parking can be a major influence on travel choices, and the Core Strategy has an important role to play in ensuring parking policies across the District support the wider spatial strategy of effecting a change to sustainable travel modes. In developing demand management and parking strategies, including car parking standards, there has been a need for the Council to do so in manner consistent with neighbouring authorities, in order to avoid undermining their policies.

5.1.84 Following the principles of PPG13, the Yorkshire and Humber Regional Assembly produced a set of parking standards to be applied across the Region reflecting the situation in Yorkshire and Humber. These standards as set out in Appendix 4 will be used in the LDF, as indicative parking standards allowing flexibility in how the parking standards are employed to maximise sustainable travel.

5.1.85 Park and Ride have the potential to complement local parking policies. There is scope for local and strategic Park and Ride sites which will require cross-boundary cooperation on development, management and policy coordination. However the introduction of Park and Ride should not lead to an increase in private car use in order to reach Park and Ride sites rather than making a complete journey by public transport. Neither should it alleviate urban congestion at the expense of suburban/ rural areas. The requisite quality and frequency of public transport

services to support Park and Ride should be pursued in accordance with Policy TR3 on Public Transport.

5.1.86 Parking strategies will mainly be implemented through Local Transport Plans and Local Development Frameworks, where the Council as local transport and planning authorities will take the lead roles. However, a number of transport operators (Network Rail, rail operators and airports) also operate car parks and these should be managed to compliment the approach of the public sector operators, and enhanced where this supports a sustainable mode shift to public transport.



Shipley station

Policy TR2: Parking Policy

In order to help manage the demand to travel, support the use of public transport, and improve the quality of place, whilst having regard to the need to ensure that sufficient parking for disabled users or parents with children is maintained and deficiencies in these types of parking spaces are rectified where identified, the District will have an approach to parking through applying a mixture of:

A. The assessment of new developments against indicative parking standards contained in Appendix 4.

B. A progressive reduction in long stay parking (other than at railway stations to serve rail users and at other locations serving a park and ride function) and transfer of some spaces to short stay, subject to consideration of possible implications for traffic congestion.

C. A reduction of on-street parking by the use of on-street parking controls to maximise a move to sustainable travel modes in conjunction with provision of high quality public transport, walking and cycling networks and environmental improvements.

D. Park and ride facilities, for both rail and bus modes.

E. Consideration of charges on non-residential parking where this is done in conjunction with the application of other measures to encourage people to switch to more sustainable travel modes.

F. Parking charges that are related to demand and to the strength of the local economy, with differential pricing being used to discourage all-day parking

OUTCOMES	INDICATORS	TARGETS
The District has an approach to car parking that is based on the principles of demand management and has contributed to a modal shift to other more sustainable forms of travel.	<p>Compliance with car parking standards in Appendix 4</p> <p>District Car Parking Audit</p> <p>The provision and size of park and ride facilities both for rail and buses.</p> <p>Increased on street parking controls.</p> <p>Breakdown of Trips by different modes of transport.</p>	<p>100% of planning applications comply with car parking standards in Appendix 4</p> <p>Completion of District Car Parking Audit</p> <p>Reduce the number of public parking spaces available for long stay (>4 hours)</p> <p>Reduce cost differential between long and short stay car parking</p> <p>Increased provision of park and ride facilities.</p> <p>Reduction in on street parking provision.</p>

LEAD ROLES	MAIN MECHANISMS
Bradford Council	<p>Local Development Framework</p> <p>Development Management</p> <p>Local Transport Plans</p> <p>Council Parking Charging Strategies</p>

Public Transport, Cycling and Walking

5.1.87 Strengthening public transport is essential for the delivery of the LDF and to address existing problems of congestion and accessibility. This could include improvements to capacity, quality and/or journey time reliability, particularly on the Districts Strategic Transport Network and other key corridors as well as the inter-urban and intra-urban networks. For many people the private car will remain the main feasible means of transport in the more remote parts of the District until public transport can be improved in terms of price, availability, frequency, accessibility and reliability.

5.1.88 The public transport framework set out in Policy TR3 is complemented by public transport accessibility criteria in Appendix 3 that defines the levels of public transport accessibility needed to support sustainable development across the District. The overall aim of the framework is to strengthen and clarify the integration of public transport and land use. There are particularly strong links to policies on modal shift (TR1). In using the transport accessibility criteria to prepare the Allocations DPD, the Area Action Plan DPDs and LTPs, the Council will also take account of other relevant information such as the Bradford District-Wide Transport Study in support of the Core Strategy (Steers Davies Gleave 25 October 2010) and associated public transport and accessibility modelling.

5.1.89 Rail provides a key part of the Districts public transport network. There is a hierarchy of public transport hubs and interchanges reflecting the Districts centres and access to regional and national services. The bus network is widely dispersed, with few routes or services that are truly District wide in nature. Regional and national coach services cater predominantly for the leisure market. There is a diversity of local bus operations in the District with 17 local bus and coach operators, but there is a tendency for local services to be focused on key movement corridors within and into urban centres.

5.1.90 Work is on going to improve the Caldervale Rail Line which will improve connectivity for Bradford District to Leeds and Manchester, Metro is continuing to look at developing quality contracts for buses and the partnership approach being developed and pushed by bus operators, as well as reviewing tendered services and developing proposals for transport hubs with the Council and public transport operators.

Policy TR3: Public Transport, cycling and walking

The District will safeguard and improve public transport infrastructure and services through the following measures:

A. The public transport accessibility criteria, as set out in Appendix 3 and the Strategic Transport Network and other key corridors, should be used to guide the allocation of sites in Allocations DPD and the Area Action Plan DPDs and the provision of new transport services and infrastructure through Local Transport Plans and other available means. Development should make use of existing public transport services or provide a focus for viable new services. New public transport services should, wherever possible, be available as soon as needed.

B. Supporting the development of public transport infrastructure that is accessible by all members of society.

C. The following strategic public transport themes should have priority:

Section 5 Thematic Policies: Planning for Prosperity - Transportation and Movement

1. Improve public transport in the City of Bradford, Airedale and Wharfedale including the improvement and electrification of the Caldervale railway line, the creation of Quality Bus Corridors and provision of Free Shuttle Bus Service in Bradford City Centre.
 2. Provision of strategic bus- and rail-based park & ride/ parkway stations serving the City of Bradford and Shipley with associated high quality and reliable service provision.
 3. Develop and improve strategic public transport interchanges of District significance in the City of Bradford, Shipley, Bingley, Keighley, Ilkley, supported by the development of local transport interchanges including ones at Steeton with Eastburn, Apperley Bridge, Laisterdyke and Low Moor.
 4. Improvement in the level of public transport access to Leeds Bradford International Airport and Manchester International Airport.
 5. Support strategies to improve the flexibility, cost effectiveness and availability of public transport ticketing and information through the introduction of SMART ticketing.
- D. The strategic role of the rail network should be developed to provide better integrated and sustainable services using different rail modes and new technology as appropriate (including metro-type services, tram-train, light rail and ultra light rail) consistent with the settlement hierarchy and land use developments.
- E. To protect sites and routes for light rail transport, walking and cycling as identified in the Allocations DPD and Action Area DPDs.

OUTCOMES	INDICATORS	TARGETS
An integrated, reliable, accessible and high quality public transport system has been developed in the District, contributing to the delivery of Core Policy outcomes on transport	<p>Conformity with District and Regional Transport Strategies</p> <p>Accessibility of housing developments.</p> <p>Accessibility of employment developments.</p> <p>Breakdown of Trips by different modes of transport.</p>	<p>100% of new housing developments comply with the accessibility criteria set out in Tables A1 and A2 of Appendix 3</p> <p>100% of new employment developments comply with the accessibility criteria set out in Tables A1 and A2 of Appendix 3</p>

LEAD ROLES	MAIN MECHANISMS
Bradford Council	Local Development Framework Development Management Local Transport Plans
Metro - PTA	Investment Plans and Decisions
Network Rail	Route Utilisation Strategies, investment plans and decisions.
Train operating companies	Franchises, investment plans and decisions
Bus operating companies	Investment Plans and Decisions

Transport and Tourism

5.1.91 Tourism requires movement so the general presumption underlying the rest of the LDF about reducing the need to travel cannot apply to transport related to tourism. However, tourism still needs to become more sustainable and the policies on modal shift and public transport in the LDF also apply to those on a tourist trip.

5.1.92 Part of making tourism more sustainable is to encourage people to engage in local attractions, thereby reducing travelling distances, retaining spending, and increasing local pride. For longer distance visits, it can be more sustainable to stay longer in destinations, and to use the modes of transport that have less impact to get there. Peak spreading of tourism also helps its sustainability as pressure during peak season on transport and other infrastructure causes economic, social and environmental problems. Transport also has a role to play in becoming part of the tourism offer, both in terms of the actual trip being part of the tourism experience like using the Pennine Way or Trans-Pennine Trail or specific Pennine related tourism destinations like the Worth Valley Railway. Tourism can also have implications for sensitive parts of the District's environment, including locally, regionally, nationally and internationally important environments, such as those found in the Pennines. Policies and proposals should be designed to avoid adverse effects of the integrity of such sites and the appropriate Environmental Impact Assessments may be required.

Policy TR4: Transport and Tourism

A. The District will seek opportunities to improve access to all its main tourist destinations, particularly Saltaire, Haworth and the Bronte Country, Ilkley Moor, and the City of Bradford, Ilkley and Keighley by sustainable modes of transport (in line with policies TR1 and TR3).

B. Plans, strategies, investment decisions and programmes should:

- 1. Enhance access to all groups in society,**
- 2. Seek with new attractions that generate high levels of visitors to locate them where they achieve the accessibility standards set out in Appendix 3,**
- 3. Encourage tourist destinations and attractions, particularly on the strategic networks, to provide incentives for visitors to arrive by modes other than the private car and to reduce seasonality in order to relieve stress on transport infrastructure,**
- 4. Promote the journey component of tourism to be part of the whole tourism offer, in particular by encouraging improved services and supporting the development of the Districts Worth Valley Heritage Railway, encourage and provide facilities for waterways⁶ such as the Leeds Liverpool Canal and the leisure coach market,**
- 5. Identify, protect and develop appropriate facilities for the development and improvement of walking, cycling and horse trails, including the corridors of the national trails (Pennine Way, Pennine Bridleway) and important inter-regional routes (Northern Trail) particularly where these can also provide high quality local routes, for instance along disused railway lines and canal towpaths.**

⁶ For example by the provision / maintenance of facilities supporting use of the waterway such as moorings, chandlery, toilets / shower blocks, repair stations with crane lifting and dry dock facilities.

Section 5 Thematic Policies: Planning for Prosperity - Transportation and Movement

OUTCOMES	INDICATORS	TARGETS
Modal shift to more sustainable modes of transport, a change in public perception i.e. the journey is now considered part of the tourist trip and increased resident accessibility to local and regional tourism opportunities.	<p>Visitor attractions that are accessible by public transport.</p> <p>Breakdown of Trips by different modes of transport to visitor attractions.</p> <p>Breakdown of trips by origin of visitor.</p> <p>Progress in implementing Public Rights of Way Improvement Plans.</p> <p>Extent and quality of long distance walking, cycling and horse riding routes.</p>	<p>Year on year increases in visitors arriving at district tourist destinations by sustainable travel modes</p> <p>Year on year increased use of District rights of way, cycle ways and bridleways.</p>

LEAD ROLES	MAIN MECHANISMS
Bradford Council	<p>Local Development Framework</p> <p>Development Management</p> <p>Local Transport Plans</p> <p>Public Rights of Way Improvement Plans</p> <p>District Tourism Strategy</p>
Yorkshire Tourism	Regional Tourism Strategy
Natural England	Plans and strategies

Improving connectivity and poorly served areas

5.1.93 Many transport related issues are common to all parts of the District. However, there are particular challenges that are unique to poorly serviced areas, which maybe but are not exclusively rural in nature. The dispersed nature and remoteness of populations and settlements can make access to services, and therefore the provision of traditional public transport prohibitively expensive. The isolation felt by those communities can lead to the complex problems of social exclusion and disadvantage, which without the development of focused and coherent strategies, can be difficult to address. For those who live in poorly serviced areas and who do not own a car the problems are manifold.

5.1.94 The key issue for people who live in poorly serviced areas is to improve access to services. Service providers and other agencies should therefore be encouraged to work together to deliver

innovative and sustainable solutions to address the problems of isolation, and to manage travel demand, especially by car, in poorly serviced areas. Encouragement should also be given to the developing of community transport partnerships.

5.1.95 Additionally, improved access to key facilities such as employment, education, food shopping and healthcare emerges as a crucial outcome to be addressed. This is especially important for those socially excluded groups who do not have access to a car. There is therefore also a need to support proposals for the provision, and importantly the retention of these key facilities, which should be centred on the role of the principal and local service centres as a focus for facilities for surrounding hinterlands. The concentration of services and development in these local centres is consistent with the basic principles of sustainable development, and sustainable communities, whilst at the same time an effective tool in minimising the need to travel. It should also foster an integrated approach to wider

strategy development at the local level, and so act as an effective driver for regeneration and growth of the local economy. In so doing, care should be taken if necessary to ensure that specific interventions are sensitive to the particular natural and environmental characteristics of the area under consideration.

5.1.96 One of the main themes from the other LDF transport policies is the support of sustainable, non-car modes in providing for the transport needs of the District. However, for many people in poorly serviced areas the car will remain the main feasible means of transport. Whilst it is desirable that access to services is improved by means other than the car, and for people without access to a car, an issue that makes accessibility in poorly serviced areas distinct from accessibility in well served urban locations is that it is access to services per se that is important, regardless of mode. This highlights the fact that transport is a means to an end and not an end in itself.

5.1.97 A range of interventions to improve accessibility in poorly serviced areas will be required. These will vary depending on the nature of the area and the type of service requiring access. Possible interventions include “wheels to work”, car clubs, and group transport in addition to more conventional provision such as scheduled bus services. These interventions should be considered as the starting point for investigation rather than a stringent set of requirements.

Policy TR5: Improving connectivity in poorly serviced areas

The District will ensure that transport contributes to addressing the economic and social problems in the isolated and poorly serviced areas of the District, including but not exclusively the District’s rural areas, reflecting the geographical isolation and remoteness to Local Service Centres, Bradford City and principle towns such as Keighley, Shipley and Bingley and the Districts strategic transport networks as well as population sparsity and dispersal. The District will support and improve transport provision in these areas and in particular:

- A. Encourage the development of sustainable solutions to transport problems in rural areas or other areas facing which are isolated from services.**
- B. Focus on improving access to key facilities and services through the provision of appropriate transport measures, whilst recognising facilities can be provided by means other than the movement of people to them.**
- C. Influence the way in which services are delivered including support for mobile delivery and remote accessing through improved use of IT and telecommunications.**
- D. Recognise the benefits of coordination for transport provision to rural or otherwise isolated communities and support and encourage the development of partnerships to deliver sustainable transport solutions.**
- E. Use community-based transport schemes designed to address the particular characteristics of different poorly serviced and rural areas.**

OUTCOMES	INDICATORS	TARGETS
The remote areas of the District will have improved sustainable access to employment, services and facilities.	Number and frequency of buses / trains Level of Broad band internet provision Number and frequency of community-transport schemes. Level and type of mobile services. Conformity with accessibility standards set out in Tables A1 and A2 of Appendix 3 Breakdown of Trips by different modes of transport.	
LEAD ROLES	MAIN MECHANISMS	
Bradford Council	Local Development Framework Development Management Local Transport Plans	

Freight

5.1.98 The movement of goods is of great significance to the District economy, given the importance of the Humber Ports, the substantial distribution sector and the continuing importance of manufacturing and other industries. The maintenance of efficient freight and distribution links to the rest of the country and overseas will be essential if the District is to attract greater investment. In addition, efficient access for goods and services is a key factor in supporting the vitality of the District, although this must be reconciled with the need to make the towns and cities pleasant places to live and work, and attractive to visitors.

5.1.99 Greater use needs be made of existing inland waterways and road/rail intermodal facilities, and the extensive rail network where opportunities arise needs to be re-linked to major freight movement origins and destinations to replace transport by road. In encouraging a more sustainable pattern of freight transport, consideration should be given to the development of distribution parks where clusters of businesses would deal with warehousing, picking and delivery operations in a more integrated fashion.

5.1.100 The strategic highway network can be relieved to some extent by modal shift, but will also need to be protected to ensure that, where appropriate, freight movements have higher priority than car commuting.

5.1.101 Air freight, which is shipped to or from Bradford District, is currently largely serviced by facilities at airports outside the West Yorkshire and Humberside Region. There is a need to examine the scope for the development of air freight facilities at LBIA, where environmentally acceptable, in order to meet demand from Bradford District and to optimise the contribution LBIA makes to the regeneration and competitiveness of Bradford District, while helping to reduce the need for long road journeys to south-east airports.

5.1.102 Policy TR6 is complimentary to the continuing work in connection with WY LTP3 to develop a freight strategy for West Yorkshire based on delivering identified small scale freight distribution improvements in the near future, lobbying where the Integrated Transport Authority does not have the resources or ability to intervene directly and delivering a longer term region wide freight distribution improvement.

Policy TR6: Freight

The District will encourage the development of an integrated freight distribution system that makes the most efficient and effective use of all modes of transport subject to environmental considerations including the need to protect and enhance residential areas and locally, regionally, nationally and internationally important biodiversity sites. Plans, strategies, investment decisions and programmes should:

- A. Maximise the use of rail or water for freight movements to and from new and existing developments and significant changes of use and recognise the contribution these modes can make to the transportation of bulk materials including waste.
- B. Encourage the location of storage/distribution development with high levels of freight and commercial traffic close to intermodal freight facilities, rail freight facilities, airports, wharfs or roads designed and managed as traffic distributors.
- C. Encourage the protection of wharfs and rail connected land for future uses that require rail / water freight use and seek to encourage the development of intermodal interchanges and improvements to multi-modal transfer facilities.
- D. Encourage Consolidation Centres serving retail locations.
- E. Encourage water-borne freight, having regard to issues such as landside transport links and potential conflicts of use and disturbance.
- F. Encourage capacity enhancements, appropriate standards of maintenance and gauge improvements on key rail freight routes
- G. Encourage the development of sites for new secure lorry parking facilities particularly close to major freight generators and improve signing from major lorry routes to district lorry parks.
- H. Encourage the development, delivery and maintenance of an integrated strategic lorry routing network and a consistent cross boundary approach to lorry management.
- I. Support future pipeline developments where these provide opportunities to reduce freight movements by surface modes of transport.
- J. Enable a more efficient and sustainable approach to deliveries, including the encouragement of Delivery Service Plans and Freight Quality Partnerships between local authorities, the freight industry, business communities, residents and environmental groups.
- K. Support measures to reduce the adverse impact of freight movements on air quality including addressing specific freight emission hotspots possibly through the transfer of freight from road to rail and water, the use of low emission vehicles and the introduction of Low Emission Zones where found to be appropriate.

OUTCOMES	INDICATORS	TARGETS
The District will have an integrated freight distribution system that makes the most efficient and effective use of all modes of transport subject to environmental considerations.	Number and location of lorry parks Level of Delivery Service Plans and Freight Quality Partnerships Air Quality at specific freight emission hotspots Level of freight vehicles on the Districts Strategic road network Breakdown of Trips by different modes of transport.	Increase in level of lorry parks, delivery service plans and freight quality partnerships Improvement in air quality at specific freight emission hotspots Decline in freight traffic measured on the District’s strategic road network

LEAD ROLES	MAIN MECHANISMS
Bradford Council	Local Development Framework Development Management Local Transport Plans
Metro ITA	Local Transport Plans – Freight Strategy
Freight Operators	Plans and strategies
Rail Operators	

Transport Investment and Management Priorities

5.1.103 One of the main aims of the Core Strategy and District Transport Strategy is to set out local priorities for transport investment and management. These contribute to achieving the wider objectives of the Core Strategy, particularly in terms of encouraging the use of lower-impact transport, and facilitating sustainable housing and economic development. They will need to be implemented in ways that do not adversely affect locally, regionally, nationally or internationally important biodiversity sites. The priorities need to be presented as transport outcomes rather than schemes, reflecting the long-term nature of the plan. Outcomes will be progressed by maximising use of existing infrastructure in the first instance, and then potentially by schemes and projects as necessary at later stages.



Policy TR7: Transport Investment and Management Priorities

Transport investment and management priorities of the District as outlined in the Leeds City Region Transport Strategy and Local Transport Plan and as may arise during the plan period due to monitoring and review exercises should be pursued on the basis of the following priorities:

1. Those improving management and maintenance of existing transport infrastructure where it has the potential to support regeneration or the use of sustainable travel options.
2. Those enhancing existing transport infrastructure that has the potential to support regeneration or the use of sustainable travel options.
3. Those resulting in investment in new transport infrastructure that has the potential to support regeneration or the use of sustainable travel options.
4. Maintaining, improving or investing in existing or new transport infrastructure, which does not have the potential to support regeneration or the use of sustainable travel options.

Section 5 Thematic Policies: Planning for Prosperity - Transportation and Movement

OUTCOMES	INDICATORS	TARGETS
A well managed and maintained transport infrastructure, which supports the aims of regeneration and sustainable travel.	Breakdown of Trips by different modes of transport.	

LEAD ROLES	MAIN MECHANISMS
Bradford Council	

Aircraft Safety

5.1.104 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.

5.1.105 The Civil Aviation Authority (CAA) has defined a revised Aerodrome Safeguarding Area for Leeds and Bradford International Airport (LBIA). 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 (LPA).

5.1.106 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 LBIA 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 map contained in Appendix 5. 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.

5.1.107 The CAA has also defined a separate Aerodrome Safeguarding Area for Leeds and Bradford International Airport in relation to wind turbine development. Circular 01/2003 places a duty on the LPA 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.

5.1.108 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.

5.1.109 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.

5.1.110 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 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.

Policy TR8: Aircraft Safety

Development proposals that create a hazard to the safe operation of aircraft, aerodromes or aircraft navigation facilities will not be permitted.

OUTCOMES	INDICATORS	TARGETS
No development within the District will constitute a hazard to the safe operation of aircraft, aerodromes or aircraft navigation facilities.	Conformity with Government circular 01/2003	100% of planning permissions for development accord with the consultation responses from LIBA or Hameldon Hill Technical Site or nhs consultees

LEAD ROLES	MAIN MECHANISMS
Bradford Council	Development Management



5.2 Housing - Planning for People

Introduction

5.2.1 In terms of population and housing Bradford is changing rapidly. One of the biggest challenges facing the district in the period up to 2028 is how to accommodate a rapidly growing population whilst also responding to the effects of significant changes in its social and demographic profile. This section of the Core Strategy will set out both policies and principles to facilitate and deliver sustainable housing growth and ensure that housing providers in all sectors provide the type and quality of new homes which will meet the needs and aspirations of its existing and future population. Taken together the policies here and in this rest of this document must help to ensure that housing growth stimulates and supports regeneration and prosperity in the district, while helping deliver successful places at all scales ranging from the sub areas, towns and villages outlined in

Section 4, to the creation at a more local level of successful neighbourhoods through high quality and inclusive design.

5.2.2 This means that growth must be part of a program which continues to secure the regeneration and remodelling of the district's urban areas, and which, while recognising the need for development in some green field and green belt locations, still has at its heart the over arching principles of making best and most efficient use of urban and previously developed land and protecting the district's best and most valued green infrastructure, spaces and habitats.

5.2.3 The intention is that the policies and approach of this section compliments, supports and delivers the vision and key objectives of the Joint Housing Strategy For Bradford as outlined in the box below:

“Our Vision is to provide housing within the context of a broader place-shaping agenda so that housing actions work well with the key elements that make great places, such as the local economy, resulting in greater and more lasting impact. This is what we mean by Sustainable Housing within Successful Neighbourhoods. The challenge for the District is to achieve inclusive and sustainable housing and economic growth which reaches all members of the community and has lasting effect.”

KEY OBJECTIVES

MORE HOMES - To provide new housing, much of it affordable, to meet the needs of a growing population. To ensure that new housing creates popular neighbourhoods with high standards of quality and design linked to good transport networks and with easy access to employment and amenities.

QUALITY - To improve the quality of our existing housing stock both private & social. Improve the quality of our neighbourhoods including open space for leisure and recreation, and to provide high quality services within the local authority and its partner agencies.

INCLUSION - To ensure that vulnerable sections of our communities are helped to maintain a home and achieve independent living by preventing homelessness, providing adaptations for those with a disability, tackling fuel poverty, increasing the number of homes built to Lifetime Standards and providing more Extra Care homes.”

Source : Sustainable Homes and Neighbourhoods in a Successful District – Joint Housing Strategy for Bradford District 2008-18

5.2.4 The policies of this section have been formulated to be consistent with national and regional planning guidance, most notably PPS3 and The Yorkshire and Humber Regional Spatial Strategy (RSS). Although the Council is mindful of the Government's intention to abolish Regional Spatial Strategies, it has not, in line with the decision of the law courts, taken this as a material consideration in the development of the housing policies of this DPD.

The RSS still forms part of the statutory development plan for Bradford and its core, city region and housing thematic policies will assist the delivery of the goals outlined above.

5.2.5 Figure HO1 below outlines the 10 principles which will underpin the housing policies of both this Core Strategy and all subsequent DPD's within Bradford's Local Development Framework:

Figure HO1: 10 Principles For Achieving Sustainable Housing Growth

1. Distributing housing growth in a way which reflects accessibility to jobs and services and supports the role of Bradford as a Regional City, and Keighley, Ilkley and Bingley as Principal Towns;
2. Prioritising, wherever possible, the use and recycling of previously developed land and fully exploring the opportunities for housing growth to lever investment into the remodelling and environmental improvement of existing urban areas;
3. Making most efficient use of land, recognising that it is a scarce resource, and thus setting challenging but achievable density targets for developers to adhere to;
4. Phasing the release of land to ensure that housing growth is coordinated with planned infrastructure provision and to encourage the take up of brownfield land in the most sustainable locations while ensuring delivery of housing targets in line with a published housing trajectory;
5. Ensuring that development provides an appropriate mix of housing to fulfil the needs and aspirations of the District's current and future populations, improving housing choice and supporting healthy and balanced local housing markets and diverse and cohesive communities;
6. Ensuring that housing development meets high design standards and incorporates Lifetime Homes and sustainable code standards;
7. Making adequate provision for affordable housing and ensuring that that housing is of the size, type and tenure to address the most pressing needs for those who cannot access market housing;
8. Acting to maintain and improve the existing housing stock addressing in particular the issues of over crowding;
9. Using the powers and resources available to reduce the number of empty homes, in particular long term vacant properties;
10. Setting out broad principles for the identification and allocation of specific housing sites within the LDF so that individual site related choices support and do not undermine the core policies of this document.

The Scale of New Housing Development and Strategic Sources of Supply

Policy HO1 - The Scale of Housing Required

A. Provision will be made within the LDF to facilitate broadly the scale of new housing development as set out in Policy H1 and Table 12.1 of the approved Yorkshire and Humber Regional Spatial Strategy (RSS).

B. Provision outlined within the RSS for the second phase of the LDF plan period (2008-16) will be reduced to take account of the effects of the economic recession and adverse housing market conditions so as to minimize the risk of the allocation for housing development of green belt land that may not actually be required during the plan period.

C. This equates to the following minimum net completion rates over the plan period:

- Phase 1 (2004-8) = 1560 dwellings per annum
- Phase 2 (2008-16) = 2430 dwellings per annum
- Phase 3 (2016-28) = 2700 dwellings per annum

D. Forthcoming DPD's will assess the combined effects of projected losses to the existing housing stock via clearance and change of use and projected additions as a result of progress in reducing vacancy rates, and adjust the level of allocations accordingly.

Background and Justification

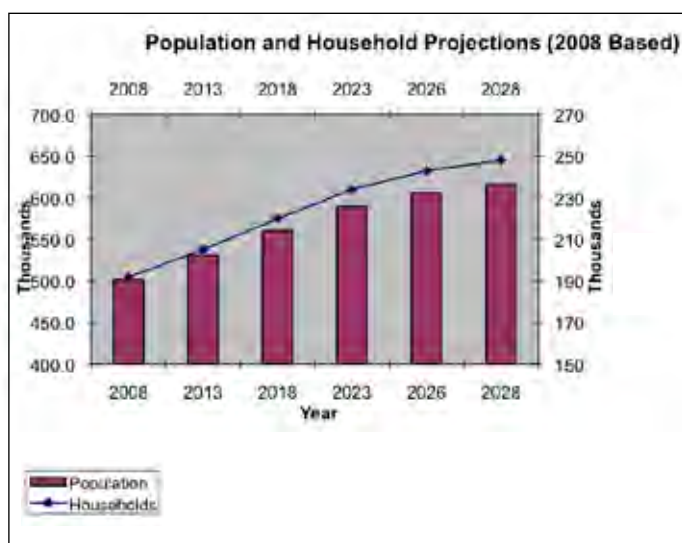
5.2.6 The Yorkshire and Humber Regional Spatial Strategy, approved by the Secretary of State in May 2008, indicates that Bradford's LDF needs to make provision for development which will result in net annual additions to the dwelling stock of 1560 per year between 2004 and 2008 and 2700 per year between 2008 and 2026. Since PPS3 requires LDF's to make provision for housing need for the period up to 15 years from the expected date of Core Strategy adoption, the plan period of this document now extends to 2028. Having assessed the more up to date population and household projections the Council has taken the view that the RSS based targets for the latter part of the RSS plan period (i.e. 2700 dwellings per annum) can be rolled forward to cover the additional 2 year period to 2028.

5.2.7 The RSS housing target is a net one which means that the final levels of land release within the LDF will need to be adjusted to reflect additional dwellings which may need to be built to compensate for demolitions or fewer as a result of progress in bringing vacant properties back into occupation.

5.2.8 The RSS made assumptions, based on evidence provided by Local Authorities and housing providers, of future levels of demolitions and future reductions on the level of vacant properties. In Bradford's case these two elements were in near equilibrium meaning that gross house building targets were only slightly above the net ones. Future levels of clearance are notoriously difficult to project since they are dependent on both the availability of future funding programmes and of wider housing policy. Over the next 3 years a series of master planning exercises will be undertaken and Housing Development Frameworks will be produced by the Council in partnership with stakeholders. Until this work is complete it will not be sensible to review and update the RSS assumptions on vacancy and clearance. A further justification for not fixing within the Core Strategy the gross housing requirement is that the levels of funding for implementing redevelopment of existing areas and for vacancy reduction programmes will continue to be unusually uncertain pending the effect of both public spending cuts and the outcomes of initiatives such as the Localism Bill and the introduction of the New Homes Bonus.

5.2.9 The RSS housing requirements for local authority areas were derived via a complex process which began with the most up to date, at the time, projections for future population levels and for household growth. Projecting the future number of households was key since the growth in households are most directly linked to housing need and demand and are influenced by a variety of social and economic factors in addition to the overall level of population. In addition to the core data on future household growth, the Yorkshire and Humber Assembly used a variety of other tools to determine the final housing requirements and these are set out in detail in the Housing Background Paper.

Figure HO2: 2008 Based Population and Household Projections For Bradford



5.2.10 New population and household projections are produced by the Office of National Statistics (ONS) and the Department for Communities and Local Government (CLG) every 2-3 years. The 2004 based projections which underpinned the RSS have now been superseded by two update cycles with 2006 based runs issued in late 2008 and in 2009 and 2008 based projections issued in 2010. The 2008 based projections (see figure HO2) suggest that population and household growth both within Bradford (and the Yorkshire and Humber Region as a whole) will occur at roughly the same rate as assumed within the RSS. A comparison of the 2004, 2006 and 2008 projections is included in the Housing Background Paper.

5.2.11 However the projections produced by the Government and its agencies are trend based and so rely on a continuation of patterns which have occurred in recent years – usually the previous 5 year period. They do not take account of, or forecast, the influence of policy or changing economic conditions. In particular they do not reflect the credit crunch and ensuing recession and declining prospects for jobs growth compared to the assumptions made at the time the RSS was prepared.

5.2.12 Whether these more recent trends affect the level of housing required over the LDF plan period will depend on whether and to what extent they influence the drivers of population change and household formation in the district. The Council intends to commission work to examine these issues and reassess the housing requirement as part of a SHMA update. This will ensure that the most reliable evidence possible, given the current uncertainties, is available to the Core Strategy EIP in due course. This work will examine whether there is any robust evidence to justify an adjustment (either upwards or downwards) of the broadly RSS based housing growth targets in this document. This approach is considered to be consistent with the Government's program of planning reforms contained within the Localism Bill and draft National Planning Framework.



Manningham

5.2.13 In the meantime the Council’s interim position set out in this document is to broadly support the RSS based housing requirement while making a modest reduction in the target for the first part of the LDF period to reflect current difficult market conditions. Continuing the RSS approach is justified by an analysis of the projected components of population change set out in the ONS 2008 projections (see table HO1 below) which suggests that the largest drivers of population growth are the district’s age structure and rate of natural increase rather than economic or migration related factors.

Table HO1: Bradford District - Average Annual Population Increase 2008-26

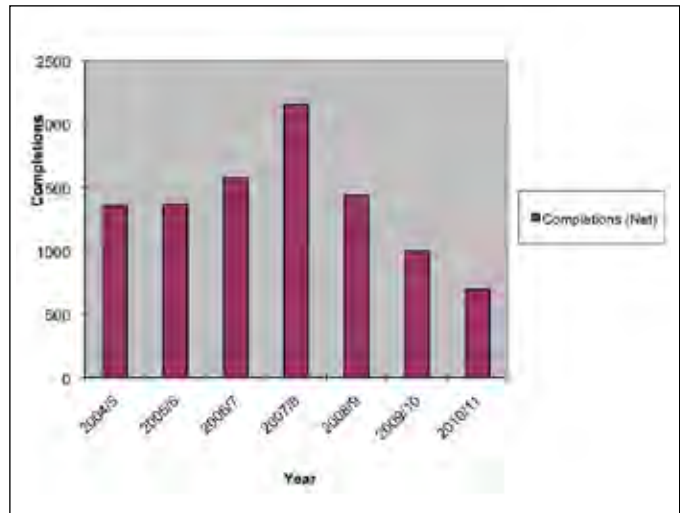
Natural Change (births – deaths)	+ 4,900 / annum
Total Net Migration	+ 900 / annum
Internal / Domestic	- 2,800 / annum
International	+ 3,700 / annum
Total Annual Change	+ 5,800 / annum

Source - ONS 2008 Based Population Projections

5.2.14 During the course of its consultation programme for the Issues and Options and Further Issues and Options documents there was considerable concern raised over the scale of housing development envisaged and suggestions that the RSS requirements should be re-examined by the Council, from the point of view of those wishing to see both higher and lower house building targets. A range of indicators including unemployment, house prices, the annual rate of completions, and mortgage lending indicate that the Bradford housing market and the wider economy is still in an relatively fragile state. As far as development activity is concerned, Bradford, unlike some parts of the country is still at the depth of the trough and has yet to see any pick up. This is indicated in the figure below.

5.2.15 The low level of net completions, which have fallen from 2156 in 2007/8 to 696 in 2010/11, are an indicator of both low developer confidence and low and suppressed levels of demand for new housing.

Figure HO3: Net Housing Completions In Bradford District 2004-11



5.2.16 Another indicator of low and suppressed demand for market housing comes from the input of volume house builder representatives on Bradford’s SHLAA Working Group. One of the assumptions that the SHLAA has had to make is the annual rate of completions which are likely to occur on developable sites. At the request of the volume house builder representatives, lower completion rates have been assumed than in many other SHLAA’s across the country. Moreover the working group argued that the first seven years of the SHLAA period which they considered would be characterised by weak or recovering housing market conditions should have even lower assumed completion rates than the remaining and subsequent years (20 dwellings per annum on small sites and 30 per annum on large sites compared to 30 and 40 respectively). These extremely modest levels of assumed completions on otherwise viable sites are a clear indication that demand for new homes in the first part of the LDF period will be constrained by external conditions.

5.2.17 Demand for and access to market housing in the district is therefore likely to be lower than would otherwise be the case in the first part of the LDF period in spite of the ongoing pressures of population increase. It is unlikely in the context of severely constrained public sector resources that the social house building sector will be able to significantly expand in this same period. Most economic and housing market projections expect conditions to

improve though there are, as might be expected, significant differences in the expected timing and scale of that forecasted improvement.

5.2.18 Therefore the Core Strategy will have to make a judgement as to whether all or part of the demand which does not materialise in the early part of the plan period will be compensated for by an even greater increase in demand over the middle and latter parts. This is a matter which the Council are identifying as a yet to be resolved issue during this consultation period and would welcome views from stakeholders. It will also be considered as part of the SHMA update.

5.2.19 At present the Core Strategy is assuming that most but not all of the reduced demand will be recovered over the second half of the plan period. Thus only a 10% discount has been applied for the 8 years of the plan period (i.e. 2008-16) which spans

the housing market crash and the period which the SHLAA Working Group itself considers will see weak market conditions. This is an extremely modest reduction of only 4.3% in the total target for new house building which would otherwise occur if the full RSS target of 2700 dwellings per annum were applied. The Council welcomes representations on whether these assumptions are correct, whether the applied discount should be higher or lower and on indicators which are relevant to this issue.

5.2.20 One of the reasons why it is important to resolve this issue is that the SHLAA has revealed that an adequate supply of deliverable and developable land capable of meeting the scale of new housing required cannot be identified without significant loss of green belt. An over supply of land in the LDF over and above the level of need and demand which arises in the plan period would result in unnecessary deletions from the green belt.

OUTCOMES	INDICATORS	TARGETS
The need for housing in district resulting from increases in population and households has been met.	<p>Achieving the net annual completion rates set out in Policy HO1a when averaged over each of the 3 plan phases.</p> <p>Net completions to comprise additions to the dwelling stock via completions and losses due to demolition, clearance and conversion to non residential use.</p> <p>Monitoring delivery against the LDF housing trajectory.</p>	<p>1560 dwellings pa for 2004-8 2430 dwellings pa for 2008-16 2700 dwellings pa for 20016-28</p>

LEAD ROLES	MAIN MECHANISMS
<p>BMDC Bradford Housing Partnership Developers – market housing RSL's – social housing HCA Leeds City Region Government</p>	<p>Strategic policy via LDF Core Strategy Land allocations via LDF LDF Housing trajectory LDF AMR Bradford Joint Housing Strategy Local Investment Plan BMDC led Neighbourhood Action Plans Community led Neighbourhood Plans</p>

Policy HO2 – Strategic Sources of Supply

A) The dwelling targets set out in Policy HO1 will be met through:

- 1) Housing completions since April 2004; and
- 2) Existing commitments with planning permission; and
- 3) Unimplemented but deliverable or developable sites allocated for residential development in the RUDP;
- 4) Additional new deliverable and developable sites allocated for housing development within the forthcoming LDF Development Plan Documents :
 - the Allocations DPD,
 - the Bradford City Centre AAP, and
 - the Shipley & Canal Road AAP;
- 5) A windfall contribution of 600 dwellings per annum in the final 5 years of the plan period focused primarily on the Regional City of Bradford and the Principal Towns;

B) Specific area based initiatives to help deliver the supply targets will include:

- 1) Growth areas as follows:
 - i) The development of an Urban Eco Settlement in the Bradford-Shipley Canal Road Corridor;
 - ii) Bradford City Centre
 - iii) SE Bradford, including an urban extension at Holme Wood;
 - iv) Queensbury, Menston, Silsden and Steeton With Eastburn;
- 2) The regeneration and remodelling of existing urban areas including Holme Wood, Laisterdyke, Ravenscliffe and Manningham;
- 3) Local green belt releases where consistent with the Plan's sustainability principles and where other sources of supply have proved insufficient within the relevant strategic planning sub area.

Background and Justification

5.2.21 In taking forward and delivering the RSS housing requirement within the LDF, account must be taken of houses already delivered, as the RSS starts at 2004. Table HO2 below indicates the residual

remaining housing requirement after completions between April 2004 and April 2011 have been subtracted. This shows a requirement for approximately 48,500 new homes, in addition to any homes that are needed to compensate for losses within the existing housing stock.

Table HO2: Summary of Housing Delivery and Existing Land Supply

RSS BASED NET HOUSING REQUIREMENT			
RSS Housing Requirement 2004-8	(1560 x 4)	=	6,240
RSS Housing Requirement 2008-28	(2700 x 18)	=	54,000
Total RSS Housing Requirement		=	60,240
Completions April 2004 to March 2011		=	9,599
Residual RSS Requirement			50,641
10% discount for weak economic and housing market conditions 2008-2016	(270 x 8)		-2,160
LDF Housing Requirement			48,481

KNOWN SUPPLY (PLANNING COMMITMENTS) – AMR 2010			
Dwellings with Planning Permission			
PDL		=	9,247
Con / CoU		=	2,466
Greenfield		=	1,017
Total		=	12,730
Dwellings on RUDP Allocated Housing Sites			
PDL		=	1312
Greenfield		=	4692
Total		=	6,004
Subtotal of Currently Committed Land Supply		=	18,734

WINDFALL ALLOWANCE (UNKNOWN SUPPLY)			
Plan Period Years 1-10 (April 2013 – April 2023)		=	0
Plan Period Years 11-15 (April 2023 – April 2028)	600 dpa	=	3,000
Windfall Total			3,000

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SHLAA SUPPLY SUMMARY			
Phasing Breakdown			
Short Term Deliverable			7267
Medium Term Developable			21182
Long Term Developable			10137
Residual Developable			5467
Total			44,053
Constraints Breakdown			
Suitable Now			16,093
Policy Constraints			25,514
Physical Constraints			1,897
Total			44,051
PDL / Green Field / Green Belt Breakdown			
PDL			15,079
Green			28,972
Total			44,051
Green Belt Element			12,803

5.2.22 This Core Strategy must indicate in very broad terms how this requirement will be met and delivered including the pace of delivery, the sources of supply, the geographical apportionment between areas, the targets for the balance between green field land and previously developed land, and the area based initiatives which will be needed for delivery. Many of these elements are brought together in the housing implementation framework which is included in Appendix 6.

5.2.23 The main sources of supply to meet the housing requirement are set out within Policy HO2. The first sources are sites with planning permission for residential development which in the 2010 AMR totalled 12,730. These comprise both sites allocated for development within the RUDP and other planning permissions - windfall proposals which have come forward such as mill conversions and city centre flats. The SHLAA has assessed this element of supply in detail and indicates how much of this potential is

actually likely to be delivered in the light of both site specific issues and prevailing market conditions.

5.2.24 The second contribution towards meeting the housing requirement will come from existing and as yet unimplemented sites allocated for housing development within the RUDP and which have yet to see planning permission granted. Again the deliverability and developability of these sites has been assessed in the SHLAA. This supply is significant since it contains a swathe of sites which were only released in August 2008 under the RUDP's phasing policy. Most of these sites are green field and some lie in either peripheral urban locations or within smaller settlements within the district.

5.2.25 Table HO2 contains two sections, one which sets out the known supply based purely on the Council's AMR / monitoring systems and with an April 2010 base date. The second shows the supply as analysed and revealed by the recently completed

SHLAA which has an April 2009 base date but which goes beyond just those sites with some form of planning status. The 2010 AMR data indicates that just under 19,000 homes could be delivered by known supply with planning status. Even if all of this supply was implemented it would still only meet approximately 41% of the total housing requirement. This means that the majority will need to come from new sites which will be brought forward via the completion of the 3 site related DPD's within the LDF.

5.2.26 The SHLAA results illustrate in a number of ways the challenges facing the district in meeting the overall housing target. The total deliverable and developable quantum lies just below the level of the housing requirement set out below. However the Council considers that additional capacity is highly likely to be identified in the second SHLAA via a number of sources:

- Further sites submitted by developers since the SHLAA process was begun;
- Additional, predominantly brown field sites identified and submitted to the Council by members of the public;
- New sites granted permission between the April 2009 and April 2011 base dates;
- Additional brown field sites resulting from the reduction in site size threshold for the SHLAA from 0.4ha or 15 dwellings to 0.2ha or 6 dwellings.

5.2.27 At present it is estimated that the above sources will result in a net increase in the number of sites on the SHLAA database of around 200 (from 700 sites to 900) and even if some of these are discounted from the deliverable and developable supply there is the potential for a modest increase in total deliverable supply over the LDF period.

5.2.28 The second major challenge revealed by the results of the SHLAA is the extent of the developable land supply which is located within currently protected planning or land use designations or subject to some form of environmental policy considerations. Because of the enormity of the scale of new housing required and the already evident shortfall in supply it was not possible for the SHLAA to assess the suitability of sites based on a 'All Policies Switched On' basis. The compromise approach was therefore to discount only those sites where national policy would be reasonably

unequivocal that development could not place such as in areas of international wildlife importance or highest risk of flooding. Local policies were therefore 'switched off' as part of the SHLAA process. Green belt sites were largely included so long as they were contiguous with the built up area.

5.2.29 Thus, as indicated in table HO2 above, the level of currently known land supply which when subjected to more detailed environmental appraisal as part of the Allocations DPD process may prove suitable, could be lower than the 44,000 figure quoted in the SHLAA. Extensive efforts will be needed to identify sites, particularly in the strategically higher order settlements of Bradford, Keighley, Bingley and Ilkley to make up any shortfall. The assumption has been made that despite the additional site contributions likely to come forward in the second SHLAA, a further quantum of supply amounting to 600 dwellings per annum in the final phase of the plan period (or 3,000) in all will come from windfalls focused mainly on the top two tiers of the settlement hierarchy. The windfall figure has been assessed based on an analysis of past windfalls but has been set at a much lower figure than has been achieved in recent years on the assumptions that more of the potential windfall opportunities will be captured in the SHLAA process.

5.2.30 Results from the SHLAA also show that to meet the scale of the remaining housing requirement will require the incorporation of a significant contribution from currently designated areas of safeguarded land and currently designated green belt.

5.2.31 Subject to further more detailed site assessments as part of the other DPD's and the updating of the SHLAA to an April 2011 base date, key elements of the supply looks to be as follows (Note the categories below are not mutually exclusive):

- Around 16,000 from sites with existing planning commitment (allocation or permission) or which have already been identified and are broadly compliant with existing RUDP policies;
- Around 3000 from the Canal Road Corridor growth area;
- Around 3,500 from the Bradford City Centre growth area;

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- Around 3,200 from areas of RUDP designated safeguarded land;
- Around 6,000 houses in the Bradford SE growth area including an urban extension at Holme Wood; and
- Up to 9000 (or around 20% of the requirement) from local green belt deletions which will occur in most of the higher order settlements but which will be focused particularly on the Regional City. Given the inclusion of additional urban sites in the forthcoming SHLAA update resulting in part from the site size threshold reduction, this figure is likely to be reduced but the extent of the reduction will depend on the results of the next SHLAA and of future Call For Sites and DPD consultation exercises.

5.2.32 In order to address the scale of this challenge in finding new and additional sources of supply the Council is undertaking a number of area based initiatives. These are listed within Policy HO2. Some of these such as within the Holme Wood urban area will be aiming to make more efficient use of existing land by remodelling existing areas of underused land, and linking built and open spaces more successfully. Other such as the Shipley / Canal Road area will involve more comprehensive urban change incorporating new road and community infrastructure and relocation of existing uses. The timing in which these initiatives will bring forward new development

opportunities will vary with the Canal Road area contributing most during the second half of the plan period. A full housing trajectory is included in Appendix 6 of this document.

5.2.33 In reaching the proposed approach the Council has taken account of the views of stakeholders at both formal previous consultations stages such as Issues and Options and Preferred Options and via existing mechanisms such as the Bradford Housing Partnership.

5.2.34 At the Issues and Options stage there was no specific question as to the scale of housing requirement which should be planned for, in part due to the fact that this is already fixed by RSS. However the Topic Paper 3 housing paper asked the following questions:

What we asked:

How should the Council ensure that enough dwellings are provided in the right places in the district to meet local needs in a sustainable manner making most effective use of land and buildings?

5.2.35 In response a couple of replies emphasized that windfall development should not be relied upon as part of the supply. However PPS3 does not rule out a windfall contribution in the latter part of the plan period.



Apartments at Listers Mill



The Gatehaus, Bradford city centre apartments

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OUTCOMES	INDICATORS	TARGETS
Land supply for new housing development is sufficient to support the delivery of the levels of new housing set out in Policy HO1A.	<p>SHLAA – capacity of deliverable and developable sites;</p> <p>5 year land supply position</p> <p>Housing supply with planning permission / allocation as reported in LDF AMR</p> <p>Windfall contribution to annual housing completions</p> <p>Historic delivery of net additional dwellings since 2004 as reported in LDF AMR</p> <p>Adoption of LDF</p> <p>Implementation of Bradford - Shipley Canal Road Corridor Urban Eco-Settlement</p> <p>Implementation of Holme Wood / Tong Neighbourhood Action plan.</p>	<p>SHLAA capacity equivalent to at least 100% of the total district wide housing requirement over the plan period (minus any windfall allowance)</p> <p>100% of the requirement</p> <p>600 dpa over the period 2023-28</p>

LEAD ROLES	MAIN MECHANISMS
<p>BMDC</p> <p>Bradford Housing Partnership</p> <p>Bradford SHLAA Working Group</p> <p>Developers – market housing</p> <p>RSL's – social housing</p> <p>HCA</p> <p>Leeds City Region incl LEP</p> <p>Government</p>	<p>Land allocations via LDF</p> <p>LDF AMR</p> <p>Annual 5 year land supply statement</p> <p>Bradford Joint Housing Strategy</p> <p>Local Investment Plan</p> <p>BMDC led Neighbourhood Action Plans</p> <p>Community led Neighbourhood Plans</p> <p>Bradford / Canal Rd Joint Venture Company</p>

Distribution of Housing Development and DPD Targets

Policy HO3 – Distribution of the Housing Requirement

A. In accordance with the vision and spatial principles set out in this Plan, the forthcoming Allocations, Bradford City Centre and Shipley & Canal Road DPD's will allocate sufficient land to meet the residual housing requirement of 45,500 for the district between April 2011 and April 2028. This requirement will be apportioned as follows:

- 3,500 (8% of the district total) within the Bradford City Centre Area AAP;
- 5,000 (11% of the district total) within the Shipley & Canal Road AAP;
- 37,000 (81% of the district total) within the Allocations DPD.

B. The Apportionments between the different settlements of the district will be as follows:

The Regional City of Bradford

Bradford City Centre	3,500	Bradford NE	5,000
Canal Road	3,000	Bradford SW	4,500
Shipley	2,000	Bradford NW	4,000
Bradford SE	6,000		

The Principal Towns

Ilkley	1,300	Bingley	1,600
Keighley	5,000		

Local Growth Centres

Burley In Wharfedale	500	Silsden	1700
Menston	900	Steeton With Eastburn	800
Queensbury	1500	Thornton	700

Local Service Centres

Addingham	400	East Morton	150
Baildon	550	Harden	150
Cottingley	300	Haworth	600
Cullingworth	200	Oakworth	250
Denholme	450	Oxenhope	150
Wilsden	300		

Background and Justification

5.2.36 One of the key goals of this Core Strategy is to provide a reasonable level of certainty over the scale and distribution of new development within the different parts of the district over the plan period in particular to set the framework within which the site allocating DPD's will be prepared. Policy HO3 therefore indicates how the residual housing requirement will be split between these strategic

planning areas and for the purposes of planning at the local and neighbourhood level, how many will be provided within each of the different settlements of the district.

5.2.37 Section 3 of this document has set out the preferred option for the district's spatial development strategy, including the responses received to the testing of 4 initial options at the previous stage of public consultation. It has described how the final

option has been derived and the key role that the emerging evidence base, stakeholder consultation, and sustainability testing has played.

5.2.38 The most significant influences on this housing apportionment can be set therefore down as follows:

- The need to reflect the aspirations and priorities of the district as set out in the Big Plan, in particular the areas of the district which will see comprehensive regeneration programs over the lifetime of the LDF;
- The need to apply the Core approach of the RSS, in particular policies YH4 and LCR1 which identify Bradford as the prime focus for housing and other forms of development;
- The establishment of a settlement hierarchy approach which divides the settlements into 4 tiers relating to their size, role and function and the profile of existing and planned services, infrastructure, and accessibility to town centres and concentrations of employment;
- The need to promote urban renaissance and urban concentration wherever possible rather than allowing the dispersal of development thereby supporting sustainable development principles;
- The assessment of different iterations of the spatial development strategy to test whether there are any significantly differing implications regarding their effects on the transport network, critical green infrastructure, or the requirement for community facilities and infrastructure; and
- An assessment of available land supply within the SHLAA. Here it is important to note that the Council has used the SHLAA as a means of testing the deliverability of options and revealing the implications for existing policy designations such as green belt and open space and not as a means in itself to generate options.

5.2.39 During the process of preparing the Core Strategy the Council has also sought to secure contributions and involvement of stakeholders including the public in considering what are difficult and sometimes contentious element of the Plan.

5.2.40 In reaching the proposed approach the Council has taken account of the views of stakeholders at both formal previous consultations stages such as Issues and Options and Preferred Options and via existing mechanisms such as the Bradford Housing Partnership.

5.2.41 At the Issues and Options stage the Topic Paper 3 housing paper asked the following questions:

What we asked:

How best should the additional housing requirement set out by the region, be accommodated in the District?

How should the Council ensure that enough dwellings are provided in the right places in the district to meet local needs in a sustainable manner making most effective use of land and buildings?

What role should the smaller settlements have in delivering housing growth?

How best can additional housing needs in the main urban area and the needs of smaller settlements be accommodated in the district?

5.2.42 The replies to these issues have been considered in this Core Strategy in a number of its different sections, most notably with regards to the formulation of a preferred spatial option which reflects national and regional policy geared toward urban regeneration and concentration and the Regional City of Bradford while also reflecting the need for additional housing in the districts smaller towns and villages. These smaller settlements are also likely to see, albeit at more modest levels, household growth and a requirement for both market and affordable housing to meet local need.

5.2.43 The diversity of comments relating to how the need for new housing should be accommodated reflected the range of interest groups who made presentations, ranging from developers and agents with land holdings and options in the districts smaller settlements to the Government Office and Regional Assembly whose perspective appeared to be mainly driven by the need to direct development to the largest and most sustainable settlements. As a counter balance to these comments some of the points raised at the housing topic workshops highlighted the need for a realistic approach to what

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might be achievable and deliverable within the District's urban regeneration areas and also within the city centre. It is considered that the approach set out in the preferred spatial option and Policy HO3 balances these issues and reflects the evidence as it stands at the moment from the SHLAA, the master plans and the SHMA.

OUTCOMES	INDICATORS	TARGETS
<p>Sustainable delivery of new housing development across the district meeting the needs of its growing population delivered in line with the distributional strategy set out in Policy HO3.</p>	<p><u>At DPD Level:</u></p> <p>Total allocated housing supply within each DPD and committed supply within the DPD area;</p> <p>Allocated housing supply and committed supply in each DPD expressed as a percentage of the district wide total allocated and committed supply;</p> <p>Net annual additional dwellings in each DPD area - both absolute number and as a percentage of district total;</p> <p><u>At Settlement Hierarchy Level:</u></p> <p>Total allocated and committed housing supply within each tier of the settlement hierarchy;</p> <p>Allocated and committed housing supply in each tier of the settlement hierarchy, expressed as a percentage of the district wide total allocated and committed supply;</p> <p>Net annual additional dwellings in each tier of the settlement hierarchy - both absolute number and percentage of district total;</p> <p><u>At Settlement Level:</u></p> <p>Total allocated and committed housing supply within each settlement named in Policy HO3;</p> <p>Allocated and committed housing supply within each settlement named in Policy HO3, expressed as a percentage of the district wide total allocated and committed supply;</p> <p>Net annual additional dwellings within each of the named settlements within Policy HO3 – both absolute number and percentage of district total;</p> <p>Percentage of LDF plan period requirement already met by net additional dwellings – expressed by district wide, settlement hierarchy tier and individual settlement;</p>	<p>All targets as specified in Policy HO3.</p>

Managing Housing Delivery in a Sustainable Way

Policy HO4 – Phasing the Release of Housing Sites

A. In order to meet both the objectives of delivering housing growth and managing that growth in a sustainable way, the release of land within the LDF will be phased.

B. Detailed proposals for the phasing periods, the allocation of sites within those phases and the trigger mechanisms for releasing land will be set out within the Allocations, Bradford City Centre and Shipley & Canal Road DPD's but will be based on the following principles:

1. The need to maintain a 5 year supply of deliverable sites as required by PPS3;
2. The need to have regard to delivering the overall housing requirement in line with the housing trajectory set out in this plan;
3. The need to meet the targets for development on brownfield land as set out in this document;
4. The need to prioritise and not undermine proposals for urban regeneration within the Regional City of Bradford and in Keighley;
5. The need to ensure that the scale and timing of development within the different strategic planning areas of the district is co-ordinated with the provision of new infrastructure;
6. The need to ensure an even delivery pattern within smaller settlements and rural areas where sites are aimed at meeting local and affordable housing need over the whole period of the LDF.

Background and Justification

Managing Land Release Via Phasing

5.2.44 The Council believes that there is a clear need for a managed release of land over the LDF period if all of the goals of delivering housing growth and securing sustainable patterns of development and successful neighbourhoods are to be achieved. The scale of housing delivery envisaged is of a very different order to either of the last 2 statutory development plans for the district and significantly in excess of the level of house building delivered by the housing industry in recent years. If unmanaged, the scale of this delivery could quickly undermine efforts to maintain a focus on previously developed land and urban regeneration, and could put unacceptable pressure on both community level resources such as schools and health facilities and strategic infrastructure such as improvements to the transportation network.

5.2.45 The use of phasing policies within the 3 site allocating DPD's will effectively mean that some sites are held back from being developed until the latter parts of the plan period. It is important therefore that

both details of the phasing approach and the selection of sites for the phases, as set out in the forthcoming Allocations, Bradford City Centre and Shipley & Canal Road DPD's are designed to meet the housing delivery goals and targets of this document as well as those relating to meeting previously developed land targets. Within DPD and strategic planning sub areas, careful consideration will need to be given to assigning within each phase a variety of site types and site locations to meet the needs for different types, sizes and tenures of housing and this will mean that although there will be a focus on brownfield sites some greenfield sites will need to be assigned to the first part of the plan period. The results of the SHLAA will also be used to ensure the potential timing of delivery on sites is also taken into account.

5.2.46 The overall principles for the phasing approach within the LDF are therefore set out in this document within Policy HO4. The Housing Implementation Framework included in Appendix 6 also sets out how the Council will monitor delivery and this includes the implications of under achievement of on housing completions and brownfield development targets for the phasing approach.

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OUTCOMES	INDICATORS	TARGETS
Within the context of ensuring that there is a 5 year land supply, this policy will promote sustainable housing growth by ensuring the development of the most sustainable sites first, prioritising the development of previously developed land, tying the release of larger sites to the programme of infrastructure delivery, and holding back green belt releases until the end of the plan period.	5 year land supply statement; Net additions to the dwelling stock; Total allocated housing supply within each DPD and committed supply within the DPD area; Proportion of allocated supply within each DPD already developed / implemented; Percentage of LDF plan period requirement already met by net additional dwellings – expressed district wide, and by DPD;	100% of the requirement Other specific targets and triggers to be defined within the Allocations DPD

LEAD ROLES	MAIN MECHANISMS
BMDC	LDF AMR

Policy H05 – Density of Housing Schemes

A. In order to meet both the objectives of delivering housing growth and managing that growth in a sustainable way, developers will be expected to make the best and most efficient use of land.

This will mean delivering the most houses possible while taking account of the need to arrive at a well designed layout which reflects the nature of the site, its surroundings and given the type and size of housing needed in the area.

B. Densities should normally achieve at least a minimum of 30 dwellings per hectare, and developers will be expected to achieve significantly higher densities than this in areas well served by public transport.

C. Detailed density targets applying to specific sub areas will be set out within the Allocations, Bradford City Centre and Shipley & Canal Road DPD's.

Background and Justification

Density Targets and The Efficient Use of Land

5.2.47 As paragraph 45 of PPS3 states, using land efficiently is a key consideration in planning for housing and therefore the inclusion of density policies within LDF's is essential to ensure that this takes place. Under delivery on sites will accumulate over time, resulting in greater dispersal of development than is necessary and also lead to the need to release further green field or green belt land.

5.2.51 PPS3 makes clear that the spatial vision and strategy for housing development in the area including the level of housing demand and need and the availability of suitable land in the area should inform the housing density policies of the LDF. It has already been demonstrated above that the district faces a major challenge in finding sufficient land to meet one of the fastest growing populations in the country. In this context and in having regard to the need to promote urban regeneration and avoid the dispersal of development and increased journeys by

car, the Council considers that all developments should achieve a minimum density of 30 dwellings per hectare.

5.2.48 With this in mind, the overriding principle, as set out in Policy HO5 is that developers must assess sites and then must deliver the most houses possible, having taken account of all relevant factors such as the nature of the site and its surroundings, the type

and size of housing which is needed in the area to meet both market and social housing need and demand, and any access and infrastructure constraints. The site allocating DPD's will set detailed density targets for their areas based on the spread of sites being allocated, the need to meet the housing targets set out in Policy HO3, and based on the best information available at the time on the type of housing need and demand.

OUTCOMES	INDICATORS	TARGETS
<p>The efficient use of land which while consistent with delivering the most appropriate type, size and quality of accommodation, also maximises delivery on sites, therefore minimising both total land take and land take from green field and green belt sources;</p> <p>The promotion of compact and sustainable patterns of development which minimize car journeys and thus climate change impacts, which support the regeneration of urban areas and which allow for the efficient delivery of services and infrastructure;</p>	<p>Number and percentage of dwellings (district wide) completed at density below 30 dph;</p> <p>Number and percentage of dwellings (district wide) completed at density between 30 & 49 dph;</p> <p>Number and percentage of dwellings (district wide) completed at density above 50 dph;</p> <p>Local density targets included in site allocating DPD's;</p>	<p>No more than 10% (to allow for occasions where design, access etc constraints limit desirable yields);</p> <p>No Core Strategy target – dependent on LDF allocations</p>

LEAD ROLES	MAIN MECHANISMS
<p>BMDC Developers – market housing RSL's – social housing HCA The Design Council</p>	<p>Strategic policy via LDF Core Strategy Land allocations via LDF Development management decisions Pre application negotiations LDF AMR Local Investment Plan BMDC led Neighbourhood Action Plans Community led Neighbourhood Plans</p>

Policy HO6 – Maximising the Use of Previously Developed Land

A) In order to meet both the objectives of delivering housing growth and managing that growth in a sustainable way, the plans, programmes and strategies of the Council will give priority to the development of previously developed land.

This will mean achieving the maximum possible overall proportion of housing development on previously developed land consistent with available site options, coordinating development with infrastructure provision and maintaining an adequate supply of deliverable and developable sites.

B) District wide, a minimum of 50% of total new housing development over the LDF plan period will be on previously developed land.

C) In order to achieve the district wide target of 50%, the Allocations, Bradford City Centre and Shipley and Canal Road DPD's should bring forward land and manage its release so as to deliver at least the following proportions of housing development on previously developed land:

- In the Regional City of Bradford a minimum of 60%
- In the Principal Towns a minimum of 40%
- In the Local Growth Centres a minimum of 15%
- In the Local Service Centres a minimum of 35%

D) The Council will monitor performance against these targets and against the PDL trajectory included in this plan and will take action if performance slips outside of the defined acceptable ranges as set out in the housing implementation framework.

Background and Justification

Previously Developed Land Targets and the Effective Use of land

5.2.49 Paragraph 40 of PPS3 states that a key objective is for Local Planning Authorities to make effective use of land by re-using land that has been previously developed. The scale of the step up in housing growth and therefore land take resulting from the Government's increased housing targets for Bradford reinforces this point. The LDF needs to be based on the most extensive search possible for development potential on brownfield land and following this the use of all policy and implementation mechanisms possible to ensure that the identified potential is realised.

5.2.50 In the former case the Council has carried out extensive survey work as part of its SHLAA and is using neighbourhood master planning in several areas to identify opportunities which bring regeneration and environmental upgrading, alongside urban remodelling and housing growth. With regards to policies, both national and regional guidance

suggest that LDF's need to set challenging targets for the proportion of new housing development on previously developed (brownfield) land. The national annual target set out in PPS3 is 60% but PPS3 requires targets to be set at both regional and local levels based on helping achieve the national target but also taking account of key evidence such as Strategic Housing Land Availability Assessments.

5.2.51 The Yorkshire and Humber RSS, published by the Government in May 2008, sets a region wide target of 65% but also suggests that there will be differences both in areas and over time in what can be achieved. The RSS states that districts with regional Cities are likely to be able to deliver above the regional average. However the RSS was based on limited and now outdated information as far as Bradford is concerned as there was no SHLAA or Urban Capacity related data to reality check its assertions. Moreover Bradford, unlike some of the regions other tier one cities has a significant proportion of its area and its land in other smaller settlements and has a large rural hinterland.

5.2.52 The targets within this Core Strategy have therefore been based on a fuller assessment of both the land supply via the SHLAA, the opportunities for urban remodelling emerging from neighbourhood plans and the need to deliver the vision and core approach within sections 2 and 3 of this document. Table HO3 below starts by setting out recent patterns of delivery and it can be seen that delivery has been significantly above the 65% target set in the RSS. However further analysis shows that this has been based almost entirely based on a surge of windfall development stemming from mill conversions and the emergence of the Bradford City Centre market.



Little Germany, Bradford

Table HO3: Windfall and PDL Development as reported In AMR

Year	Gross Dwellings Completed	% PDL	% of Completions From Windfall	% of Windfall on PDL
2004-5	1390	80%	71%	90%
2005-6	1382	85%	70%	95%
2006-7	1598	83%	60%	98%
2007-8	2230	85%	75%	96%
2008-9	1580	87%	85%	96%
2009-10	1360	92%	86%	97%

5.2.53 The last two Annual Monitoring Reports straddle a period in which development activity has fallen precipitously as the effects of both the credit crunch and the recession have made their mark. The buy to let and investor related drivers of housing development have been eroded.

5.2.54 There are therefore good reasons to suggest that levels of brownfield development seen in recent years cannot be sustained. Much of the windfall surge has been on sites delivering high density flatted development and it is this sector of the market that has suffered most during the market downturn and is the sector which most commentators feel will be the slowest to recover.

5.2.55 Moreover even with renewed windfall development at high densities a further factor will

mean that the recent PDL percentages will drop. In August 2008 a swathe of sites which were phased for release in the latter part of the RUDP period and until that point held back from development, were released into the land supply. The majority of these sites are greenfield and had to be released because the trigger point criteria imposed by the Government Inspector following the RUDP inquiry had been met. With most commentators feeling that the family housing sector will be targeted by developers as confidence within the housing industry recovers it is likely that the profile of these phase 2 sites on greenfield land and mainly suburban and edge of settlement locations will be attractive to developers. This is already being realised as schemes and applications at North Dean Avenue, Keighley, Sty Lane Micklethwaite, and Derry Hill / Bingley Rd Menston show.

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5.2.56 The Council has now assessed its land supply via its SHLAA and this together with the scenario building set out in Table HO4 below has informed the PDL targets and the brownfield trajectory in Appendix 6 of this document. Overall the Council expects a significant drop in the PDL percentage to occur in the short term as explained above. The PDL rate may then experience a rise which will be driven by the outputs of work on delivering the Canal Road Corridor, the recovery of the City Centre housing market and the progression to adoption of the Allocations, City Centre and Shipley & Canal Road DPD's. The percentage is likely to drop below the LDF period average for the final 5-7 years as a result of the timing of delivery on the major growth planned within Holme Wood (predominantly areas of under used open space) and the urban extension (green belt). The inclusion of the phasing policy in the LDF is also likely to subdue green field development in early and middle parts of the plan period.

5.2.57 Based on the profile of the land supply within the SHLAA, the Council is suggesting a district wide PDL delivery target of 50% is achievable. This is obviously significantly below the levels reached in recent years and a little below that envisaged within the RSS but is realistic based on the extent of green field and green belt land which will be required. The need for the land supply to have been subject to a level of detailed scrutiny as to its deliverability - a new national requirement since the RUDP was produced



View over Bradford

– means that the Council cannot make assumptions that brown field land which is currently subject to ownership or economic viability constraints will come forward unless there are clear reasons to suggest that those constraints can be overcome via direct intervention and or public investment.

5.2.58 Again based on an analysis of the land supply the previously developed land target for the Regional City of Bradford has been set at 60%. This will be challenging to achieve as it is above the level and proportion that such land makes within the SHLAA land supply. The need for green belt deletions further militates against the setting of a higher target level. The 60% target will thus only be achievable if windfall continues to make a contribution via the recycling of urban land and only if the Council ensures that it is proactive in working with partners to bring forward urban brownfield sites.

5.2.59 In the Principal Towns the target will be 40%, this lower figure resulting in part from the need to bring forward green belt land to meet housing need particularly in Ilkley.

5.2.60 In local growth centres and the local service centres the profile of the land supply means that the PDL targets have been set at 15% and 35% respectively.

5.2.61 The PDL targets as set out above are considerably lower than would ideally be the case. However the fact that the total SHLAA based land supply falls just short of the total district wide requirement and 66% of that supply is green field means that there are no other viable options or spatial distributions of the housing land requirement which would produce significantly better PDL outcomes.

5.2.62 For purposes of clarity with regard to monitoring, the targets set out in Policy HO6 are for actual delivery of housing completions.

5.2.63 The Council's proposed PDL Trajectory and its strategy for delivering PDL focused development and meeting these targets is contained within the Housing Implementation and Delivery Strategy in Appendix 6. The trajectory is based on the scenario assessment set out opposite:

Table HO4: Brownfield Land - Scenario Building the Trajectory

2004-11	<p>PDL DELIVERY : V HIGH</p> <p>Very high PDL rate achieved. Very low levels of RUDP allocated site take up. Little green field land in the supply for most of the period as phase 2 sites held back. Development almost solely based on windfall with an initially strong and emerging city centre market and the successful implementation of several high profile mill conversions e.g. Urban Splash at Lister Mills and New Mason Properties and Victoria Mill, Shipley.</p>
Years 1-3	<p>PDL DELIVERY : HIGH BUT FALLING</p> <p>Subdued but rising development activity and limited start on new sites. PDL rate lowers a little due to ongoing slump in city centre and flatted market and growing delivery on green field phase 2 RUDP housing site, with others being started or progressed through the planning process.</p>
Years 4-7	<p>PDL DELIVERY : LOWER AND FALLING</p> <p>Market recovers. City centre regeneration gathers pace. Some renewed windfall and take up of city centre opportunities but not a previous historic rates. Ongoing delivery on green field phase 2 RUDP allocations. Work on site related DPD's completed allowing some non controversial and predominantly brownfield land sites to come forward.</p>
Years 6-10	<p>PDL DELIVERY : LOW</p> <p>Middle phase of LDF post adoption plan period begins with some 'phased' green field sites being released. PDL delivery stabilizes at around 50% level as new green field sites are matched by the delivery of development on urban regeneration areas including some delivery within the Canal Rd Corridor.</p>
Years 11-15	<p>PDL DELIVERY : V LOW - WELL BELOW PLAN PERIOD AVERAGE</p> <p>Third post adoption phase of the LDF sees substantial green belt and green field land releases only partly compensated for by delivery within the Canal Rd Corridor. Holme Wood urban extension implemented.</p>

5.2.64 In reaching the proposed approach the Council has taken account of the views of stakeholders at both formal previous consultations stages such as Issues and Options and Preferred Options and via existing mechanisms such as the Bradford Housing partnership and the Bradford Property Forum.

5.2.65 At the Issues and Options stage the Topic Paper 3 housing paper asked the following questions:

What we asked:

How best should the additional housing requirement set out by the region, be accommodated in the District?

How should the Council ensure that enough dwellings are provided in the right places in the district to meet local needs in a sustainable manner making most effective use of land and buildings?

Should the level of availability in services and facilities be addressed before further housing is planned, or expanded later?

Should Bradford always give priority to housing developments on previously developed land and continue to press for higher densities?

5.2.66 Again a wide variety of responses relevant to Policies HO4-7 were received depending on the particular interest of the respondent concerned. For example a couple of responses argued against phasing or sequential policies which they saw as being too restrictive towards green field development. As explained in this section the Council is advocating a phasing policy. However the Council proposes that the phasing approach takes account of a wider range of factors than simply a site's status as either green field or brown field land and by emphasising the need to ensure an adequate supply within each phase of

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deliverable and developable sites, the inclusion of a phasing policy need not in principle affect delivery.

5.2.67 Similarly some concerns were raised that the Council would adopt blanket policies on density or too high a target and in so doing hinder delivery and hinder the provision of the diverse range of housing needed. This has been taken into account in Policy HO5 which recognises that different density targets will need to be set within the subsequent DPD's to reflect the varying nature of different parts of the district.

5.2.68 The Core Strategy, despite the comments made by some respondents, does reflect the need for a sequential approach to site selection which gives

weight to making best use of previously developed land in line with PPS3 and also Policies YH7 & H2B of the RSS. This can be found in Strategic Core Policy SC5 and in Policy HO7 which sets out site allocation principles to be applied in the LDF. However the Council are not proposing any form of moratorium of the development of green field sites, nor is it proposing that a site's status as green field or brown field land should be the only factor in the determination of which sites are allocated within the Allocations, Bradford City Centre and Shipley and Canal Road DPD's.

OUTCOMES	INDICATORS	TARGETS
The effective use of land meaning that the proportion of development taking place on brown field land is the highest possible consistent with the realities of the level of need for housing, the nature and distribution of the land supply and the viability of sites.	Percentage of new and converted dwellings on previously developed land – expressed at district wide level, DPD level, by settlement hierarchy category, and by individual settlement;	Over plan period the following proportions should be achieved: <i>See Policy HO6</i>

LEAD ROLES	MAIN MECHANISMS
BMDC Developers – market housing RSL's – social housing HCA The Design Council	Strategic policy via LDF Core Strategy Land allocations via LDF Development management decisions Pre application negotiations LDF AMR Local Investment Plan BMDC led Neighbourhood Action Plans Community led Neighbourhood Plans

Policy HO7 – Housing Site Allocation Principles

In order to meet both the objectives of delivering housing growth and managing that growth in a sustainable way, sites will be identified, assessed, compared and allocated for housing development in the Allocations DPD, the Shipley & Canal Road AAP and the Bradford City Centre AAP based on a range of principles including:

1. The need to allocate sufficient deliverable and developable sites to meet the targets set out in Core Strategy Policies HO1 and HO3;
2. Prioritising the allocation of sites which would assist in the regeneration of the Plan area;
3. Maximising the use of previously developed land within the Plan area and prioritising their development via phasing policies - subject to the maintenance of a range of sites which meet local need and provision of a 5 year supply of deliverable sites;
4. Prioritising the allocation of sites which would remedy identified deficiencies in local infrastructure and services including open space, community and education facilities;
5. Maximising positive environmental benefits of development by prioritising the allocation of sustainably located sites which:
 - a. Would result in significant environmental improvements to an area for example by reclaiming derelict land;
 - b. Would enhance biodiversity or contribute to the aim of achieving no net loss of biodiversity;
 - c. Would provide opportunities to draw energy supply from decentralised and renewable / low carbon sources;
 - d. Would provide opportunities to create or enhance green infrastructure particularly those that link urban green spaces with the wider countryside.
6. Minimising the use of green belt land within the Plan area;
7. Minimising adverse environmental impacts of housing growth, in particular with regard to climate change, biodiversity and flood risk, by wherever possible:
 - a. Selecting sites accessible to a range of services and community facilities thereby reducing the need to travel;
 - b. Selecting sites accessible to quality public transport services;
 - c. Avoiding development of sites which would result in the fragmentation or isolation of natural habitats;
 - d. Minimising harm to the landscape context including the character and setting of the area in question;
 - e. Minimising the loss of trees and woodland;
 - f. Avoiding sites or locations which would pose unacceptable risk to health and safety;

Background and Justification

5.2.69 Given the scale of housing growth required to meet the needs of the district's growing population, it is essential that the decisions taken in selecting sites for development results in the most sustainable portfolio of sites possible. The site selection process

should wherever possible not only avoid sites which would cause significant harm to the environment but should also provide positive benefits such as in removing derelict land.

5.2.70 While this core strategy does not in itself allocate sites it will set the strategic policy framework

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to guide this process in the rest of the LDF. Key amongst this will be Strategic Core Policy SC5 relating to the location of development together with Policy HO7 above.

5.2.71 Policy HO7 sets out some of the most important guiding principles which will be used to compare, contrast and evaluate alternative candidate sites for housing development within the Allocations DPD, the Bradford City Centre AAP and the Shipley & Canal Road AAP. The policy does not represent an exhaustive list of all the factors which will be used in selecting sites nor does it indicate a particular order of preference in applying these principles. Sites which score positively against one or more of these principles will not necessarily be considered suitable for allocation and equally sites may fall foul of a particular element of Policy HO7 but still have sufficient benefits to warrant allocation. The policy does however indicate the key considerations that will shape the allocation process given the particular challenges and issues facing the district.

5.2.72 The potential for sites to contribute to regeneration in the district for example either directly by securing the development of problem sites or indirectly by virtue of investment and job creation will be a key factor, as will the opportunities to use brown field land thereby relieving or reducing the amount of development which is required on green field or green belt locations. Equally on occasions larger sites may provide a way via mixed use schemes to integrate improvements to community facilities or provide

improvements to play areas and open space. Indirectly the development of larger sites may make it feasible to pursue additional investment in infrastructure in an area which alternative smaller and dispersed sites may not.

5.2.73 Section 5 of Policy HO7 indicates a range of positive environmental benefits which could be secured alongside housing development such as enhanced biodiversity and decentralised / low carbon energy supply. Decentralised energy is that which is produced locally near to where it will be used. Generating energy in this way is far more efficient as only 22% of the energy inputted into our national grid by power stations is actually used by consumers. The rest is lost in transmission over vast distances, in inefficient generation at the power station or by domestic inefficiency. Low carbon means power that comes from sources that produce fewer greenhouse gases than traditional means of power generation. It includes zero carbon power generation sources such as wind, solar, and geothermal, as well as sources with lower level emissions such as natural gas.

5.2.74 Section 7 identifies a range of principles which should be applied to the consideration of candidate sites in order to avoid adverse outcomes in relation to climate change, biodiversity and flood risk. Selecting sites which are accessible to services and public transport will be key and both the Transport section of this document and the site allocating LDF documents will develop a range of accessibility criteria on which to make such assessments.

OUTCOMES	INDICATORS	TARGETS
Sites are compared and assessed against a series of principles that result in the portfolio of allocated sites being the most sustainable it can be consistent with the need to meet the overall scale and distribution of housing set out in Policy HO1	To be determined within the site allocating DPD's.	To be determined within the site allocating DPD's.
LEAD ROLES	MAIN MECHANISMS	
BMDC	Strategic policy via LDF Core Strategy Land Allocations via LDF	

Housing Mix

Policy HO8 – Housing Mix

- A. The Council's strategies and programmes and the LDF's detailed policies and site allocations, will seek to ensure that a mix and balance housing of all types, sizes, prices and tenures are provided to meet the need of the District's growing and diverse population.
- B. All large sites will be expected to incorporate a mix of house types and sizes. The exact mix should be based both on market demand and evidence of local need within the district's SHMA together with any other up to date local evidence or information. The location and nature of the site and its surroundings and the profile of the existing stock in the area should also be considered.
- C. Specific guidance on house types and mix on an area or site basis will be set out as necessary in the Allocations, Bradford City Centre and Shipley & Canal Road DPD's.
- D. Within the district there will be a need for all types and sizes of housing but there should be a particular emphasis of the following strategic priorities:
1. Delivering more family housing across the district;
 2. Delivering sufficient affordable housing in line with Policy HO11 and meeting the needs of first time buyers;
 3. Increasing the supply of larger homes across the district in particular in areas suffering from high levels of overcrowding;
 4. Increasing the supply of housing which is able to meet people's needs throughout their lives – for example to meet the needs of the elderly through housing built to lifetime homes standards;
 5. Increasing the supply of high quality flats and apartments particularly in accessible city and town centre locations;

Background and Justification

5.2.75 Housing choice is essential in meeting the wider needs of the district. Sustainable mixed communities require a variety of housing in terms of size, type, tenure and price to meet the needs of different households. PPS3 states that Local Planning Authorities should plan for a mix of housing on the basis of the different types of households that are likely to require housing over the plan period and gives local authorities the flexibility to promote and create sustainable, inclusive, mixed communities that meet the needs of all members of the community. Policy H5 Housing Mix in the Yorkshire and Humber Plan also states that plans should ensure the provision of homes for a mix of households that reflects the needs of the area, including homes for families with children, single persons, and older persons.

5.2.76 Thus, in accordance with national and regional policy and the aims of The Big Plan, the Core Strategy will seek to ensure that the planned increase in housing will deliver a mix and balance of housing, which meets the future needs of the district's population. The Core Strategy will promote mixed communities and successful places by ensuring that developments, particularly on larger sites, achieve a good mix of housing reflecting the accommodation requirements of specific groups throughout the district.

5.2.77 While it will not always be possible for small sites to achieve a mix of house types, larger sites of 0.4ha or 15 dwellings or more will be expected to deliver a mix of house types and sizes consistent with evidence of need and demand in the area and the particular characteristics of the site.

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5.2.78 On proposals for residential developments the applicant should justify the proposed housing mix and demonstrate how the development will contribute to meeting the housing needs of the district as set out in Policy HO8. When an appropriate mix of housing on site is being negotiated, decisions should take account of local market demand, the balance between general market supply and demand and evidence of local need in the area to ensure the site contributes to the overall mix of housing in the locality.

5.2.79 Policy HO8 and the strategic priorities within it have been strongly informed by the Strategic Housing Market Assessment (SHMA) for the district which was completed in June 2010. The current SHMA, future SHMA updates and any more detailed and localised evidence such as local or village needs surveys will form the main basis on which the creation of an

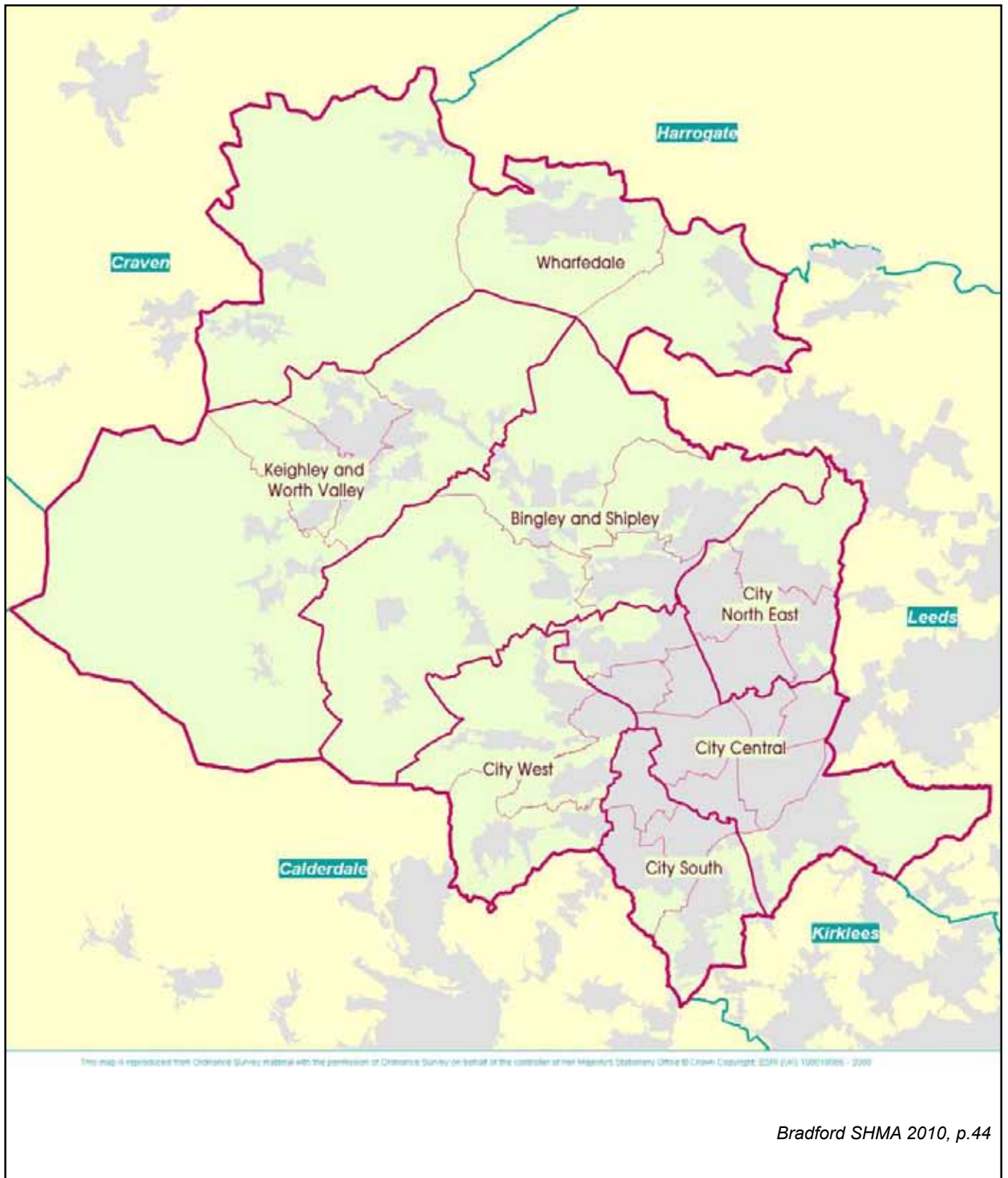
appropriate and sustainable mix of house types within larger sites will be judged both at the level of plan making and in considering planning applications. The following sections therefore give a brief overview of the SHMA and the key housing market drivers which will influence the mix of housing required in the district.

5.2.80 On the basis of a range of evidence the Bradford SHMA concluded that Bradford District can be considered as a self contained housing market area (albeit with strong links to adjoining areas within the Leeds City region). The SHMA however, identified that there are a number of sub areas within the district which exhibit broadly similar housing market characteristics. These are illustrated in Figure HO4.



Left: Lister Mills, Bradford
Top: Victoria Mills, Salfaire
Above: The Worth Valley

Figure HO4: Bradford SHMA Sub Areas



Bradford SHMA 2010, p.44

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5.2.81 The SHMA goes on to analyse the key market drivers in Bradford and these in turn lead to a number of specific groups for which need and demand must be accommodated within the LDF. The key drivers are demographic, economic and dwelling stock drivers.

5.2.82 With regard to demographic drivers the ONS suggests that there will be population increase across all age groups. The highest proportionate increase will be amongst the 75+ age group (42.5%). Growth will continue to occur within the district's BAME population, which is particularly concentrated in the City Central sub area, an area which also suffers from among the highest levels of overcrowding and poor quality stock in the district.

5.2.83 In terms of the dwelling stock drivers the current dwelling stock is dominated by houses (78.8%), particularly terraced properties. In terms of economic drivers, despite the current downturn, the district is expected to see significant growth in jobs over the LDF period. A strategic priority for the LDF is to ensure that the district attracts and retains economically active households. The SHMA suggests that providing for an increase in 3 and 4 bedroom properties, and for detached, semi detached and flats / apartments across the district is needed to better match provision with aspiration and will help achieve this priority.

5.2.84 The SHMA has also identified 3 groups with specific needs which should be catered for in the Council and its partners' plans and programmes. These are families, older people and the Black and Minority Ethnic (BAME) households.

5.2.85 Families account for 42% of households across the district and given the likely level of population and household growth driven by natural change (births minus deaths) the current unmet demand for core family housing products such as detached and semi detached houses with sizes ranging from 2 to 4 bedrooms, will be considerably exacerbated if there is not a strong focus in future supply on family housing.

5.2.86 The level of increase in older people has been set out above and it is clear that the Council is faced by a major strategic challenge in ensuring that there is a range of appropriate housing provision for this part of the population. The council has recently produced a District Housing Strategy for the Over 50's

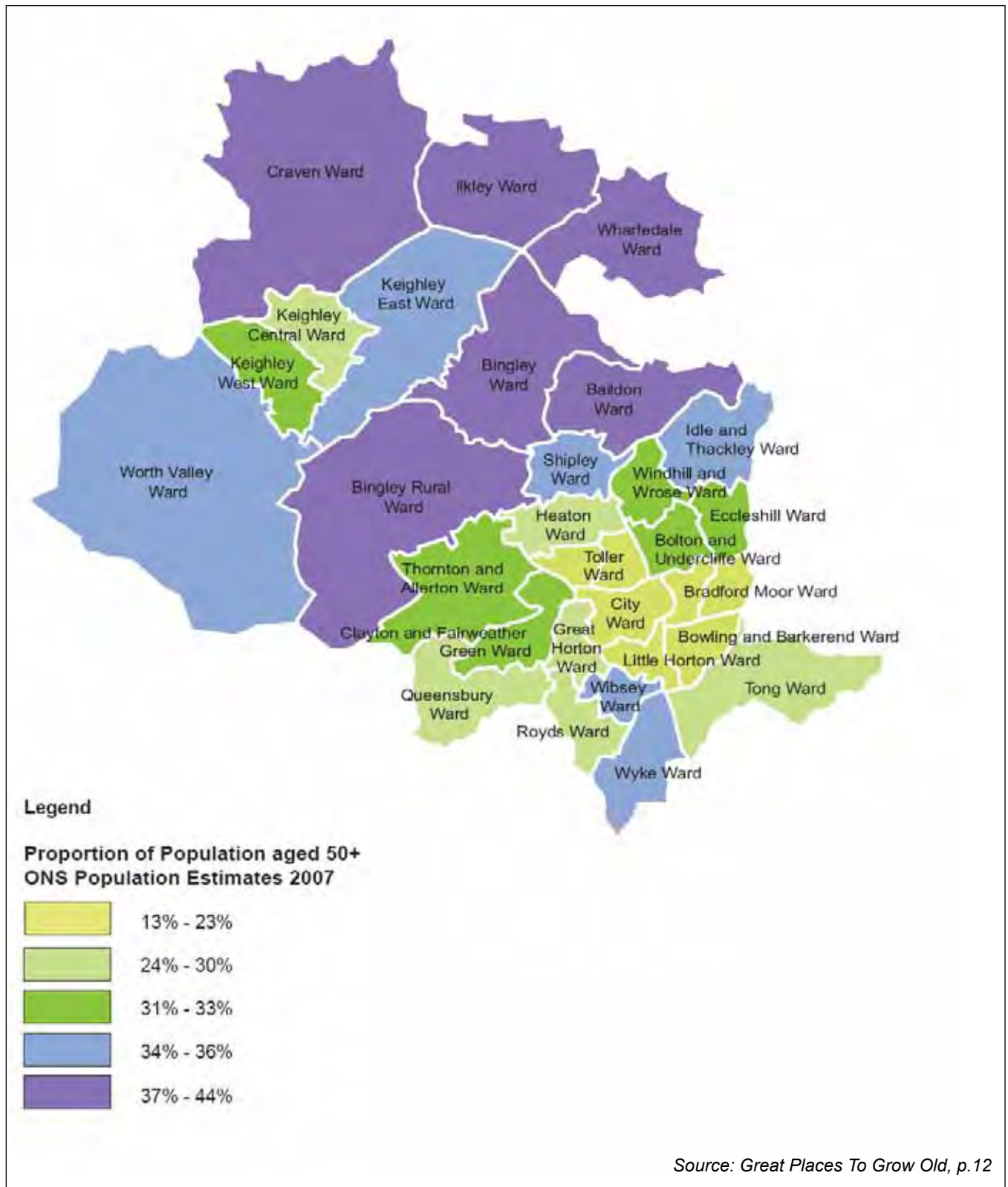
Great Places to Grow Old. This estimates that the district needs at least a 31% growth in provision of specialist accommodation over the next 20 years simply to keep up with the growth in population.

5.2.87 The provision of specialist accommodation especially for older people will therefore be supported in suitable locations and in areas greatest anticipated demand. The term specialist housing used relates to the range of housing designed specifically for the needs of older people. Examples include, but are not restricted to, bungalows, sheltered housing, extra care, granny annexes, park homes, co-housing or retirement communities.

5.2.88 Figure HO5 gives an indication of the current proportion of population aged over 50 across the Bradford district. However, it would be unrealistic within this strategy to specify exactly where in the district we need more provision of specialist housing. Changing demographics, ongoing new provision and the decommissioning of outdated provision will provide a constantly changing picture that a static analysis of the district would not suit; therefore the LDF will need to have a flexible policy for supporting specialist older people's accommodation. Realistically, the availability of land will be a defining factor in where development can take place. As a guide for developers, 'Great Places to Grow Old' includes a checklist of questions and information sources that will help initially assess particular sites on a case by case basis.



Figure HO5: Proportion of the population aged over 50



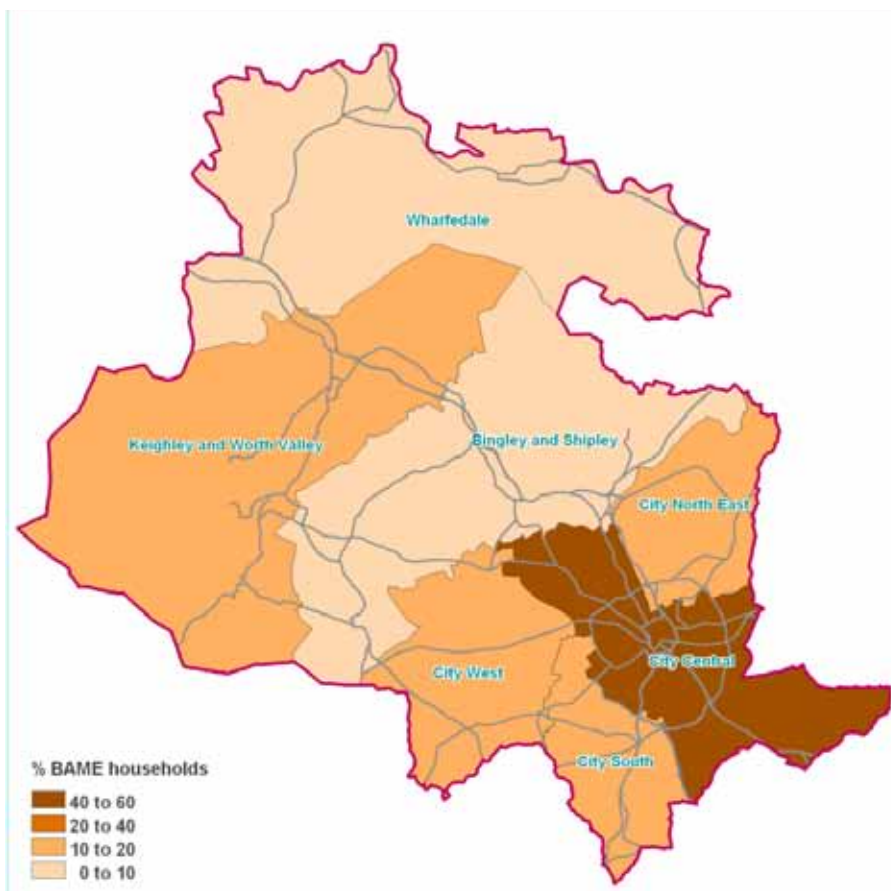
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5.2.89 Given that future resources for aids and adaptations are likely to be limited it is clear that the issue needs to be tackled in two ways. Firstly by provision of a broad range of specialist forms of accommodation, such as sheltered and extra care housing, and secondly by ensuring that the design of general market housing allows for people to remain in their homes for as long as they wish to and are able to. A key action from 'Great Places to Grow Old' is to ensure that newly built accommodation is of the best quality and meets people's needs and expectations. Policy HO9 later in this chapter seeks to support this action by requiring new housing to be built to Lifetime Homes standards.

5.2.90 There is considerable ethnic diversity within Bradford, with over 18% of households headed by someone who identified with a Black and Asian Minority Ethnic Group. The proportion of BAME

households is greatest in the City Central sub area (51%) with the lowest proportions within the Wharfedale and Bingley & Shipley sub areas. Overcrowding is a major issue in City Central and is linked to the size of BAME households and reflects the need for larger properties. The SHMA states that BAME population growth will be an important housing market driver. Most BAME households tend to want to move within the sub area in which they currently reside and this means that regeneration and investment programmes, particularly in the City Central area, will need to be geared towards improving housing choice and quality for these sections of the population. The breakdown of property size preference by BAME group within the SHMA illustrates the need based on social, cultural, and extended family patterns for larger properties including 5 or more bedroom properties within the Asian / Asian British – Indian population.

Figure HO6: Black and Asian Minority Ethnic Households in Bradford District



Source: Bradford SHMA p.84

5.2.91 The SHMA suggests a demand for flats, particularly in the Bradford city sub areas and Bingley and Shipley. Although the current market demand for flats appears to be relatively low, in the long term the delivery of high quality flats in appropriate accessible locations, will be important in meeting the challenges of Bradford's growing population and its regeneration ambitions. Providing higher density flats in sustainable locations, such the city and town centres, will help ensure housing growth is delivered in the most sustainable way and provide opportunities for city and town centre living to support the vitality and viability of the district's centres.

5.2.92 In reaching the proposed approach the Council has taken account of the views of stakeholders at both formal previous consultations stages such as Issues and Options and Further Issues and Options and via existing mechanisms such as the Bradford Housing partnership and the Bradford Property Forum.

5.2.93 At the Issues and Options stage the Topic Paper 3 housing paper asked the following questions:

What we asked:

How can the correct balance of house building and creation of new dwellings in the District in terms of type and size be achieved?

5.2.94 A number of respondents advised against the Council being too prescriptive in specifying size and types of housing or doing so on a site by site basis. They argue the market knows best and it should be left to the developers.

5.2.95 As outlined above Policy HO8 does not specify percentages of different house types across the district however, the Council considers that there is a clear role for the Core Strategy to set out the strategic issues in terms of the mix of housing needed over the plan period. This does not mean being prescriptive as the circumstances of each site will need to be taken into account. It is also clear that particularly on large sites developers must attempt to provide for a mix of house types if the aspirations to provide both choice and achieve mixed and sustainable communities are to be realised. Moreover the views of developers and developer perspectives on the market are, although important, only one factor in determining policy towards housing mix and density.

5.2.96 The Council considers Policy HO8 achieves the right balance between maintaining a flexible approach to the future delivery of dwellings, whilst setting out key goals for delivering an appropriate range of housing types, which meet the needs of the district's growing population and ensuring that future plans and strategies are based on the most up to date evidence of need and demand.

OUTCOMES	INDICATORS	TARGETS
The delivery of housing which by virtue of its quality, design, type and size and tenure meets the needs of the community and which in particular provides for vulnerable special needs groups and relieves problems of over crowding in inner urban areas.	The mix of housing delivered with respect to size, type and tenure;	No specific targets but monitoring related to SHMA and particular special needs groups such as BAME and the elderly. Size related to number of bedrooms and floorspace.

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LEAD ROLES	MAIN MECHANISMS
BMDC Developers - market housing RSL's - social housing HCA The Design Council	Strategic policy via LDF Core Strategy Local policy and allocations via LDF Development management decisions Pre application negotiations SHMA LDF AMR Local Investment Plan BMDC led Neighbourhood Action Plans Community led Neighbourhood Plans

Housing Quality and Overcrowding

Policy HO9 – Housing Quality

A. The Council will encourage all new housing developments to meet the highest possible sustainable design and construction standards.

B. Subject to viability, the minimum acceptable standards with reference to the Code For Sustainable Homes over the LDF plan period will be as follows:

- Code Level 3 from 1st April 2011
- Code Level 4 from 1st April 2013
- Code Level 6 from 1st April 2016 or any national equivalent.

C. Specific guidance on housing quality on an area or site basis will be set out as necessary in the Allocations, Bradford City Centre and Shipley & Canal Road DPD's. The Council may require higher standards of sustainable design and construction to be achieved on certain sites where it is feasible and / or viable to do so. The Council will also require a Design Stage Assessment of performance against the Code for Sustainable Homes and Building For Life criteria for all residential proposals.

D. The Shipley & Canal Road DPD will seek to deliver housing within the Urban Eco Settlement area which meets Eco Towns standards as defined in the supplement to PPS1, subject to feasibility and / or viability;

E. New development of more than 10 dwellings should secure at least 10% of their energy from decentralised and renewable or low carbon sources, unless, having regard to the type of development involved and its design, this is not feasible and or viable;

F. In order to meet the strategic challenge of providing for a rapidly increasing elderly population and the needs of the District's growing population all new housing should be built to Lifetime Homes Standards from 1st April 2012.

Background and Justification

5.2.97 In accordance with the Council's priority of delivering sustainable housing the Core Strategy will aim to ensure that new housing is developed to high standards of sustainable construction, which will be adaptable to meet the needs of the District's diverse population and help reduce the impact of future development on the environment.

5.2.98 The Council will encourage developers to bring forward proposals which meet the highest possible standards of sustainable construction. All new development will attain a high standard of sustainable construction in line with the prescribed national ratings (The Code for Sustainable Homes, or equivalent). The Council will encourage and support developments which exceed the national minimum standards. Housing will be expected to meet the Code for Sustainable Homes Level 3 or any national equivalent from 1st April 2011, Code Level 4 from 1st April 2013 and Code Level 6 from 1st April 2016, in line with current government ambitions. If the proposed standards are below those set out in Policy HO9 then the onus will be on applicants to justify why development to these standards cannot be achieved.

5.2.99 As a result of the level of housing requirement that the Core Strategy will be seeking to deliver across the District, the release of some green field and green belt sites is inevitable. Given the nature of these sites in terms of their location, viability and impact upon the environment, higher standards than the national Code minimum may be possible and should therefore be aimed for on green field and green belt sites. Where appropriate the Council will consider setting higher levels of sustainable construction standards on specific sites through the Allocations DPD, where this is feasible and viable.

5.2.100 The Bradford - Shipley Canal Road Corridor has been identified as a potential Urban Eco Settlement. Therefore, the Council will aim to achieve the Eco Town Standards, as set out in the Planning Policy Statement: Eco-Towns - A supplement to Planning Policy Statement 1. This will be achieved through the Shipley & Canal Road AAP.

5.2.101 All new housing should be built to Lifetime homes standards. On some sites there may be certain circumstances where building to Lifetime Homes Standards is not feasible or viable. In these

circumstances applicants will need to justify through the design and access statement/viability assessment why the Lifetime Homes Standard cannot be implemented on all dwellings.

The Code for Sustainable Homes

5.2.102 In December 2006, the Code for Sustainable Homes, a new national standard for sustainable design and construction of new dwellings was launched by the Department for Communities and Local Government (DCLG). The Code replaced the previous Ecohomes standard developed by the Building Research Establishment.

5.2.103 The Code assesses the sustainability of a new home by reference to performance in 9 areas:

- Energy and CO2 emissions;
- Water
- Materials
- Surface water run off
- Waste
- Pollution
- Health and well being
- Management
- Ecology

5.2.104 The Code uses a 1 to 6 numerical rating system in order to communicate the overall sustainability performance of a new home. However certain minimum standards do need to be met in order to achieve each of the 6 levels. For example, minimum standards for energy and water use are set at each level.

5.2.105 Code level 3 has been a mandatory standard for all housing receiving public funding such as via the Homes and Communities Agency since April 2008. This required standard was upgraded to Code Level 4 as of 1st April 2011. The Council believes that if this is achievable in social sector housing it should be achievable by private house builders too. Moreover, if the environmental impacts of housing growth are to be minimised then it is essential that the Core Strategy contains challenging but achievable standards.

5.2.106 The Council's Sustainable Communities Strategy – the 'Big Plan' – therefore states under the priorities for Prosperity and Regeneration that the Council will 'ensure new developments and regeneration activities help create sustainable communities through energy efficient buildings; and use resources efficiently, reducing fuel poverty and improving the energy efficiency of homes' (page 57). The District's vulnerability to the likely effects of climate change has therefore been identified in the Big Plan. Construction methods and the environmental standards of buildings can help reduce these effects and ensure better adaptability to changing circumstances.

5.2.107 In considering which standards to incorporate within Policy HO9 the Council has had regard to Government plans for moving towards zero carbon housing and the supplement to PPS1 'Planning and Climate Change'. The latter states that planning authorities should specify the requirement in terms of achievement of nationally described sustainable buildings standards, i.e. proposals to be delivered at a specific level of the Code for Sustainable Homes, when proposing any local requirement for sustainable buildings.

5.2.108 The AHEVA, commissioned by the Council to test the viability of different levels of affordable housing requirement, also included within its analysis a number of other factors which impact on development costs. Thus it also factored into its calculations, the relevant Code for Sustainable Homes uplift in build costs in the relevant years of implementation.

5.2.109 While the AHEVA is clear that the imposition of the Code and resulting increase in construction costs has an impact on the viability of schemes during the period 2013 to 2019 this has to be balanced against the importance of delivering sustainable housing in the future and that the cost assumptions used were based on current estimates at the time of writing the report. Technological advances in building techniques and general acquaintance with the requirements may bring these costs down and reduce the overall impact when higher code levels come into force.

5.2.110 Therefore all residential schemes (both new build and conversions and both social and private sectors) will be required to meet the aspirations of the

Code for Sustainable Homes. The Code level required will change over the plan period in accordance with the Government's timescales for progression – this will mean Code level 3 will be the minimum requirement from 1st April 2011, Code Level 4 from 1st April 2013, and Code Level 6 from 1st April 2016. The Council recognises that in unfavourable market conditions and on some sites sustainable construction standards may have to be lowered to deliver viable schemes. Therefore, the requirements as set out in Policy HO9 are subject to viability. This will allow the policy to be flexible enough to take into account site specific circumstances and market conditions over the whole plan period.

Decentralised and Renewable Energy

5.2.111 Policy ENV5 in the RSS seeks to promote and secure greater use of decentralised and renewable or low carbon energy in new development. This includes through Development Plan Documents setting ambitious *but* viable proportions of the energy supply for new development to be required to come from such sources.

5.2.112 In advance of local targets being set in DPDs, the RSS required that new developments of more than 10 dwellings or 1000m² of non-residential floorspace should secure at least 10% of their energy from decentralised and renewable or low-carbon sources, unless, having regard to the type of development involved and its design, this is not feasible or viable.

5.2.113 The Core Strategy aims to reduce the impact of new development on the District's energy demand. Therefore the Core Strategy will look to replicate the RSS target from Policy ENV5. The results of the AHEVA incorporated a requirement for decentralised and renewable energy and allowed for an additional sum per unit in the build cost calculations of £1,200 on all notional sites to reflect this.

5.2.114 The results of the AHEVA demonstrated that viable and achievable housing schemes on general development sites could be delivered across the District over the plan period with this requirement. The general development sites tested were 15 dwellings or more. In general on smaller sites the AHEVA recognised development viability may be more challenging.

5.2.115 The Council recognises that the cost per unit of achieving such requirements is likely to differ on a site by site basis and as set out above the policy will need to be flexible and take into account site specific circumstances and market conditions over the plan period. Therefore, the requirement as set out in HO9 is subject to viability.

Bradford-Shipley Canal Road Corridor Urban Eco Settlement

5.2.116 The Bradford-Shipley Canal Road Corridor has been identified as one of four Urban Eco Settlements across the Leeds City Region. The Urban Eco Settlement programme is the City Region's response to the national Eco Towns Programme, and aims to deliver Eco Town PPS standards across the City Region, with the focus on major urban growth and regeneration areas.

5.2.117 The Leeds City Region Urban Eco Settlement programme therefore offers a substantial opportunity to contribute to achieving local, national and international objectives for delivering sustainable development – directly tackling climate change, reducing carbon emissions, as well as helping achieve city region housing, regeneration and economic growth ambitions.

5.2.118 Therefore development in Bradford-Shipley Canal Road Corridor will aim to achieve the standards as set out in the Eco Towns PPS where feasible and viable. In aiming to meet the Eco town standards the Urban Eco Settlement will trial innovative development concepts on a large scale which can then be replicated across other sites within the District and City Region.

Lifetime Homes

5.2.119 Both national planning policy in the form of PPS1 and PPS3 emphasise the importance of planning for an ageing population and ensuring that new development is planned and designed in an inclusive manner and in a way that supports the needs of the elderly. The Yorkshire and Humber RSS also recognises that there will be a requirement to change the housing offer to meet the particular needs of an ageing population.

5.2.120 The Government's current approach for dealing with these issues is set out in the document

"Lifetime Homes, Lifetimes Neighbourhoods: A National Strategy for Housing in an Ageing Society" published in February 2008. The strategy states that, *"We need to build much more inclusive and flexible housing to meet future demand in an ageing society. In particular, we need to build homes that will be adaptable enough to match a lifetime's changing needs. This can be achieved by building to Lifetime Homes Standards. Lifetime Homes Standards are inexpensive, simple features designed to make houses more flexible and functional for all."* (page 87)

5.2.121 The Lifetime Homes Standard was developed by the Joseph Rowntree Foundation and sets out a number of design requirements that enable housing to be accessible and flexible enough to meet the needs of occupants through different phases and events of their lives. The National Strategy explains that key features of Lifetimes Homes include level or gentle sloping approaches to property, doors wide enough to allow wheelchair access, living rooms at entrance level, entrance level toilets, walls able to take adaptations, bathrooms giving side access to toilet and bath, low window sills, and electrical sockets and controls at convenient heights.

5.2.122 The Government's targets for the introduction of Lifetime's Homes standards are modest given the scale of the problem which faces Districts such as Bradford. In the first instance Government proposed that Lifetime Homes standards would be mandatory in the Code for Sustainable Homes at Level 6 from 2008, at Level 4 from 2010 and Level 3 from 2013. The Government believes that this will have the effect of ensuring that all public sector housing will be built to these standards by 2011. Over and above this the Government states that all new homes should be built to these standards by 2013; with regulations applying to instances where these standards have not been taken up voluntarily.

5.2.123 Based on research commissioned by CLG and the experience of the Joseph Rowntree Trust, the National Strategy suggests that the costs of incorporating Lifetimes Homes Standards are modest at around £550 per home and considerably less for flats. Furthermore it argues that these costs can be substantially reduced if incorporated into design at an early stage.

5.2.124 The importance of these standards is already recognised in the Council's Sustainable

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Community Strategy and Great Places to Grow Old. The 'Big Plan' states under the priorities for health and well being that the Council will work with developers and landlords to provide more houses to Lifetime Homes standards. The sections above have demonstrated the scale of the projected increase in elderly population across the District; with the SHMA identifying this as being a key strategic issue for policy and strategy making. If ambitious but achievable design standards are set within the Core Strategy then the scale of housing growth being planned for offers a real opportunity to influence residential health and well being. Therefore the Council will require that all new housing should be built to Lifetime Homes standards by 2012.

5.2.125 This requirement for all houses to be built to Lifetime Homes Standards was included and tested in the Affordable Housing Economic Viability Study (AHEVA). The AHEVA assumed a figure of £600 per unit in its modelling for meeting Lifetime Homes Standards. The study found that viable sites could be delivered across the District should the Lifetime Homes requirement apply.

5.2.126 In reaching the proposed approach the Council has taken account of the views of stakeholders as expressed at previous consultations such as the Initial and Further Issues and Options stages; and also via mechanisms such as the Bradford Housing Partnership.

5.2.127 The Council has also taken into account the findings of the Sustainability Appraisal for both the initial Issues and Options and Further Issues and Options reports in formulating Policy HO9. Policy HO9 itself responds particularly well to Core Strategy SA Objectives (3), (8) and (13). More specifically, Policy HO9 enhances the opportunity for everyone to live in quality housing which reflects individual needs, preferences and resources, whilst delivering high quality sustainable housing throughout the District. Policy HO8 also seeks to ensure fair access to housing for all groups, whilst maintaining a residential offer that is suitable for individuals of all ages. Overall, Policy HO9 will reduce the District's impact on climate change by contributing to a reduction in the emission of greenhouse gases and ensuring that development can withstand, and adapt to, local impacts resulting from global climate change.

OUTCOMES	INDICATORS	TARGETS
Housing that meets the required standards of environmental performance as set out by Government.	% of new market sector dwellings achieving Code Level 3 before 31 st March 2013	100% Code Level 3 from 1 st April 2011
Renewable and Low carbon energy capacity increasing significantly.	% of new market sector dwellings achieving Code Level 4 between 1 st April 2013 and 31 st March 2016	100 % Code Level 4 from 1 st April 2013
Housing that caters for a rapidly increasing elderly population by meeting Lifetime Homes Standards.	% of new market sector dwellings achieving Code Level 6 from 1 April 2016	100 % Code Level 6 from 1st April 2016
Bradford-ShIPLEY Canal Road Corridor Eco Settlement	% of schemes (of 10 dwellings or more) securing at least 10% of their energy from decentralised and renewable or low-carbon sources.	100 % of schemes (of 10 dwellings or more) securing at least 10% of their energy from decentralised and renewable or low-carbon sources.
	% of new market sector dwellings meeting Lifetime Homes Standards.	100% of dwellings meeting Lifetime Homes Standards.
	Shipley & Canal Rd AAP & PPS1 Supplement	Targets to be set in the DPD.

LEAD ROLES	MAIN MECHANISMS
BMDC Developers – market housing RSL's – social housing HCA The Design Council Leeds City Region Government Bradford Housing Partnership	Strategic policy via LDF Core Strategy Land allocations via LDF LDF AMR Development management decisions Pre application negotiations SHMA AHEVA Community led Neighbourhood Plans Bradford Joint Housing Strategy

Overcrowding and Vacant Homes

Policy HO10 - Overcrowding

The Council will work with stakeholders and use its plans, programmes and strategies to make best use of and improve the quality of the existing housing stock. In particular the Council will seek to address the problems of overcrowding and the number and proportion of vacant properties.

Policy interventions and investment priorities will be set out within the Council's District Housing Strategy, its Neighbourhood Development Frameworks, Neighbourhood Action Plans and within a Householder SPD.

Background and Justification

5.2.128 One of Bradford's most pressing housing challenges is overcrowding. It is well documented that overcrowding is not just a housing issue – it directly contributes to poor health and poor educational attainment and seriously damages quality of life for the families and households affected.

5.2.129 Using data from the 2010 Bradford Public Perceptions Survey the Council has calculated that 10% of households in the District are technically overcrowded (as measured against the Bedroom Standard); and 18% of people are living in technically overcrowded accommodation. This is a big increase up from 4.5% of households calculated to be overcrowded in 2007.

5.2.130 Although affecting many parts of the district the problems of overcrowding are most felt within the main urban areas and amongst younger age groups and those of Pakistani or Bangladeshi origin.

5.2.131 At its most basic level, rising rates of overcrowding are a symptom of lack of availability and choice of more suitable housing. Therefore, the key way in which overcrowding will be successfully tackled is through the increase in housing supply set out in this Core Strategy. However, making better use of existing stock i.e. bringing empty homes back into use and reducing under-occupation is also a priority. Under-occupation/making best use of stock is a key national government priority.

5.2.132 In addition to measures taken to increase supply and recycle empty homes, the Council will aim to build upon a number of specific overcrowding measures which the local authority and its partners have already adopted including:

- The CLG Overcrowding Pathfinder programme from April 2008 - March 2011. Funding of £310,000 was received to lead on partnership approaches to tackling overcrowding. Incommunities has been the primary partner in this work.
- Making best use of under-occupied socially rented stock;
- Targeting 'options' visits to vulnerable overcrowded households;
- Allocations policy improvements and accessing empty properties in the private sector.

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5.2.133 Following on from the success of this partnership approach to overcrowding, CBMDC has now commissioned InCommunities to provide a £125,000/year overcrowding and under-occupation service.

5.2.134 Whilst the primary tools for dealing with overcrowding are those summarised above, planning policy also has a role to play, both in relation to facilitating and supporting the strategic objective to increase housing supply, and at a local level by supporting home-owners who have the financial means and may wish to resolve their overcrowding problems through extending their homes to create extra bedrooms.

5.2.135 Additionally, in response to changes in national policy and taking account of local circumstances the Council has commenced a review of its supplementary planning guidance on Householder development. The new Householder Supplementary Planning Document will, when adopted, replace the two existing guidance documents, one on House Extensions and the second on Dormer Windows, both adopted in 1994.

5.2.136 Given the scale of population increase expected during the plan period and the overcrowding problems outlined above, it is vital that significant progress is made in tackling and reducing the number of vacant properties across the district. While there will always be a significant number of vacant properties at any one time due to market churn (short term vacancy due to the sale, transfer and re-letting of properties) the number of vacant properties, particularly long term vacant properties in the district is too high. The total number of empty properties at April 2011 was 11,329 (5.4% of the total district stock) of which 6,968 were empty for longer than 6 months and in the private sector.

5.2.137 The Council is therefore keen to reduce the number of vacant properties across the whole District and in the process reduce the environmental and social problems which can occur where such properties become a magnet for vandalism, graffiti and anti-social behaviour.

5.2.138 New incentives exist for landlords to help tackle both empty homes and overcrowding in the Bradford district. Empty home owners can now get

new help from Housing's Overcrowding Team to get their property back into use if:

- The property has been empty for 6 months or more
- The owner is willing to let to an overcrowded family
- The owner will accept the Local Housing Allowance rate as rent (appropriate to the property type)

5.2.139 The package of help also involves "Inlets" (a social lettings agency & part of InCommunities) who will find a tenant and even manage the tenancy for a fee or this can even be done through the Bond Guarantee scheme free of charge.

5.2.140 Some empty or derelict properties can also be helped back into occupation simply by giving advice and information about incentives to the owner. For others, the only answer is enforcement action to repair properties causing a statutory nuisance or, in extreme cases, Compulsory Purchase where there has been a long history of non cooperation by the existing owner and the property is causing continued blight on the surrounding area.

5.2.141 The Council has a range of enforcement options it can use if owners of empty properties refuse to take steps to bring the property back into use, these include:

- **Compulsory Purchase** – The Council buys the property without consent of the owner and sells it on for redevelopment and reoccupation
- **Forced Sale** – The Council forces the sale of the property to recover a debt which exists against the property
- **Empty Dwelling Management Order** – The Council takes over the management of the property and renovates it prior to placing a tenant in the dwelling

5.2.142 The Council will only consider these options in the most extreme cases. They are costly, complicated and time consuming. It is preferable for all parties if the owner takes steps to bring the property back into use without the Council having to resort to enforcement action.

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OUTCOMES	INDICATORS	TARGETS
<p>Problems related to overcrowding have been reduced and alleviate by increasing housing supply and by enabling better matching of housing provision and housing need across the existing housing stock.</p> <p>Vacant homes brought back into use</p>	<p>Indicators will be set, as appropriate in relation to the Council's District Housing Strategy.</p> <p>The Council's Housing Service will monitor the nature, level and distribution of both overcrowding and its effects.</p> <p>Progress on preparing, adopting, and keeping up to date Supplementary Planning Guidance will be reported via the AMR</p> <p>Number of vacant homes and the length of time they have been vacant</p>	<p>No specific targets.</p>

LEAD ROLES	MAIN MECHANISMS
<p>BMDC</p> <p>Developers – market housing</p> <p>InCommunities</p> <p>Other RSL's – social housing</p> <p>HCA</p> <p>The Design Council</p>	<p>Strategic policy via LDF Core Strategy</p> <p>Local policy and allocations via LDF</p> <p>Detailed guidance via an SPD</p> <p>Development management decisions</p> <p>Pre application negotiations</p> <p>SHMA</p> <p>LDF AMR</p> <p>BMDC led Neighborhood Action Plans</p>

Affordable Housing

Policy HO11 – Affordable Housing

Meeting Housing Need

A. The Council will work with partners, including RSL's and developers, to ensure that there is adequate supply of good quality affordable housing distributed throughout the district, particularly in the areas of highest need.

B. The Council will aim to ensure that 25-30% of the total housing delivery is affordable housing.

C. The Council will aim to achieve this challenging target by utilising funding sources to support the delivery of affordable homes, maximising opportunities offered by Council owned land, releasing additional land for housing and through developer contributions.

Developer Contributions

D. The proportion of affordable housing sought will vary across the district to take account of housing need, property prices and economic viability. Subject to viability, the Council will negotiate for up to the following proportions of affordable housing on schemes being submitted for planning permission:

- Up to 40% in Wharfedale
- Up to 30% in the Bradford-Shipley Canal Road Corridor Urban Eco-Settlement area
- Up to 15% in inner Bradford and Keighley
- Up to 30% in the rest of the district.

E. Affordable housing will be required on sites of 15 dwellings or more and on sites over 0.4 hectares in size. The site size threshold is lowered to 5 dwellings in Wharfedale, and the villages of Haworth, Oakworth, Oxenhope, Denholme, Cullingworth, Harden, Wilsden, and Cottingley.

F. Irrespective of the thresholds, Policy HO11 affordable housing requirements will be applied to developments which have been manipulated in size (either in area or yield) in an attempt to avoid the provision of affordable housing, or which constitute piecemeal development;

G. The Council will seek to ensure an appropriate mix of affordable housing in terms of size, type and tenure having regard to the evidence of the SHMA and any other relevant, robust and up to date evidence of local needs. The Council's preferred tenure mix of 70 : 30 social rent : intermediate will be the starting point for all affordable housing negotiations.

H. Where an applicant can provide robust, up to date and verifiable evidence to support the view that a site would be unviable if affordable housing contributions were required then the exact amount of affordable housing, or financial contribution, to be delivered will be determined by economic viability having regard to individual site and market conditions.

Rural Affordable Housing

I. The Allocations Development Plan Document will consider allocating rural exception sites for 100% affordable housing where the delivery of sufficient affordable housing cannot otherwise be delivered within specific rural settlements.

J. The criteria for assessing speculative proposals for rural exceptions via planning applications will be set out in the Allocations DPD and will give priority to protecting the most sensitive sites and those areas of land where development would significantly undermine the openness of the green belt.

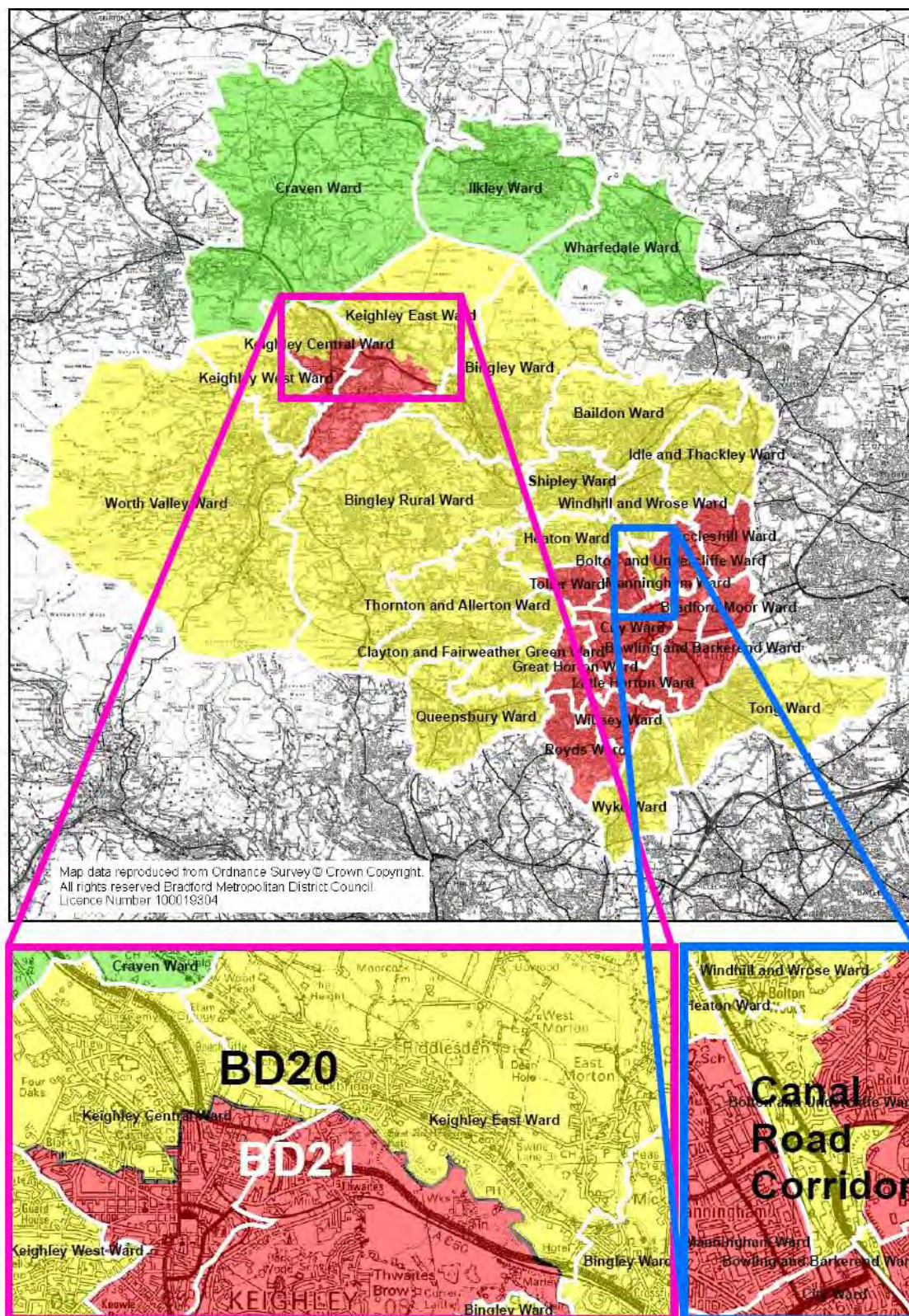
5.2.143 The proportion of affordable housing required across the district for developer contributions from private housing developments are set out in Policy HO11. Figure HO7 shows the market sub areas that the policy and the thresholds will apply to. This equates the following quotas.

Green	Wharfedale	40%
Yellow	Towns, suburbs and Worth Valley	30%
Yellow	Canal Rd Corridor Eco-Settlement	30%
Red	Inner Bradford and Keighley	15%

5.2.144 Affordable housing should be provided on site unless there are exceptional circumstances which warrant off-site contributions. On smaller sites a commuted sum may be appropriate where this is justified by viability issues.

5.2.145 Affordable housing should be integrated in, and indistinguishable from the open market housing on site. Policy HO11 will apply to developments which have been manipulated in size, either area or yield, in an attempt to avoid the provision of affordable housing.

Figure HO7: Affordable Housing Quota Areas



Background and Justification

5.2.146 In PPS3 the Government states that one of its key policy goals is to ensure that everyone has the opportunity of living in a decent home, which they can afford, in a community where they want to live¹. It is a key objective of national planning policy to deliver a mix of housing, both market and affordable, that is well-designed and built to a high standard, to support a wide variety of households in both urban and rural areas.

5.2.147 PPS3 outlines the key role that the planning system has in the delivery of affordable housing – for example through policies which secure a certain percentage of affordable housing on otherwise market housing schemes and by allocating rural exception sites to come forward for affordable housing. The Government’s definition of affordable housing, as set out in PPS3 is given in the Glossary.

5.2.148 The strategic importance of delivering sufficient new affordable houses is reflected in both The Big Plan and the Joint Housing Strategy. Providing sustainable affordable housing is listed in Regeneration and Prosperity section of the Big Plan² as a key priority that will create a more prosperous district and will help promote cohesion and inclusion. The Joint Housing Strategy³ states that providing new housing, much of it affordable, to meet the needs of a growing population is a key objective.

5.2.149 In June 2010 the Council finalised its SHMA, a research document which was produced by housing research experts Arc4. The SHMA closely follows the guidance and required core outputs and procedures set out by the Government in PPS3 and in the related practice guidance document for SHMA’s. It has also built on the extensive research previously carried produced by the Council’s Housing Service including the Local Housing Assessment of 2008 and involved extensive stakeholder consultation. The SHMA examines both the current housing market and assesses the key demographic, economic and housing stock drivers, which will influence the future need for housing.

5.2.150 The text above has already set out some of the detail of the drivers which will influence the future need for affordable homes. While the planning system has a key role in delivering affordable housing a delicate balanced needs to be found which will maximise potential delivery of affordable houses without undermining delivery as a whole. The following sections will address all of the main issues which have influenced the Core Strategy approach as set out in Policy HO11.

5.2.151 The Core Strategy must set an overall target for the amount of affordable housing to be provided and following on from this, the range of circumstances in which affordable housing will be required. The district’s SHMA uses the standard CLG methodology to model future housing need. The main components of this model are:

- **Current unmet need** – taking account of homeless households, households in temporary accommodation, overcrowding, and concealed households;
- **Future need** – taking account of existing households falling into need, new household formation resulting from population growth and the proportion of those households who will not be able to afford market housing;
- **Affordable housing supply** – including committed schemes to build new affordable houses, vacant stock, and the annual supply of social re-lets available

5.2.152 Having carried out this CLG modelling the SHMA estimates that there will be a net annual shortfall of 749 affordable houses across the district. The SHMA suggests that given the overall level of housing required over the LDF period approximately 25-30% of this should be affordable with the majority of this via social renting.

5.2.153 The SHMA identifies varying levels of need for affordable housing within the 7 sub areas but given the extent of population and household growth envisaged over the whole of the plan period to 2028 and not just to the next 5 years which the CLG model is designed to address, the SHMA recommends that a simple approach to defining affordable housing percentage targets on sites with 25-30% in all sub areas apart from the Wharfedale sub area where the

1 PPS3 : Housing, p.6

2 The Big Plan for the Bradford District 2008-11, p. 15-15

3 Sustainable Homes and Neighbourhoods in a Successful District : Joint Housing Strategy For Bradford – 2008-2020, p.4

Section 5 Thematic Policies: Housing - Planning for People

target should be 35-40%. The SHMA also recommends that lower thresholds for the size of sites at which affordable housing will be required could be applied in the Wharfedale sub area and in the rural villages.

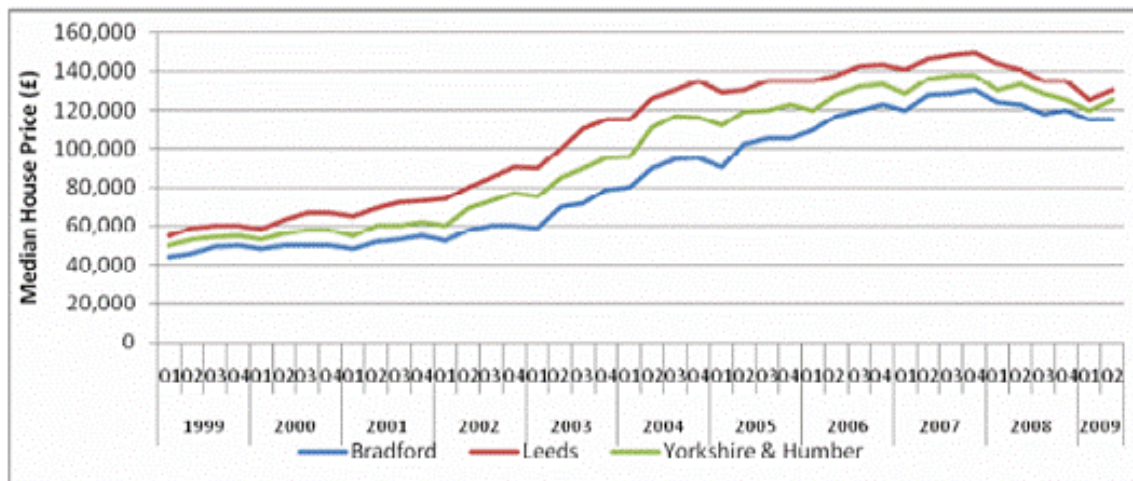
5.2.154 The variation in these percentage targets and thresholds reflects two further key factors which need to be taken into account, firstly affordability ratios and secondly likely levels of land supply and therefore likely number of opportunities to secure affordable housing contributions.

5.2.155 Taking affordability first, the SHMA has provided up to date analysis of incomes and house prices which when combined give affordability ratios.

This information supersedes that which was available both during the production of the Regional Spatial Strategy and the District's Joint Housing Strategy.

5.1.156 Although Bradford as a whole has average house prices below the regional average it also has incomes below that average. Furthermore although house prices have fallen during the recent recession, prices up to 2008 had increased a staggering 163% in the period 1999-2009¹⁰ (see Figure H010 page 183). Figure HO9 shows the very wide variation in affordability ratios across the district and shows that the Wharfedale area has by far the highest ratios, with affordability more akin to markets in North Yorkshire than to the urban and sub urban areas of Bradford.

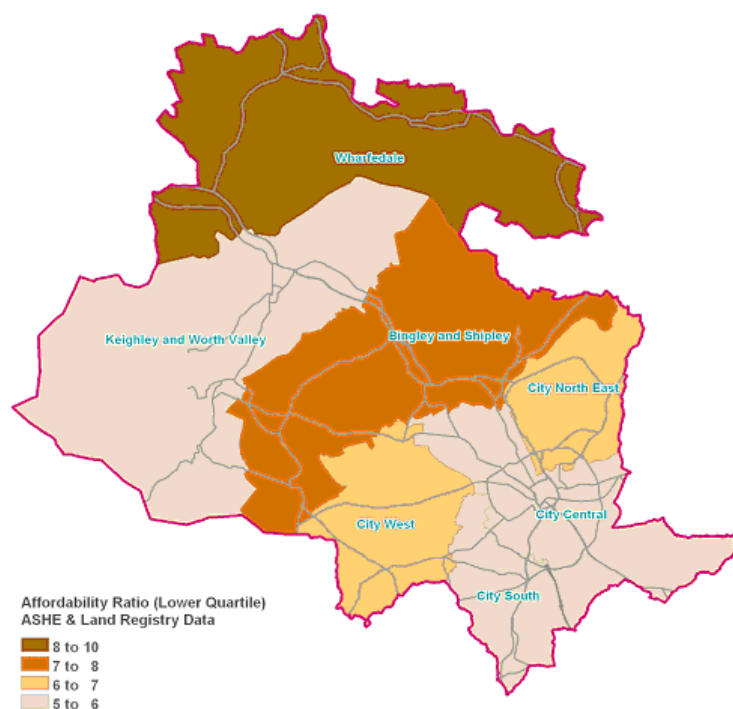
Figure HO8: House Price Trends 1996 to 2008



Extracted from Bradford SHMA 2009, based on Land registry data

¹⁰ Bradford SHMA 2010 – p.35-36

Figure HO9: Relative Affordability of Property in Bradford



Source: Bradford SHMA 2010, p.45

5.2.157 The relatively more acute affordability issues in Wharfedale together with the strategic emphasis in the plan to limit the level of allocations for housing development there for sustainability reasons, means that the level of affordable housing required is only likely to be delivered if a higher percentage requirement than that applying to other parts of the district is applied. Within Wharfedale the Council also expects that small windfall sites will make a significant contribution to overall delivery and it is also therefore proposed that the national indicative site size threshold at which affordable housing contributions are normally sought – 15 dwellings – is lowered in Wharfedale to 5 dwellings. The Council also proposes that this lower threshold applies to the smaller villages within the district where the overall scale of development is likely to be restricted and where the development that does occur will be geared towards local need. The settlements where this will apply are: Haworth, Oakworth, Oxenhope, Denholme, Cullingworth, Harden, Wilsden, and Cottingley.

5.2.158 PPS3 suggests that the LDF will need to indicate the size and type of affordable housing

required. Evidence from the SHMA suggests that the split as set out in Table HO5 below best reflects the current analysis of housing need. The Council will seek to achieve this broad mix across the district when negotiating schemes but it is important to stress that it will be neither possible nor appropriate to achieve this mix on every individual site and up to date evidence of the local housing market and local needs from a variety of sources will also need to be taken into account. The Council will therefore, via its Housing Service seek to maintain regular data on the housing market and will use its already well established links with end users and the delivery agencies such as RSL's within the Bradford Housing Partnership to ensure that the most appropriate mix of affordable housing is delivered to match the pattern of need as it changes through the LDF period.

Table HO5: Annual affordable housing requirement 2009/10-2013/14

Designation	No. Beds	Gross	Net
General Needs	One	8	-375
	Two	502	351
	Three	741	604
	Four +	119	108
Older Person	One/Two	160	61
TOTAL		1529	749

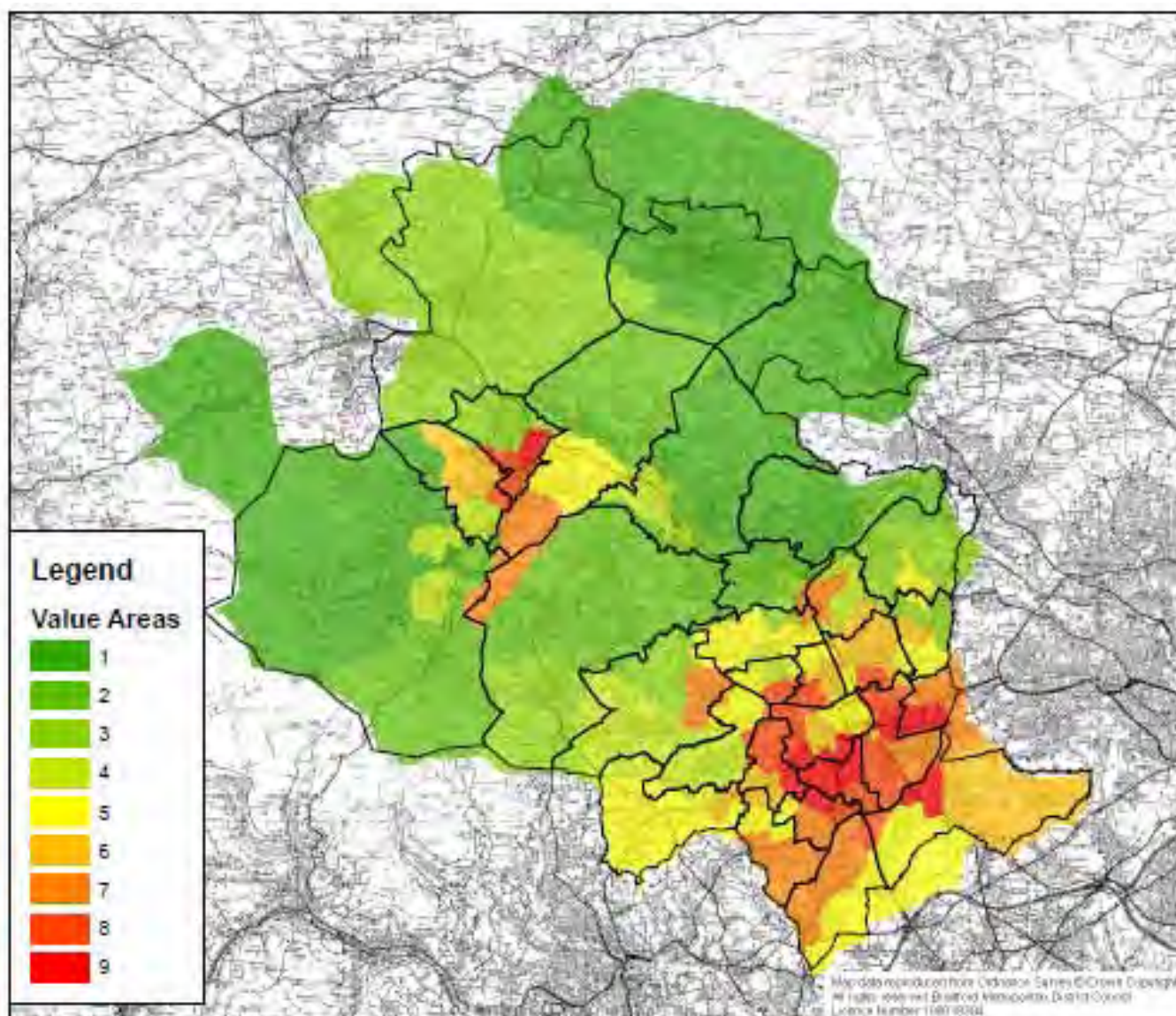
Source: Bradford SHMA 2010, p78

5.2.159 In accordance with PPS3, the Council has subjected the key outputs from the SHMA including the affordable housing targets, percentages and thresholds to a full viability analysis. The general findings of the Affordable Housing Economic Viability Assessment (AHEVA) are set out in Table HO6 on page 192. The table shows the likely maximum amount of affordable housing that could be achieved over the life of the Core Strategy. Figure HO10 shows the value areas across the district. This map shows that viability differs greatly across the district. In the red and dark orange value areas there is pressure on development viability. These areas are mainly located in inner Bradford and Keighley areas. The results show that in the higher value areas 40% affordable housing could be achieved.

Table HO6: AHEVA Conclusions Table

Value Area	Baseline Position (Nil grant, S106 contributions at 100% of the baseline level, Code for Sustainable Homes Requirements as mandatory timescale, 70:30 social rent:intermediate affordable housing mix, Lifetime Homes allowance £600 per unit and additional sustainability requirement of £1,200 per unit)
1	40% affordable housing is the likely maximum amount that could be achieved
2	40% affordable housing is the likely maximum amount that could be achieved
3	30% affordable housing is the likely maximum amount that could be achieved
4	30% affordable housing is the likely maximum amount that could be achieved
5	30% affordable housing is the likely maximum amount that could be achieved
6	20% affordable housing is the likely maximum amount that could be achieved
7	Between 10-20% affordable housing is the likely maximum amount that could be achieved
8	Between 0-10% affordable housing is the likely maximum amount that could be achieved
9	Between 0-10% affordable housing is the likely maximum amount that could be achieved

Figure HO10: AHEVA Value Areas



Source : AHEVA, p.24

5.2.160 The results of the AHEVA have been reflected in Policy HO11. The 40% requirement in Wharfedale suggested in the SHMA has been shown to be viable over the course of the Core Strategy. The 30% requirement across the rest of the district has been reduced to 15% in areas of inner Bradford and Keighley to reflect the viability results from the AHEVA.

5.2.161 In accordance with the AHEVA recommendations the policy is not unduly rigid and

will allow development to come forward, whilst meeting the housing need of the district, as it allows for the viability and circumstances of individual sites to be taken account of in the determination of the affordable housing contribution being sought.

5.2.162 The Council recognises the impact of the recession on the housing market and the implications of this on development viability, especially in the current market conditions. However, it would be would not be robust to base the affordable housing policy for

the next 15 years on present market conditions, as conditions of the housing market are likely to change considerably over the life of the Core Strategy. The AHEVA tested a range of market scenarios (upside, middle and downside) based on extensive evidence, founded on the basis that patterns of the past will likely to be repeated in the future. This methodology means that Policy HO11 is based on evidence, which will be robust throughout the plan period and allows for different market conditions throughout the life of the Core Strategy to be taken into account.

5.2.163 As part of the AHEVA the council have been provided with a model, which can be used to update the assumptions used in the study in respect of housing market conditions. This will be used to assess whether market conditions represent best the downside, middle or upside market assumptions. This will enable the Council to refine its expectations in terms of the nature and extent of affordable housing that is likely to be achieved at regular intervals throughout the Core Strategy.

5.2.164 The AHEVA tested site size thresholds and found that a threshold of 5 units on sites in higher value areas can produce developable, deliverable sites. In the lower value areas testing showed that the majority of sites below 15 dwellings are not capable of delivering affordable housing. Policy HO11 reflects these findings.

5.2.165 In relation to the findings of the AHEVA an important conclusion was that given pressures upon development viability in some of the main urban areas of Bradford, in order to meet the overall district wide affordable housing target of 30% it recommends that grant funding and any other forms of subsidy and funding for affordable housing is directed towards development in these locations.

5.2.166 It is therefore important that the council utilises the various funding sources available to it to support the delivery of affordable homes in these areas. The Government is currently developing a series of mechanisms, which the council may be able to utilise to support the delivery of affordable homes. These include the Community Infrastructure Levy and the New Homes Bonus. The council with the Home and Communities Agency (HCA) have produced a Local Investment Plan, which identifies the council's priorities in terms of housing investment.

5.2.167 PPS3¹¹ suggests that local authorities should adopt a pro active approach to meeting the needs for affordable housing in rural communities where opportunities for delivering affordable housing tend to be more limited. It states that where viable and practical this might involve the allocation and release of sites solely for affordable housing, including a rural exception site policy. This enables small sites to be used specifically for affordable housing that would not normally be used for housing because they are subject to planning policies of restraint.

5.2.168 The Council considers that the weight of evidence of affordable housing need as set out in the SHMA and the likely overall restraint on housing development in the smaller and rural settlements of the district means that the Allocations DPD will need to consider and if necessary allocate such sites. The Core Strategy can at this stage be no more precise since the allocation of such sites will be a finely balanced decision based on the need for such housing and the number, type and environmental sensitivity of candidates for rural exception. In some cases there may be sufficient land within settlements to meet need without resorting to areas covered by policies which normally protect land from development, in others there might not. The Allocations DPD will however include a policy setting out the framework within which speculative planning applications on non allocated sites will be judged. Here the priority will be to ensure that those areas which are most sensitive, and most crucial to the maintenance of a robust green belt are protected.

5.2.169 In reaching the proposed approach the Council has taken account of the views of stakeholders at both formal previous consultations stages such as Issues and Options and Preferred Options and via existing mechanisms such as the Bradford Housing Partnership and the Bradford Property Forum.

11 PPS3, para 30, p. 11-12

5.2.170 At the Issues and Options stage Topic Paper 3 on housing asked the following questions:

What we asked:

Should development in smaller settlements be restricted to local needs?

How should the needs of all sectors of the community for affordable housing be met?

Should the LDF intervene in areas of significant affordability problems?

5.2.170 The consultation responses indicated a general acceptance that affordable housing was needed, particularly in Wharfedale and the rural areas of the district where high house prices were considered a particular problem. This supports the Council's approach in this strategy to target highest affordable housing requirements to these areas.

Responses also highlighted the importance of providing quality housing to support the economic development of the district and promote sustainable communities.

5.2.171 Although at the stage at which the consultation was carried out there were no actual proposed affordable housing percentage requirements and targets to comment on, the use of such percentages and targets was supported as was the use of lower site thresholds in Wharfedale which again is reflected in Policy HO11. However, a common strand from the Issues and Options consultation was that any affordable housing policy needs to take account of economic viability and be based on the evidence of a Strategic Housing Market Assessment. Again, since the Issues and Options stage the Council has completed the production of both SHMA and the AHEVA and this work supports the policy approach taken in this document.

OUTCOMES	INDICATORS	TARGETS
Sufficient affordable housing of the right size, type and tenure has been provided to meet the needs of local communities.	<p>Annual gross affordable housing completions – district wide, by DPD area and by settlement;</p> <p>Split of annual gross affordable housing completions by type (social rent or intermediate) and by number of bedrooms – district wide, by DPD area and by settlement;</p> <p>Number of allocated rural exception sites;</p> <p>Number of planning applications made for rural exception sites and number granted consent;</p> <p>Number of dwellings completed on rural exception sites;</p>	<p>At least 25% of total gross housing completions should be affordable housing completions (district wide);</p> <p>The approximate split of provided affordable housing should be 70% social rented and 30% intermediate / low cost ownership.</p> <p>Targets with regard to specific geographic areas and split by size of accommodation may be developed in site allocating DPD's;</p> <p>Rural exception site targets may be included in site allocating DPD's</p>

Section 5 Thematic Policies: Housing - Planning for People

LEAD ROLES	MAIN MECHANISMS
BMDC Bradford Housing partnership Bradford Housing Association Liaison group Developers – market housing RSL's – social housing HCA Leeds City region	Strategic policy via LDF Core Strategy Local policy and allocations via LDF Development management decisions Pre application negotiations SHMA AHEVA LDF AMR Joint District Housing Strategy Local Investment Plan BMDC led Neighborhood Action Plans Community led Neighborhood Plans

Gypsies, Travellers and Travelling Showpeople

Policy HO12 – Gypsies, Travellers And Travelling Showpeople

- A. The Council will make provision via policies and site allocations to deliver the following number of additional pitches for Gypsies and Travellers and Travelling Showpeople for the period 2008-28:**
- 68 pitches for the gypsy and traveller communities;
 - 20 pitches for travelling showpeople
- B. The Allocations DPD and Shipley & Canal Road AAP will identify sufficient sites to deliver this requirement in sustainable and accessible locations which meet the needs of local communities;**
- C. All sites which are developed or proposed for allocation for the gypsy and traveler and traveling showpeople communities should be assessed against criteria relating to:**
- Safe and appropriate access to the highway network;
 - Whether they are or can be served by utilities or infrastructure;
 - Whether they are accessible to services, amenities and public transport;
 - The avoidance of significant adverse affects on the environment and adjacent land uses; and
 - Incorporating appropriate design and landscaping standards.
- D. Temporary planning permission may be granted for sites where they would help meet local need ahead of the development of permanent sites and where they would accord with the criteria above.**

Background and Justification

5.2.172 It is now clearly established within national planning policy and within previously issued Circulars 01/06 and 04/07 that the planning system has a crucial role and responsibility to ensure that adequate provision is made for the accommodation needs of the gypsy and traveller and travelling showpeople

communities. Although the Government intends to replace these Circulars and has published for consultation a draft planning policy statement, this role is likely to continue. This Core Strategy therefore assesses both current supply and future need for accommodation by reference to the 2008 West Yorkshire Gypsy and Traveller Accommodation Assessment and provides a framework to ensure that

the sites which will be identified in forthcoming DPD's meet the needs of the community and are in locations which are accessible to key services and facilities such as education thereby enhancing their quality of life.

5.2.173 The majority of current accommodation for the gypsy and traveller community within Bradford is within two local authority owned and managed sites. The first site in the north of Bradford at Esholt Lane has a capacity for 28 pitches, while Mary Street, Bradford has a capacity for 19 pitches. Vacancy rates are very low. There are currently 4 authorised private sites as follows.

Raglan Terrace	1 pitch
Square Street	1 pitch
Westgate Hill Street	2 pitches
Westgate Hill Street	1 pitch

5.2.174 The West Yorkshire Accommodation Assessment, commissioned by the West Yorkshire Housing Partnership, was completed by CRESR (the Centre for Regional Economic and Social Research at Sheffield University) in May 2008. The study is compliant with Government guidance on such studies and used both primary and secondary data and research.

5.2.175 In Bradford there are currently 17 travelling showpeople households on 2 yards:

- Paley Road, West Bowling (owned by Bradford Council and rented to the Guild, also used as parking space for vehicles) – 15 households; and
- Gain Lane – 2 households.

5.2.176 The study found that there was already a level of unmet need for accommodation across the sub region with consequent detrimental effects on access to key services. For example, just 41 per cent of Traveller children on the roadside attend school regularly compared to 80 per cent of those on sites and in bricks and mortar housing. While the size of the population has increased the level of authorised provision has not kept pace with this change. This has resulted in a myriad of responses - including rising unauthorised encampments, 'doubling up' on

sites, forced movements into bricks and mortar housing and overcrowding within trailers and caravans. New provision is therefore essential to address the backlog of unmet need and also meet the needs of new forming households and an expanding population.

5.2.177 Specifically regarding gypsy and traveller accommodation West Yorkshire has a much higher proportion of socially rented provision (81 per cent) compared to the regional (53 per cent) and national (40 per cent) pictures and contains only a small proportion of private provision (4%).

5.2.178 By contrast Travelling Showpeople do not tend to reside on local authority sites. Indeed, virtually all of those households in the survey were resident on Showmen's yards leased to, or owned by, the Showmen's Guild or Guild members. Travelling Showpeople also differ from other travelling groups in the sense that their accommodation needs are heavily influenced by their employment practices. They need larger spaces for the storage of heavy machinery and equipment and often need to carry out testing, repairs and maintenance to equipment within their yards.

5.2.179 The Assessment found that there was already an acute shortage of accommodation for the travelling showpeople community and stated that the accommodation that did exist was generally of poor quality. In fact the study states that the Showpeople of West Yorkshire are living in the worst and most overcrowded conditions the research team has witnessed on any Traveller or Showpeople site or yard in the country¹².

5.2.180 In addition to specifying the number of pitches which are required the Assessment also makes a number of important points which are relevant to the type of provision and mechanisms for delivery within the District. Firstly based on need generated by patterns of unauthorised encampments the study concludes that there is a sub regional requirement for 19 transit pitches. However there was a lack of support towards the idea of transit sites from both stakeholders and the community with concerns related to the management of such sites. The study suggests that a pragmatic approach to accommodating transient households appears more

¹² West Yorkshire Accommodation Assessment 2008, CRESR

Section 5 Thematic Policies: Housing - Planning for People

appropriate. This could include short-term pitches on residential sites, the use of appropriate stopping places and short-term 'doubling up' on the pitch of a relative.

5.2.181 Secondly with regards to the ability of communities to make their own provision for sites and facilities there were differing results. Around 45% of Travelling Showpeople who responded to the study questionnaire had some experience of purchasing or pooling land compared to only 6% for other communities. The report suggests that levels of deprivation are higher among gypsy and Irish traveller groups – for these groups the purchase of land is simply not an option. The clear implication is that the local authority and other social housing providers will need to provide or facilitate the majority of accommodation needed for the gypsy and traveller community.

5.2.182 Table HO7 opposite sets out the conclusions of the Assessment in terms of required pitches in Bradford over the LDF period. Similar methodologies were used for assessing the needs of both Travelling Showpeople and Gypsies and Travellers. The method compares current and planned supply with current unmet need and future need which will result from the growth in households. As the study only covers the period to 2026 Policy HO12 adds further pitches (6 gypsy and traveler and 2 travelling show people) on a pro rata basis equivalent to the 2016-26 rates of the study.

5.2.183 Policy HO12 incorporates the findings above and is designed to meet the requirements of a Core Strategy as set out in Circulars 1/2006 and 4/2007. It also meets the requirements of the approved Regional Spatial Strategy. It is considered to be based on an up to date and robust Gypsy and Traveller Accommodation Assessment which has followed government practice guidance and has involved extensive community engagement and also cross local authority boundary cooperation. The policy would contribute to meeting the goals set out in its Sustainable Community Strategy and in particular the District Housing Strategy. In both of these documents the provision of decent accommodation and living conditions is stressed and housing in general has a cross cutting role in improving life chances, and access to health and education.

Table HO7: Pitch Requirements In Bradford District based on the West Yorkshire Accommodation Assessment 2008:

Gypsy's and Travellers	Need for 2008-12	19 standard pitches + 6 transit pitches
	Need for 2013-15 (based on family growth)	6 standard pitches
	Total Requirement 2008-15	31 pitches
	Additional requirement 2016-28	37 pitches
	Total Requirement 2008-26	68 pitches

Travelling Showpeople	Need for 2008-12	6 pitches
	Need for 2013-15 (based on family growth)	2 pitches
	Total Requirement 2008-15	8 pitches
	Additional requirement 2016-28	12 pitches
	Total Requirement 2008-26	20 pitches

5.2.184 The policy as proposed gives sufficient guidance to other site specific LDF documents and could be easily updated should new or updated evidence on accommodation needs be produced in the future. By identifying criteria which could be equally applied to applications for planning permission as for the LDF site selection and allocation process, the preferred policy would enable the Council to respond to any proposals for site developments which might come forward in the short term.

5.2.185 The policy proposed would also reflect the limited number of consultations which the Council received at Issues and Options stage.

5.2.186 At the Issues and Options stage Topic Paper 3 on housing raised the issue of meeting the accommodation needs of gypsies and travellers. The

need to undertake a needs assessment, and the benefits to both the settled and gypsy and traveller communities of providing sufficient accommodation were stressed. The Government Office reiterated the need to ensure that the requirements of Circular 01/2006, particularly paras 30 and 31 relating to the content of Core Strategies are complied with.

5.2.187 The issues covered in the topic paper were by necessity fairly general and the response limited. This was probably in part because at the time of the Issues and Options consultation there was no local accommodation study, the Regional study commissioned by the Yorkshire and Humber Assembly had not been completed and there were no

policies relating to gypsies and travellers or travelling showpeople in the approved Regional Planning Guidance.

5.2.188 However significant subsequent engagement with the community took place as part of the Accommodation Assessment itself including questionnaire surveys and direct interviews. The Council has also set up a Gypsy & Traveller Group chaired by its Supporting People team and with representation from the community itself. One of the aims of the group is to increase knowledge and role of the planning system thus building up capacity within the community for future active involvement in the planning process.

OUTCOMES	INDICATORS	TARGETS
Sufficient new accommodation for gypsies and travellers and travelling showpeople of the right size, type and tenure has been provided to meet the needs of local communities as set out in the West Yorkshire Accommodation Assessment;	Annual gross pitch completions – district wide split between G&T pitches and pitches for travelling showpeople; Number of allocated sites in LDF and total capacity of those sites; Supply of pitches on committed sites i.e. with planning permission or LDF allocation (split by category – permanent or temporary, and gypsy and travellers or travelling showpeople); Number of planning applications made for gypsy and traveller / travelling showpeople accommodation and number granted consent; Number of planning applications made for temporary gypsy and traveller / travelling showpeople accommodation and number granted consent;	100% of the need for new pitches as set out in Policy HO12 is met by the end of the plan period;

LEAD ROLES	MAIN MECHANISMS
BMDC Bradford Housing partnership Bradford Housing Association Liaison group RSL's – social housing HCA	Strategic policy via LDF Core Strategy Local policy and allocations via LDF Development management decisions Pre application negotiations GTAA LDF AMR Joint District Housing Strategy Local Investment Plan

Table HO8 - ALTERNATIVE OPTIONS REJECTED
Including as appropriate – compliance with national and regional planning guidance, fit with Council goals and strategy, fit with evidence, fit with consultation responses, & deliverability.

POLICY	OPTION REJECTED	REASONS
Policy HO1 – Housing Requirement	Plan for a significantly lower housing requirement based on the impacts of the recession.	Planning for a lower requirement would be contrary to both national planning guidance in PPS3 and PPS12 and would potentially render the plan unsound as it would not be in general conformity with the RSS. The Council is committed in its Joint Housing Strategy to delivering housing growth to meet the needs of its expanding population. There is no clear evidence base to support a departure from the RSS requirement – there is as evidence to suggest the requirement should be higher as well as evidence to suggest it should be lower.
Policy HO1 – Housing Requirement	Plan for a higher housing requirement.	Planning for a higher housing requirement is not justified bearing in mind the uncertainties over the pace and timing of population and household growth, the general state of the economy which is likely to prevail until at least the middle of the plan period and the potential for the 2010 based government projections to fall compared to those within the 2008 base.
Policy HO2 – Sources of Supply	Not include any allowance for windfall as part of the supply;	There is currently some doubt and disagreement over the accuracy of current population and housing projections given the nature of the recession and there is also doubt as to whether the housing requirement as implied in the RSS could be met in full by identifiable sites that would not cause unacceptable damage to the environment and character of the area. There is also a clear need to look to the green belt for a significant proportion of housing need. All these factors indicate that a cautious approach to land release but which still provides adequate deliverable and developable land in the short to medium term.
Policy HO2 – Sources of Supply	Only plan for specific sites for 10 year period;	Given the scale and nature of the changes involved in Bradford and the need to plan for infrastructure commensurate with housing growth, it is preferable that the Core Strategy gives certainty and direction not least for the subsequent production of the site specific DPD's.

POLICY	OPTION REJECTED	REASONS
<p>Policy HO3 – Distribution of the Housing Requirement</p>	<p>Allocate the land supply differently among the 3 DPD's.</p>	<p>The distribution as indicated in Policy HO3 reflects the Core policies and principles in sections 2 & 3 of the Core Strategy and reflect the overall preferred spatial option. Detailed discussions of alternative options to the preferred spatial option are contained in section 3 of this document.</p>
<p>Policy HO3 – Distribution of the Housing Requirement</p>	<p>Only provide housing requirement targets on a sub area basis</p>	<p>This is not considered either desirable or appropriate. In the light of government changes to the planning system including the Localism bill and introduction of neighbourhood plans there is a clear need to provide a degree of certainty to local communities so that improvements in transport, community services and infrastructure can be planned effectively and the proceeds of CIL and the New Homes Bonus coordinated and spent effectively.</p>
<p>Policy HO4 - Phasing</p>	<p>Have no phasing approach with all land released at the same time;</p>	<p>There is no national planning policy reason why a phasing policy cannot be adopted so long as the policy is able to allow for both the establishment of sustainable patterns of development whilst supporting and not undermining overall delivery. The absence of a phasing policy will allow developers to cherry pick green field sites and the result will be to undermine the principles set out within the RSS of securing an urban focus and urban regeneration. The Council is committed to creating and nurturing successful places. The scale of housing development required and the subsequent infrastructure needed alone provides a compelling need for a phasing policy.</p>
<p>Policy HO5 - Density</p>	<p>Have no density policy – leave it entirely to the market to determine.</p>	<p>Whilst the need to reflect market demand and developer preferences for densities and types of development is an important consideration there are other issues which need to be taken into account and it is clearly established in PPS3 that Council's must set out their policies on density and must make the most efficient use of land.</p>
<p>Policy HO5 – Density</p>	<p>Set higher minimum density targets</p>	<p>The density target is consistent with national planning guidance and it is possible and likely that higher density targets will be set for some areas within the Allocations, Bradford City Centre and Shipley & Canal Road DPD's.</p>

POLICY	OPTION REJECTED	REASONS
Policy HO5 – Density	Set lower minimum density target	This would be contrary to sustainable development principles and would result in an inefficient wasteful use of land at just the time when the need for land and therefore pressure on green field and green belt locations is at its greatest.
Policy HO5 - Density	Set detailed and separate density targets by area and settlement	This is best left to the site specific DPD's which can assess and produce a policy which takes account of and balances different objectives such as maximizing land use efficiency, reflecting market conditions, ensuring sites are developable.
Policy HO6 – PDL	Have no PDL target	This would be contrary to the core policies and principles of this strategy, would be contrary to the policies in PPS3 and the RSS and would fail to give the proper level of strategic planning guidance.
Policy HO6 – PDL	Have just one district wide PDL target	Different DPD's based on their geography, the market in their areas, and the needs of their populations are likely to see different concentrations and types of development. They are also likely to see considerable variation in the profile and type of land supply thus rendering a single PDL target unworkable.
Policy HO6 – PDL	Have lower targets	The targets chosen represent a careful consideration of both the nature of the land supply in the area and the need to set challenging but realistic targets.
Policy HO6 – PDL	Have higher targets	The targets chosen represent a careful consideration of both the nature of the land supply in the area and the need to set challenging but realistic targets.
Policy HO8 – Housing Mix	Have specific targets for size, type and tenure within the market sector by area	There is no reliable or robust basis on which to formulate such a detailed policy to cover the full 15 year LDF period. Such a policy would also be very prescriptive at a time when the market is experiencing atypical conditions and which may be subject to rapid change in the next few years. The Bradford SHMA provides enough sound evidence to identify key issues for increasing supply of different house types over the short to medium term and it is therefore more appropriate to explain this in the background text rather than policy.

POLICY	OPTION REJECTED	REASONS
<p>Policy HO8 – Housing Mix</p>	<p>Have reduced or no emphasis on flats and apartments</p>	<p>Although the market for flats and apartments has seen a significant decline this has also been the case for new housing as a whole. The Bradford City Centre housing market, on which the development activity for this house type has been focused, is still in its infancy compared to more established markets such as Leeds. Though the level of need and demand for flats and apartments will now be at lower level than might have previously been the case there is still likely to be both a need and demand for this type of accommodation based on the evidence of the SHMA. It is also essential to make best use of sites in city and town centre locations.</p>
<p>Policy HO9 – Housing Quality</p>	<p>Have no lifetime homes policy</p>	<p>It is essential that the housing growth delivers homes which meet the needs of the district's population. Without the policy there would be no planning tools within the Core Strategy which could be used to achieve this goal.</p>
<p>Policy HO9 – Housing Quality</p>	<p>Delay the introduction of lifetime homes standards until 2013</p>	<p>This would not deliver the goals of the plan or address the housing needs of the district.</p>
<p>Policy HO9 – Housing Quality</p>	<p>Have no policy for the application of the Code for Sustainable Homes</p>	<p>This would not be consistent with either the Government policy and would not deliver the improvement necessary to improve housing quality and address climate change.</p>
<p>Policy HO9 – Housing Quality</p>	<p>Have a policy not to introduce the standards of the Code for Sustainable Homes.</p>	<p>This would not be consistent with either the Government policy and would not deliver the improvement necessary to improve housing quality and address climate change.</p>
<p>Policy HO11 – Affordable Housing</p>	<p>Have no affordable housing policy – leave to the Allocations DPD or purely to negotiation at planning application stage;</p>	<p>This approach would be against national and regional policy requiring Local Planning Authorities to set targets for affordable housing and set out the approach to seeking developer contributions to facilitate the provision of affordable housing. It would not set out any strategic planning framework within which the subsequent DPD's would be formulated.</p>

POLICY	OPTION REJECTED	REASONS
<p>Policy HO11 – Affordable Housing</p>	<p>Require a single threshold and requirement for the proportion of affordable housing across the district.</p>	<p>Bradford district has a range of need and affordability pressures in different areas of the district, with high house prices in areas such as Wharfedale and lower values in inner-city areas. Having a single quota across the district would not reflect local need and may hinder the overall supply of market housing across the district and the delivery of affordable units in areas with the greatest need. Therefore, the opportunities to deliver affordable housing would not be maximised through this approach.</p>
<p>Policy HO11 – Affordable Housing</p>	<p>Have lower or higher affordable housing requirements.</p>	<p>The affordable housing requirements reflect the evidence in the SHMA which has been prepared in a robust way and in line with Government practice guidance. The requirements also reflect the carrying out of a financial viability appraisal which has shown that the levels of affordable housing envisaged can be delivered without detriment the deliverability of most normal sites.</p>
<p>Policy HO11 – Affordable Housing</p>	<p>Have affordable housing requirements on a settlement by settlement basis</p>	<p>The SHMA recommends that it is best practice to adopt as simple an approach to affordable housing requirements as possible. The approach reflects the advice in the SHMA which in turn reflects the evidence collected.</p>
<p>Policy HO11 – Affordable Housing</p>	<p>Apply the national threshold for site size to the whole district and not adopt lower thresholds in Wharfedale and the villages.</p>	<p>The need for a lower threshold is set out in the text and is based on the likely absence of sufficient larger site allocations to make a sufficient affordable housing contribution. PPS3 allows for the adoption of lower thresholds where justified by local evidence and the scale of the need as set out in the SHMA together with probable lack of large sites in these areas provides that justification. Adopting a lower threshold would support the Council's goals of meeting the housing needs of its smaller and rural communities.</p>
<p>Policy HO11 – Affordable Housing</p>	<p>Identify the specific mix of affordable housing required in the policy rather than leaving it to the reasoned justification.</p>	<p>This is best left to the text - the mix of housing needed may change as the LDF progresses and future evidence emerges of the effect of high levels of population and household growth.</p>

POLICY	OPTION REJECTED	REASONS
<p>Policy HO11 – Affordable Housing</p>	<p>Rule out any rural exceptions sites and policy.</p>	<p>Over two thirds of Bradford district could be classed as rural and the district contains a significant number of rural settlements. The inclusion of a rural exceptions policy in the LDF will provide another means of securing the affordable housing needed in the period to 2028.</p>
<p>Policy HO12 – Gypsies & Travellers / Showpeople</p>	<p>Identify specific (strategic) sites within the Core strategy</p>	<p>National guidance does allow for Core Strategies in certain limited circumstances to identify sites for development where by virtue of their size or their significance they are considered of strategic importance with regards to delivery</p> <p>While sites could help deliver broad goals and themes neither the Sustainable Community Strategy nor the District Housing Strategy consider spatially where need arises and where sites provision should be made. The CRESR Accommodation Assessment did not assess or make recommendation on where in the district sites should be identified thus there is no evidence base to support strategic site selection at this stage. There is therefore no current robust basis on which to make an assessment of either whether strategic sites are needed and if so where they should be.</p> <p>It has yet to be established how best to realise the overall pitch requirement – i.e. whether it be via a limited number of large sites or a greater number of smaller ones.</p>
<p>Policy HO12 – Gypsies & Travellers / Showpeople</p>	<p>Have a policy but without specifying pitch numbers.</p>	<p>Pitch numbers have now been embedded within the District Housing Strategy.</p> <p>Evidence on the scale of need has been provided in the CRESR study and needs reflecting in the LDF.</p> <p>Revealing the scale of need within LDF Core Strategy will support any bids for resources both within and outside of the Council and thus give greater likelihood of actual delivery. Inclusion will also provide correct guidance for site allocating LDF documents</p> <p>Omitting pitch numbers from the policy would remove a key element which the public and other stakeholders should have the opportunity to debate and comment on.</p>

POLICY	OPTION REJECTED	REASONS
<p>Policy HO12 – Gypsies & Travellers / Showpeople</p>	<p>Separate policies for Gypsies & Travellers & Travelling Showpeople.</p>	<p>This option would involve one or more separate policies for the two groupings. Forming separate policies could reflect the SCI and the District Housing Strategy although it should be noted that the latter does not include separate goals and policies but considers the issues together. Producing separate policies would unnecessarily lengthen the Core Strategy document and would undermine the clarity of the approach. There would inevitably be repetition between the policies which is not considered best practice in producing LDF documents.</p>
<p>Policy HO12 – Gypsies & Travellers / Showpeople</p>	<p>A specific policy with regards to transit sites.</p>	<p>This option would involve adding a separate policy for transit site provision which would specify the scale of requirement and criteria for identifying suitable sites. Forming a separate policy could reflect the SCI and the District Housing Strategy although it should be noted that the latter does not include separate goals and policies but considers the issues together. Producing a separate policy would unnecessarily lengthen the Core Strategy document and would undermine the clarity of the approach. There would inevitably be repetition between the policies which is not considered best practice in producing LDF documents. In any case, based on the results of the CRESR study there is also considerable doubt as to whether making specific provision for transit sites is the best approach</p>
<p>Policy HO12 – Gypsies & Travellers / Showpeople</p>	<p>Including criteria / policies relating to the design of sites.</p>	<p>This would set out principle and standards with regards to design, facilities, landscaping, sustainability etc. There is no specific reference to site design in the CRESR study which would support or justify such a policy. It is considered that such a policy would not be strategic and could be interpreted as being too prescriptive. Such a policy, if needed could be incorporated within the subsequent LDF DPD's</p>

POLICY	OPTION REJECTED	REASONS
<p>Policy HO12 – Gypsies & Travellers / Showpeople</p>	<p>Rural exception site policy.</p>	<p>This would involve setting out a rural exceptions policy in similar fashion to that relating to affordable housing. The policy would set criteria for considering approval of sites which would not normally be in accordance with the LDF – for example by virtue of being allocated for alternative uses or protected as open space, as green belt etc.</p> <p>There is no current evidence that the need for sites in Bradford is focused on rural areas. Existing sites and communities are based within or on the edge of the urban area of Bradford.</p>

5.3 Planning for Places – Environment

5.3.1 The environment theme focuses on the protection and enhancement of environmental assets and on the use of resources. Environmental assets include Bradford's impressive range of heritage assets, areas of different landscape character and distinctive habitats of wetland, woodland and upland. Policies relating to minerals and energy seek to address use of the District's natural resources and policies relating to environmental protection set parameters to manage impacts on air, land and water.

Open Space, Sports and Recreational Facilities

Introduction

5.3.2 Planning Policy Guidance 17 sets out national planning policy relating to open space, sport and recreation. It promotes the use of planning obligations to secure improvements or additions to the provision of local open space, and sports and recreation facilities. The Companion Guide to PPG17 identifies a wide range of open space typologies; parks and gardens, natural and semi-natural greenspaces, green corridors, amenity greenspace, outdoor sports facilities, provision for children, allotments, cemeteries and civic spaces. It also identifies a range of outdoor sports facilities. PPG17 requires local authorities to undertake detailed local assessments as an evidence base for developing local standards, taking into account the quality, capacity and accessibility of outdoor sports facilities rather than just quantity.

Open Space in Bradford

5.3.3 The Bradford Open Space, Sport and Recreation Study was produced by Knight Kavanagh and Page on behalf of Bradford Council. It was undertaken in line with national guidance and was based on the typologies identified in the Companion Guide to PPG17. The assessment sets out the results of research and analysis of open space, sport and recreational facilities provision within Bradford and addresses the quantity, quality and accessibility of provision. The assessment identifies whether

provision is adequate or whether there are gaps in provision and deficiencies in the quality of existing areas of open space.

5.3.4 The assessment of outdoor sports provision identifies whether facilities have natural or artificial surfaces and whether they are publicly or privately owned. For each type of outdoor sports facilities an assessment is provided of the extent to which existing facilities are accommodating demand. The assessment of open space and recreation facilities has provided a framework for a programme of actions to achieve improvements in open spaces and facilities within the District.



5.3.5 The Open Space Sport and Recreation Study identified standards for provision of a range of different types of open space. However, it did not identify standards for certain types of less formal provision e.g. green corridors. It also identified deficiencies at a local scale. The assessments are based on information gathered between 2004 and 2005. The study provides the context for striking a balance between seeking contributions from developers for new provision of either on-site or off-site open space and the enhancement of existing facilities.

5.3.6 With support from Sport England, the Council engaged consultants to assess the sports and leisure infrastructure in the district. The Sport and Recreation Facilities Assessment focused on provision of swimming pools, sports halls and fitness facilities and assessed whether the supply of built facilities was meeting demand. The Sport and Recreation Built Facilities Assessment and Strategy is currently under review.

5.3.7 A number of council strategies emphasise the importance of making provision for childrens play and the link between physical activity and health. The Strategy for Play emphasises the need to ensure that all children have access to play opportunities and that the quality of provision is as good as possible. The Strategy for Sport and Physical Activity in the Bradford District promotes informal physical activity and has the ambition for the district to be 'Active, Healthy and Successful'. The importance of the link between health and recreation raises the issue of widening participation and encouraging more intensive and extended use of existing facilities. The recent production of the Allotments Strategy emphasises the importance of allotments in encouraging people to take responsibility for the sustainable production of food.

5.3.8 Natural England has produced accessible natural greenspace guidance based on the premise that everyone should have access to good quality natural greenspace near to where they live. Being able to access natural green spaces can help people to avoid obesity and inactivity, heart disease and strokes and depression and mental illness. Natural England have identified a range of standards relating to accessible natural greenspace (ANGst). The standards are a tool to assess current levels of accessible natural greenspace and plan for better provision. Local authorities are encouraged to adopt ANGst as their local standards. ANGst standards and the standards for provision identified in the Open Space, Sport and Recreation Study are set out in Appendix 9. The Woodland Trust has identified Woodland Access Standards and assessed the Districts provision in accordance with these.

5.3.9 Open space assessments and the application of ANGst standards have been used in planning for GI at a regional level. Strategic Core Policy 6 relating to Green Infrastructure identifies the strategic elements of particular importance to the District from work at a regional and sub-regional level. Planning for GI differs from a district-wide assessment of open space in that it goes beyond the site specific and seeks to identify and protect multi-functional networks of connected spaces. GI promotes a framework which evaluates open land in terms of the range of functions it performs, whereas an assessment of open space and recreational facilities might identify a need for a particular type of facility linked to a likely user group within the existing or future population of the district.

5.3.10 Bradford has a network of greenspaces which fulfil a valuable role in terms of size and prominence within the urban area. Many of these 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. Many of these areas, although not all of them, have a minimum level of access through public rights of way.

5.3.11 Larger areas of open space within the urban area, currently identified and known as urban greenspace which are valued for openness, amenity value and connectivity and for fulfilling a variety of functions, will be appraised in the future in the context of distinctiveness and GI.

Initial Options, Sustainability Appraisal and Consultation Response

5.3.13 The initial issues and options paper identified the key issue as being to ensure that all communities have access to high quality green space and sport and recreation facilities. A number of options were identified in order to achieve this; protecting and enhancing all green space, protecting and enhancing greenspace as part of a strategy, requiring developers to make appropriate new provision and developing green networks. It also raised the issue of allowing green space which is considered to be surplus and which has a low value and function to be put to other uses.

5.3.14 The SA favoured the option of protection and enhancement of greenspace and that of developing green networks within the urban areas linking to the open countryside as being of positive benefit to biodiversity and landscape character. There was strong support for the protection and enhancement of open space, for a strategic approach being taken, for requiring developers to contribute towards new provision and for developing green networks. It was pointed out that any development permitted on open space would result in a need to find additional land for open space and recreation and that green space with a low value and function should be enhanced rather than re-designated.

Choosing the Preferred Approach

5.3.15 The option of developing green networks, of positive benefit to biodiversity and landscape, within the urban areas is addressed in Strategic Core Policy 6 relating to Green Infrastructure. The policy relating to open space protection set out below is linked to work in the evidence base and seeks to protect existing open space within the district. It sets out criteria identifying the exceptional circumstances under which it might be considered beneficial to release land used as open space for other uses.

5.3.16 The policy relating to open space provision identifies a strategic framework for increasing open space provision and improving quality to meet the needs of a growing population. More detailed criteria on applying provision standards will be identified in subsequent DPDs relating to allocations and policies. Requirements for provision standards for open space and recreation facilities will need to be set out in site briefs.

5.3.17 There is a need to consider the range of typologies that it is appropriate to identify standards of provision for and the basis of these standards. More detailed policies will need to achieve a balance between encouraging participation and extended use of existing facilities for sport and recreation and the creation of new facilities, between a need for formal facilities that can be used in all weathers and less formal areas of open space. The need to provide indoor facilities or large areas of open space of use to many people from a wider area will need to be addressed as with the provision of smaller scale local facilities.

5.3.18 The Open Space, Sport and Recreation Study assessed the adequacy of the provision for a range of open space and recreation facilities at the time of the study. The updated population projections identified in this report mean that a review of provision will be necessary, linked to locations identified to accommodate growth. This will need to feed into work on overall infrastructure and green infrastructure planning. Until such a review is carried out, any area based assessment of open space provision needs to take account of the last assessment plus the future population projections for the area identified in this document. Where expansion of settlements is proposed, a planned and co-ordinated programme of improvements in the quantity and quality of open

space and recreation facilities will be required to accommodate needs that have quite specific requirements, such as that for new playing pitches, where only relatively flat land is appropriate.

5.3.19 The future framework, for the assessment of existing and potential open spaces within and beyond the urban area, would need to be based on an appraisal of the multiple functions that spaces can offer in terms of connectivity, amenity value, benefits for biodiversity and resilience to climate change, in the context of GI. Typologies such as amenity greenspace may be assessed in the future in terms of how they fulfil a range of functions, however care would need to be taken not to assign a lower value to such spaces due to their importance for informal play and initiatives aiming to support healthier lifestyles. A future assessment would therefore still be needed to address the demand for different types of sport and recreation facilities linked to particular user groups within the existing and future population of the district. Information relating to the demand for and supply of built recreation facilities, linked to participation rates, also needs to be re-appraised.



Moghul Gardens, Lister Park

Policy EN1 Protection of Recreation Open Space and Urban Greenspace

Open Space

A. Land identified as recreation open space, or which is currently or was formerly used for recreation open space will be protected from development. Recreation open space includes the following range of typologies; parks and gardens, natural and semi-natural greenspaces, green corridors, amenity greenspace, outdoor sports facilities, provision for children, allotments and civic spaces.

Exceptions will only be made where:

1. The proposal includes alternative equivalent or better provision in terms of quantity, quality, accessibility and management arrangements, and
2. The loss of open space does not lead to a deficiency in the area, taking into account the most recent assessments of existing provision and future proposals for growth, and
3. The site is not suitable to meet any identified deficiency in other types of open space or indoor sports facilities.

Urban Greenspace

B. Land currently identified as urban greenspace or which fulfils the functions of urban greenspace will be protected from development. The functions of urban greenspace are defined in terms of size, prominence, openness, amenity value and connectivity to other areas of open space. Development will not be permitted unless it:

1. retains the open and green character and
2. through design makes a positive contribution to the character and amenity of such areas.

In the context of Strategic Policy SC6; of progressing definitions of Green Infrastructure at a district level and of reviewing needs for recreation facilities and open space, sites currently operating as recreation open space and urban greenspace and identified in the open space assessment will form the basis for future designations in the Allocations DPD.

Provision of Open Space and Recreation Facilities

C. Housing developments will be required to provide for new or improved open space, sport and recreational facilities through:

1. The provision of new open space, preferably on-site,
2. A contribution to the provision of new open space off-site; or
3. The enhancement of existing open space nearby

When identifying land for development involves the release of greenfield or green belt land, identified deficiencies in recreation open space within the local area will need to be addressed, in addition to meeting the needs of future residents.

Built Recreation Facilities

D. Where major development is proposed in an area with a clearly identified deficiency, in either the quality or quantity, of built recreation facilities, contributions may be required to secure provision of new or enhanced facilities.

Standards of provision relating to quantity, quality and accessibility and requirements for future maintenance will be developed as part of the evidence base.

Section 5 Thematic Policies: Planning for Places - Environment

OUTCOMES	INDICATORS	TARGETS
Standards of provision for a range of open space and recreation facility typologies have been identified. Key GI networks and assets within the District have been identified. Assessment has been made of whether provision meets the needs for open space and recreation facilities of existing and future populations. Key deficiencies in quantity, quality and accessibility of the districts resource have been highlighted and actions identified to address these in DPDs and action plans.	Existing deficiencies in provision of open space and recreation facilities for a range of typologies Number of GI networks and assets identified The needs of the districts future population for open space and recreation facilities Participation in sport and recreation Estimation of future deficiencies for open space and recreation facilities.	

LEAD ROLES	MAIN MECHANISMS
Bradford Council	Local Development Framework, Development Management, Open Space Assessment, Assessment of Sport and Recreation facilities, Assessment of Sports Facilities
Leeds City Region Natural England	Leeds City Region Green Infrastructure Strategy and Delivery Plan
Sport England	Yorkshire Plan for Sport Investment plans and decisions Sport England Toolkit

Biodiversity and Geological Conservation

5.3.20 Biodiversity is the widespread term for biological diversity, which represents the richness and variety of plants, birds, animals and insects. Working with the Grain of Nature: a Biodiversity Strategy for England sets out the broad aim that planning should have a minimal impact on biodiversity and enhance it wherever possible. PPS1: Delivering Sustainable Development identifies the reversal of biodiversity decline as a national planning priority. PPS 9 sets out planning policy on Biodiversity and Geological Conservation. It identifies principles which have the aim of preventing harm to biodiversity and geological interests and need to be incorporated into the decision making of the local authority. In addition to supporting the protection of designated sites, local development frameworks should identify any areas or

sites suitable for the restoration or creation of new priority habitats that contribute to regional targets.

5.3.21 The Yorkshire and Humber Plan Policy (ENV8) supports the recovery of priority species and the restoration and enhancement of priority habitats and functional networks of biodiversity. It also seeks to retain and incorporate biodiversity in development and encourage networks of green infrastructure.

Biodiversity and Geological Conservation in Bradford

5.3.22 The wildlife interest of the Bradford District is influenced by its climate, topography and latitude, with many species at the limit of their range. On a national

scale the climate of the Bradford District lies on the transition zone between the warmer drier lowlands of Britain and the cool wet, uplands.

5.3.23 The range of habitats within the District is also influenced by the underlying geology. The Millstone Grits of the Southern Pennines to the west of the District give rise to substantial areas of upland heathland and blanket bog, whilst the softer shales of the Coal Measures have produced more woodlands, valley wetlands and unimproved grasslands. The demand for development on the lower-lying Coal Measures has fragmented these habitats, although unique habitats have also been created throughout the District as by-products of industrialisation, such as reservoirs, canals and quarries.

5.3.24 The exploitation of sandstones, shales and coal seams has created an industrial landscape that is characteristic of the area. Geodiversity therefore, also needs to be considered as part of the planning process, not only to prevent damage to important sites but also to promote enhancement of geodiversity.

5.3.25 Local Biodiversity Action Plans identify local priorities and contain objectives and targets for maintaining, restoring and creating habitats and conserving species. Important objectives in the Draft Bradford Local Biodiversity Action Plan (BAP) are – safeguarding locally and nationally valued species and habitats and raising public awareness.

5.3.26 There are four levels of designated sites within Bradford District ranging from sites of international importance to those of local nature conservation value. The upland heath and blanket bog of the South Pennine Moors – (represented by Rombalds Moor and Haworth Moor in Bradford District) is of national and international importance. The Moors represent a significant proportion of heathland in England and show exceptional diversity compared to other examples in the European Union. As a Special Protection Area (SPA) and Special Area of Conservation (SAC), the South Pennine Moors are protected under the European Habitats Directive and the European Birds Directive because they contain habitat types which are rare or threatened, and due to the importance of the breeding bird populations.

5.3.27 Habitats of the moorland fringe beyond the designated area are also important in supporting bird

species that are under threat. When traditionally managed, ‘in-bye grasslands’ support a range of invertebrates which provide food for a range of waders and moorland birds. Also important are the blocks of old sessile oak woods, usually found in steeply sloping cloughs around the fringes of the upland heath and bog of the South Pennines.

5.3.28 Bradford has over 50km of main rivers and 23km of canal running through the district. Both the River Wharfe, which supports a variety of fish, including a salmon, brown trout and grayling and the Leeds Liverpool Canal are designated as SEGIs for their nature conservation value. The other main river that flows through the district, the River Aire has been affected by years of pollution, although water quality has recently improved significantly. The network of river and beck corridors are important for species like migratory fish, otters and white-clawed crayfish which depend on continuity of habitat. The upland peatlands, valleys and associated dykes are important water and wetland habitats, as are smaller features such as ponds and lakes that form part of a wider ecological network with other habitat types.

Initial options, Sustainability Appraisal and consultation response

5.3.29 The identification of initial options for protecting the biodiversity resource raised the issue of whether policies should focus on sites and species of international and national importance, on regional and district priorities or on the overall resource. Options for biodiversity enhancement were identified as the key habitats and species identified in the UK Biodiversity Action Plan, regional priorities for habitat restoration and creation and key habitats and species identified in Bradford’s BAP.

5.3.30 The SA notes that all the options identified afford protection to biodiversity and seek to enhance habitats and accommodate key species. Protecting and enhancing sites of nature conservation value, particularly the South Pennine Moors, contributes towards a broad range of SA and plan objectives; including attracting tourists to the district, maintaining landscape character and distinctiveness, providing opportunities for informal recreation and making the area attractive for residents and potential investors.

5.3.31 The response to the issues and options consultation drew attention to the Council's duty (Section 40 of the Natural Environment and Rural Communities Act) to conserve priority habitats and to have regard to the purpose of conserving biodiversity when exercising its functions. Focusing on regional and local priorities is considered to make a strongly positive contribution towards enhancement of the biodiversity resource. The overall approach should be to protect and enhance locally significant habitats and those of particular importance to species identified in the local BAP, while seeking to secure biodiversity gains through development wherever this occurs.

Policy EN2 – Biodiversity and Geodiversity

Development likely to have an adverse effect on a site of ecological/ geological importance (SEGIs and RIGS) or a site of local nature conservation value (Bradford Wildlife 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 substantive nature conservation value of the site. Proposals that are likely to have an impact on such sites will be assessed according to the following criteria;

- 1. Whether works are necessary for management of the site in the interests of conservation.**
- 2. The potential for adverse impact on the habitat and features that form the rationale for designation.**
- 3. The potential for adverse impact on species of local and national importance.**
- 4. The extent to which appropriate measures to mitigate any potentially harmful impacts can be identified and carried out.**

Choosing the Preferred Approach

5.3.32 There are four levels of designated sites within Bradford District ranging from sites of international importance to those of local nature conservation value.

5.3.33 The protection afforded to individual species under the wildlife acts and sites of national and international importance is set out in PPS 9 and in other legislation and guidance. The legal protection afforded to international sites is described in OPDM/ Defra Circular 06/2005, 01/2005. The Habitat Assessment Regulations require that an assessment be made of the impact of policies and proposals in the Core Strategy on the SPA and SAC. Paragraph 8 of PPS9 sets out the Government's policies for developments likely to have an adverse effect on SSSIs.

5.3.34 The initial options raised the issue of whether policies to protect the biodiversity resource should focus on sites and species of international and national importance, on regional and district priorities or on the overall resource. Sites and species of international and national importance are protected by existing legislation and guidance. Improving the overall resource will be addressed through encouraging enhancement and support for green infrastructure.

5.3.35 The preferred approach is therefore for the policy protecting biodiversity to focus on regional and district priorities. This view is supported in PPS9, which recommends a criteria based approach to assessing the impact on sites of regional and local significance. Identifying strategically important habitats within the district with the aim of encouraging enhancement and reversing decline forms an element in Policy EN4 relating to the Natural Environment/ Landscape.

OUTCOMES	INDICATORS	TARGETS
Sites of regional and local conservation value will have been protected. The potential for any adverse impacts will have been managed and mitigation measures identified and carried out.	Number of sites identified of local nature conservation importance Proportion of local sites where positive conservation has been or is being implemented	

LEAD ROLES	MAIN MECHANISMS
Bradford Council	Biodiversity Action Plan Nature Conservation Strategy
Natural England	
Y&H Biodiversity Forum and partnership	Yorkshire and Humber Biodiversity Strategy
West Yorkshire Ecology	
West Yorkshire Geology Trust	West Yorkshire Geodiversity Action Plan

Historic Environment

5.3.36 The Bradford District has a rich and diverse historic and natural environment which is evident in the survival of heritage assets from traces of the Stone Age on Rombalds Moor to its industrial heritage of grand mills and associated developments from the late 18th and 19th centuries.

5.3.37 The value historic environment and the contribution it makes to our cultural, social and economic life is set out in the Government’s Statement on the Historic Environment for England (2010). PPS 1: Delivering Sustainable Development and PPS 5: Planning for the Historic Environment promote good design and that ‘planning has a key role to play in conserving our heritage assets and utilising the historic environment in creating sustainable places’.

5.3.38 Policy ENV9 of the Yorkshire and Humber Plan states “the heritage resource makes a very important contribution to the Region’s distinctive character, identity and sense of place; it also greatly adds to the quality of life for residents, and in particular the local and regional economy”¹³.

5.3.39 Much of the District’s built environment is strongly influenced by its history and heritage. As the District faces significant development pressures resulting from housing and employment targets over the plan period until 2028, particularly in the urban areas, it is essential that the design of development is of high-quality, sustainable and inclusive. The value and essential character of the historic built environment should not be put at undue risk as a result of development.

5.3.40 A key component of achieving ‘attractive, high-quality, sustainable places in which people will want to live, work and relax’¹⁴ is to ensure that the District’s historic assets and the historic environment are conserved, managed and enhanced in a sustainable manner, while supporting appropriate development. This includes the beneficial re-use of heritage assets to bring about social, environmental and economic benefits to communities and to aid the wider regeneration of the Bradford District. Key areas will be identified and detailed policies contained in other Development Plan Documents such as the Bradford City Centre Area Action Plan and the Shipley Canal Road Corridor Area Action Plan.

¹³ GOYH (2008) The Yorkshire and Humber Plan. Regional Spatial Strategy to 2026.

¹⁴ CABE (2000) By Design: Urban design in the Planning System – Towards Better Practice

5.3.41 The historic environment of the Bradford District greatly adds to the quality of life of residents, and the local and regional economy through leisure, culture and tourism attractions. Whilst heritage related regeneration opportunities need to be realised, sensitive restoration and re use schemes that respect historic assets are essential.

Saltaire World Heritage Site

5.3.42 Of international, national and local importance to the District is Sir Titus Salt's model village of Saltaire in Shipley built between 1851 and 1876, which was designated as a World Heritage Site by UNESCO in 2001. The village is a remarkably well preserved and outstanding example of a Victorian model industrial village. The regeneration of the village's from the mid-1980s to the present day is an exemplar of regeneration through heritage.

5.3.43 World Heritage Sites are places of Outstanding Universal Value to humanity, as set out in the 1972 UNESCO Convention Concerning the Protection of the World Cultural and Natural Heritage (the World Heritage Convention). The Outstanding Universal Value of the Saltaire World Heritage Site was defined in a retrospective Statement of Outstanding Universal Value adopted by the World Heritage Committee in 2010. Saltaire's Outstanding Universal Value is embodied in its physical attributes including its river valley location, distinctive grid layout, the high quality and uniformity of its architecture and the range of amenities provided by Sir Titus Salt, which still provide for the village's thriving residential, business and student communities and attract visitors from across the globe.

5.3.44 As part of Saltaire's inscription, a Buffer Zone was established to identify the area in which development is most likely to impact on the site. Tall buildings, structures and other development may still impact upon the site's setting beyond the boundary of the Buffer Zone.

5.3.45 The Council is currently in the process of producing a Revised Saltaire World Heritage Site Management Plan which will provide further analysis of Saltaire's Outstanding Universal Value and how this relates to the surviving fabric of the village. It will also set out how the protection and conservation of the Site will be balanced with the interests of the local

community and the need for Saltaire's historic buildings to maintain sustainable economic uses. Relevant policies in the Revised Management Plan will be considered as key material considerations in decisions made by the Council as required by DCLG Circular 07/2009.

5.3.46 Saltaire World Heritage Site Environmental Capacity Study, commissioned by the Council in 2006, identifies the threats facing the Site and analyses the setting of the Site, including identifying key views to and from the Site. The findings of this study will inform the Revised Management Plan.

Designated Heritage Assets

5.3.47 The Bradford District contains a vast array of designated historic assets 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 benefits to the economy and tourism, in particular:

- Saltaire World Heritage Site
- Over 5,800 Listed Buildings
- 59 Conservation Areas
- 13 Historic Parks and Gardens
- 194 Scheduled Ancient Monuments
- 1 Historic Battlefield Site at Adwalton Moor, Tong



Micklethwaite Conservation Area

Undesignated Heritage Assets

5.3.48 The District contains many other buildings, structures, archaeological and below ground remains that are, as yet, undiscovered that are of local historic and conservation importance. These include local parks and gardens including: Heber's Ghyll; Milner Field; Cliffe Castle and Devonshire Park; and Bierley Hall Wood. The Conservation Area Assessments and Appraisals identify key unlisted buildings and structures. Although these undesignated assets are not afforded the same statutory level of protection through designation, they do make a positive contribution to the character and appearance of the area in which they are situated. Undesignated heritage assets should be treated as if they were designated assets, as material considerations, under Policy EN3.

5.3.49 Initial options, Sustainability Appraisal and consultation response:

Option A: Reliance on national policy from Planning Policy Statement (PPS) 5: Planning for the Historic Environment

5.3.50 In this option there would be no policy within the Core Strategy. The approach of the Council and all interested parties in the historic environment would rely solely on national planning guidance and planning law.

5.3.51 The benefit of this approach would be that all decisions made by the Council would stem from the same sources. The disadvantages of this approach would be that it would fail to take account of local circumstances and opportunities.

Option B: Protection and enhancement of the historic built environment through a locally distinctive policy within the Core Strategy

5.3.52 In this option, there would be a locally distinctive policy to emphasise that the protection and enhancement of the historic built environment is just as much part of the spatial strategy for Bradford as the need to deliver significant housing and employment growth.

5.3.53 The advantage of this approach would be that the need for the protection and enhancement of the historic environment would be acknowledged as an



Cliffe Castle and Devonshire Park

integral part of the strategy for the future of Bradford. The policy would not seek to replicate existing national or regional policies, but would provide scope to introduce a locally distinctive policy for Bradford, particularly if the findings of the Conservation Area Assessments and Appraisals are to be taken into account. However, it is essential that this option does not become too restrictive, with unnecessary barriers in the way of the need for development.

5.3.54 During both the Issues and Options and the Further Issues and Options stage of public consultation, the majority of stakeholders expressed the views that the historic environment should be protected as a finite resource in its own right. English Heritage reaffirms that there is support within national policy and in the recently published heritage white paper for a "strategy to identify, safeguard and enhance locally important elements which contribute to the local distinctiveness of Bradford" (Issues and Options - 2007)

5.3.55 The results from the Sustainability Appraisal Issues and Options stage identified that the options to afford protection to the historic environment contribute positively towards the SA objective 7 (historic assets and their settings).

Policy EN3 – Historic Environment

The Council will work with partners (including landowners, agents, developers, local organisations and the local community) to proactively conserve and enhance the character, appearance, archaeological and historic value and significance of the District's designated and undesignated heritage assets and their settings. These will be protected by:

A. Ensuring the protection, management and enhancement of the Outstanding Universal Value of Saltaire World Heritage Site and its, setting and buffer zone through a World Heritage Site Management Plan and associated documents.

B. Requiring that development within the World Heritage Site should protect, conserve and enhance its Outstanding Universal Value. Development within the setting of the Site, including within the Buffer Zone, should not adversely impact on its Outstanding Universal Value or setting including views to and from the Site.

C. Requiring that all proposals for development be of the highest standards of design in order to respect and reinforce the significance of historical assets; whilst contributing to their setting and the local distinctiveness of the area in which they are located. Account should be taken of guidance adopted by the Council, particularly Conservation Area Assessments/Appraisals and other policies and plans produced as part of the LDF.

D. Ensuring that heritage related regeneration opportunities, in particular through leisure, tourism and economic development are utilised to their full potential through sensitive restoration and reuse schemes.

Choosing the Preferred Approach

5.3.56 Option B is the Council's preferred option for the historic built environment. This approach would establish the Council's overall approach to the continued protected and enhancement of our historic assets, within the context of national and regional policy, with a locally-specific emphasis to focus on local issues.

5.3.57 Bradford's historic fabric is a defining characteristic of both the city and the wider district and should be the starting point for consideration of any new development.

5.3.58 Option B is the preferred option as it makes explicit reference to the protection and enhancement of Bradford's built heritage which is an integral part of the spatial strategy for the District. This is particularly important in an area that is required to accommodate significant housing and employment growth over the next 15-20 years until 2028. This option also enables the identification of issues which are specific to Bradford.



Shipley College, Saltaire World Heritage Site

5.3.59 The reliance solely on national and regional policy would not recognise the local issues which need to be addressed within planning policy.

5.3.60 It is however important to note that the heritage policy within the Core Strategy does not seek to prevent or unnecessarily restrict development within the historic environment, but merely promotes suitable development within such areas which make a positive contribution to the character of the local area and to the wider priorities within the Core Strategy.

Section 5 Thematic Policies: Planning for Places - Environment

OUTCOMES	INDICATORS	TARGETS
The districts historic attributes and values will be recognised and safeguarded as an integral component of development within the district	<p>Quality and condition of historic attributes</p> <p>Realising the potential of heritage in new development and regeneration.</p>	<ul style="list-style-type: none"> • % of Grade I and II* Listed Buildings deemed to be 'at Risk' • % of Grade II Listed Buildings Grade deemed to be 'at Risk' • % of Listed Buildings in the Saltaire World Heritage Site deemed to be 'at risk' • % of key views to and from the Saltaire World Heritage Site in a poor or very bad condition • % of up-to-date Conservation Area Appraisals • Nil planning applications granted subject to sustained objection from English Heritage due to impact on historic environment.

LEAD ROLES	MAIN MECHANISMS
Bradford Council	Local Development Framework, Development Management, Conservation Area Appraisals and Management Plans, Listed Buildings At Risk Re-surveys, Regeneration programmes
English Heritage	Strategies, plans and projects
Heritage Lottery Fund	Townscape Heritage Initiative

Landscape and Natural Environment

5.3.61 The European Landscape Conventions definition of landscape is 'an area, as perceived by people, whose character is the result of the action and interaction of natural and/or human factors'. PPS7 Sustainable Development in Rural Areas states that Local Development Documents should provide sufficient protection for landscape areas, using tools like landscape character assessment. The Consultation Paper on Planning for a Natural and Healthy Environment indicates that LDFs should include criteria based policies against which to judge proposals for development affecting landscapes that are particularly highly valued locally, based on an assessment of landscape character, sensitivity and capacity.

Natural Environment in Bradford

5.3.62 The Yorkshire and Humber Plan requires that development strategies, plans and decisions will maintain and enhance distinctive landscapes and related assets of regional, sub-regional and local importance. The landscapes identified, from a regional perspective, that are of relevance to Bradford are historic landscapes, parks and gardens, and derelict and despoiled urban fringe landscapes, especially those in the South Pennines. Enhancement could include: new woodland planting, restoration of field boundaries, reclamation of derelict sites, and sympathetic development.

5.3.63 The Leeds City Region sub area policies relating to the environment in The Yorkshire and Humber Plan identify a need to safeguard the rural setting of the communities of the South Pennines and those to the north of Bradford and Leeds and to use work that describes the character of the landscapes to help shape the choices about the locations for development and activities to enhance the setting of places.

5.3.64 The 'Character Map of England' subdivides the District into 3 main character areas; the South Pennines, the Yorkshire Southern Pennine Fringe and the Nottinghamshire, Derbyshire and Yorkshire Coalfield. The Millstone Grits of the Southern Pennines to the west of the District give rise to substantial areas of upland heath and blanket bog. In contrast, the coalfield areas of Bradford are

dominated by urban influences, and the rapid expansion of industry, settlement and transport networks interspersed by woodlands and valley wetlands.

5.3.65 Significant areas of the District form part of the Yorkshire Southern Pennine Fringe, a transition zone, characterised by gritstone industrial settlements in the valleys surrounded by pastoral agriculture in the foothills. The gritstone terraces and stone walls of the pasture give a visual unity to the landscape.

5.3.66 A detailed landscape appraisal of the Bradford District has been carried out in-house, based upon the approach to distinct landscape character developed by Natural England. The appraisal identifies ten specific, distinct and unique landscape character areas (see Figure EN4 page 225), and sets out a description of each area. Important positive features and detractors are identified and an analysis provided of the areas sensitivity to change. The diversity of landscape character areas form an important element in Bradford's identity and the quality of life of its residents. The landscape backdrop is a significant influence on the character of individual settlements.

5.3.67 Bradford's BAP identifies habitat action plans for in-bye grassland, hedgerows, river corridors and upland woodland. The habitat action plan for hedgerows, and the Landscape Character Assessment both recognise the important role that boundary structures play in the ecology and landscape of the district. Hedgerows and drystone walls can be threatened both directly by development decisions and indirectly when land use change leads to a more gradual process of neglect.

Updates to Evidence Base and Regional Policy

5.3.68 Since the initial options were formulated further research has been carried out that needs to influence the strategic approach to landscape and biodiversity in the Core Strategy. Addressing the impact of climate change on biodiversity has been identified as a key issue and further work has been carried out relating to landscape sensitivity based on the Landscape Character Assessment. A consultation paper has been produced on 'Planning

for a Natural and Healthy Environment', with the aim of combining PPS9 (Biodiversity and Geological Conservation) and PPG17 (Planning for Open Space, Sport and Recreation) together with elements of PPS7 (Sustainable Development in Rural Areas) in a new PPS. The Yorkshire and Humber Regional Biodiversity Strategy has been developed by the Yorkshire and Humber Regional Biodiversity Forum.

5.3.69 The Yorkshire and Humber Regional Biodiversity Strategy indicates that the traditional approach of protecting identified sites is not sufficient to ensure that our biodiversity remains viable into the future. It highlights a need to develop work at a strategic scale to maintain and increase habitat linkages across the regions landscapes. Important themes identified in the Strategy are; protecting the best sites for wildlife in the region, focusing conservation action on the region's priority habitats and species, improving functional habitat networks and helping the region's biodiversity adapt to climate change.

5.3.70 The Yorkshire and Humber Biodiversity Forum has led work to produce biodiversity opportunity maps and indicative ecological networks at a regional level. Grassland, woodland, wetland and heathland networks are identified separately. The maps can be used as a focus for the efforts of local authorities, wildlife agencies and other partners to maintain, restore and re-create the biodiversity resource and form the basis for producing local maps.

5.3.71 Planning and Climate Change: the Supplement to PPS 1 requires planning authorities to take into account the effect of development on biodiversity and its capacity to adapt to likely changes in the climate, when selecting land for development. The effect of drought could result in greater separation of habitats. To adapt to climate change the Yorkshire and Humber Climate Change Adaptation Study recommends improving connectivity and an overall expansion in habitat types currently suffering from isolation or fragmentation, to improve habitat permeability.

5.3.72 The ecological networks and opportunity mapping work needs to be used to guide the management of development but also to recognise the opportunities that development can bring in terms of the enhancement and restoration of biodiversity

and landscape. Ecological networks that aid species movement need to be integrated into the master-planning of development at an early stage and at a strategic landscape level to avoid corridors being blocked by forms of development that would create a barrier to such movement.

5.3.73 Increasing connectivity can be achieved by physically connecting habitats or by making the landscapes within which they sit more hospitable to particular species. Improved links between existing sites of high quality habitats can be achieved by a process of site extensions, stepping stone sites or enhanced corridors. Establishing ecological networks can achieve significant benefits for areas within the urban fringe where landscapes have been greatly influenced and/or degraded by human activity, leaving the remaining habitats fragmented and isolated from each other.

5.3.74 Following the adoption of the Landscape Character SPD, sensitivity to change of landscapes within the district has been mapped and four levels of sensitivity have been identified. This ranges from very high to low sensitivity based on how distinctive the character is and how susceptible it would be to change. Information on biodiversity value and heritage assets formed an element in the landscape assessment work. The areas identified as being of very high sensitivity are the upland landscapes of the South Pennine Moors, protected under the European Habitats Directive and the European Birds Directive.

5.3.75 The Consultation Paper on Planning for a Natural and Healthy Environment identifies a need for a local planning approach to the natural environment. This should set out policies for the conservation, restoration, enhancement and enjoyment of the natural environment which are consistent with national, regional and local biodiversity, geodiversity and landscape priorities, objectives and targets, including those agreed by local biodiversity partnerships.

5.3.76 A number of regional strategies identify targets that relate to important habitats. The Yorkshire and Humber Biodiversity Forum (YHBF) has set out a Wetland Vision which includes a target of the creation of 1000 ha of wetland habitat by 2015. Regional targets have also been set to increase the area of accessible woodland and to increase the

region's woodland resource by approximately 500 ha per annum. The Regional Forestry Strategy identifies key priorities as being the management of ancient and designated woodlands and the creation and protection of functional woodland networks.

Initial Options, Sustainability Appraisal and Consultation Response

5.3.77 The identification of initial options for protecting landscape character raised the issue of whether all landscapes should be protected in accordance with the Landscape Character Assessment or whether protection should be focused on landscapes with strong historic and cultural associations or landscapes with strong biodiversity links. A range of options were identified for enhancing landscapes, including focusing efforts on those with strong biodiversity links or with strong historic and cultural associations. In addition to these further options for landscape enhancement were identified as derelict and despoiled urban fringe landscapes, landscapes in the vicinity of developments and those associated with green infrastructure.

5.3.78 The SA views all the options as helping to ensure that landscape character is maintained. Protecting landscape character can help to protect biodiversity through the maintenance and restoration of habitats and can also contribute towards the protection of historic assets and their settings. The landscapes of the district are of tourism, leisure and recreational value and contribute to the attractiveness of the area. The SA regards all the options that seek to enhance landscape character as contributing towards that objective. The option of focusing on derelict and despoiled sites, which distract from the existing landscape character is seen as making a very positive contribution.

5.3.79 The consultation response, at the issues and options stage, identified landscape character as a key component of local distinctiveness that helps to create a 'sense of place'. Landscape policies need to reflect the importance of cultural and historic associations and link into work relating to green infrastructure at a regional scale.

5.3.80 The SA identifies links between protecting and enhancing the biodiversity resource and helping to ensure that landscape character and

distinctiveness is maintained. All the initial options seek to enhance habitats and species, while the consultation response drew attention to the need to secure biodiversity gains from the process of development. Later work emphasised the need for a biodiversity policy to focus on achieving greater connectivity and enhancement in priority areas to help achieve resilience to climate change.

Policy EN4 – Landscape

Plans, policies and proposals should make a positive contribution towards the management and enhancement of the diversity of landscapes within the District of:

Airedale	Thornton and Queensbury
Esholt	Tong Valley
Pennine Upland	Wilsden
Rombalds Ridge	Wharfedale
South Bradford	Worth and North Beck Valley

Using the criteria set out in the Landscape Character Assessment SPD.

They should seek to reverse the decline in species of local and national importance and in the quality and quantity of strategically important habitats within the district. Strategically important habitats are defined as:
Ancient and semi-natural woodland
Wetland and floodplain
Upland habitats.

The following principles should be applied:

- 1. Respecting the principles of ecological network design and the mapping of biodiversity enhancement opportunities identified at a regional level**
- 2. Respecting the overall sensitivity of the landscape and its capacity to adapt to change**
- 3. Incorporating beneficial existing biodiversity, geological and landscape features into design of the site and introducing further enhancement**
- 4. Enhancing landscapes in the urban fringe,**

achieving improvements in advance of development and achieving multi-functional benefits that meet Green Infrastructure objectives

5. Respecting the importance of cultural associations, historic elements in the landscape and the setting of settlements and heritage assets
6. Contributing towards overall enhancement of the District's biodiversity resource

Choosing the Preferred Approach

5.3.81 The policy should be to ensure that proposals for development, particularly those on the edge of settlements contribute towards the management and enhancement of the district's landscapes and biodiversity resource. It needs to encompass the principles set out in the Landscape Character Assessment, encourage greater connectivity and enhancement in priority areas and mitigate the impact of development to secure net biodiversity gain. The issue of connectivity is addressed in the references to Green Infrastructure Corridors in Strategic Core Policy 6 and in the reference to ecological network design. The issue of resilience to climate change is addressed in Strategic Core Policy 2.

5.3.82 In the consultation response, there was support for a policy that viewed development as an opportunity to enhance landscape character and for a broader view of character that seeks to incorporate historic elements. Natural England recommended a policy that respected sensitivity and the need for constraint but also supported positive landscape restoration especially in accessible countryside around towns. They supported the objective of securing biodiversity gains from development that are responsive to important habitats and BAP objectives.

5.3.83 The strategically important habitats of floodplain, upland heath and woodland were identified in the issues and options paper. The response to the paper identified a need to include a more appropriate local definition of these habitats in order to make the link with the four habitat action plans in the Local BAP of in-bye grassland, hedgerows, river corridors and upland woodland. Upland habitats should include

upland heath, blanket bog and wet or unimproved grassland on the moorland fringe. Floodplain habitats need to include rivers, standing open water, bog, fen, wet grassland, species rich unimproved grassland and wet woodland. Targets are likely to be set for the creation and restoration of woodland and water-based habitats in future LDF documents. For the uplands, the emphasis will be on securing the mechanisms and resources for long-term management and improving resilience to climate change.

5.3.84 The regional Biodiversity Opportunity Maps define specific landscape-scale priority areas where conservation action is likely to have the greatest benefit to biodiversity. Focusing on these areas will not only benefit existing habitats or species, but will result in the expansion or creation of habitats at a landscape-scale and with this, the potential to restore ecosystems.

5.3.85 The Landscape Character Assessment and Biodiversity Opportunities Maps will be used to assess the potential impact of development and to inform decision making on future strategic locations for development. The framework set out in the Allocations DPD and the site briefs within this document will identify more detailed requirements for ecological and landscape appraisal, for assessment of the impact of development and for integrating enhancement schemes. Information relating to key local species and habitats in the Bradford BAP should be used to guide proposals for biodiversity enhancement and the design of development. Requirements for ecological appraisal and retention of existing features will include previously developed land and rock faces resulting from engineering operations, as both can provide valuable habitats for many species.

5.3.86 Although priority habitats are important, the biodiversity associated with urban green spaces needs to be valued as this sustains more widespread and common species and represents the main contact with nature for many residents. Local Opportunity Mapping and Green Infrastructure planning should therefore be seen as complementary and in many locations networks will overlap. However in order to fulfil both purposes, networks would need to have a continuity of natural features and may need to be managed and assessed independently of green infrastructure corridors, perhaps in locations where intensive sport and recreational use are considered to

Section 5 Thematic Policies: Planning for Places - Environment

be the primary functions. Implementing the policy will require the mapping and assessment of a number of different layers of information relating to landscape character and sensitivity, biodiversity and GI.

OUTCOMES	INDICATORS	TARGETS
<p>Locally distinctive landscape character and quality will have been safeguarded and enhanced. Proposals make a positive contribution to the management and enhancement of landscapes within the district. Improvements have taken place in the quality and quantity of strategically important habitats. The decline in species of local and national importance within the district is reversed.</p>	<p>Number of landscape management proposals required and achieved.</p> <p>Hectares of semi-natural woodland created or improved</p> <p>Hectares of wetland or floodplain habitat created or improved</p> <p>Species monitoring in Biodiversity Action Plans</p>	

LEAD ROLES	MAIN MECHANISMS
Bradford Council	Local Development Framework, Development Management, Landscape Character Assessment, Local Biodiversity Action Plans
Natural England	Strategies, plans and investment decisions
Forestry Commission	Grants and management regimes
Environment Agency	Catchment Flood Management Plans, River Basin Management Plans

Figure EN4 The Bradford District Landscape Character Areas



Trees and Woodland

5.3.87 Woodlands and trees are key elements of a sustainable environment. They enhance both urban and rural landscapes, 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 by providing shelter, minimising the effects of driving rain and reducing exposure.

Policy EN5 – Trees and Woodland

The Council will seek to preserve and enhance the contribution that trees and areas of woodland cover make to the character of the district. In particular the Council will:

A. Refuse development proposals which would result in the loss of trees or areas of woodland cover which contribute to:

- 1. the character of a settlement or its setting**
- 2. the amenity of the built up area**
- 3. valuable wildlife habitats or**
- 4. the ancient and semi-natural woodlands of the district**

B. Continue to make Tree Preservation Orders where necessary, especially within and adjacent to development and will rigorously enforce such orders. 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.

5.3.88 Overall only 4.6% of Bradford District is woodland compared to a national average of 10%. The Woodland Strategy expresses the Council's commitment to improving the amount of woodland cover and quality of woodlands in Bradford. The identification of future locations for development needs to make a positive contribution towards enhancing woodland cover. Tree Preservation Orders will be actively used to sustain the landscape character of the District and to influence the layout of

new development. The policy relating to trees and woodland reinforces policies relating to Green Infrastructure, climate change, biodiversity and the natural environment.

5.3.89 The response to the issues and options paper suggested that ancient and semi-natural woodland should be identified as clear priorities. Only fragments of ancient and semi-natural woodland remain in the Bradford District, totalling approximately 200 hectares. Middleton Woods at Ilkley, Hirst Wood and Shipley Glen are good examples.

Energy

Introduction

5.3.90 Implementing renewable and low carbon energy is an important part of the response to the challenges of both climate change and security of energy supply. In order to meet both the Government and Bradford Council's carbon-cutting ambitions, higher levels of energy efficiency and greater use of low carbon and renewable energy are required. The Energy Act of 2008 creates a framework for supporting these new technologies.

5.3.91 The Government's Renewable Energy Strategy identifies measures being considered to deliver the UK's target of generating 15% of its total energy from renewable sources by 2020. Measures should focus not simply on achieving renewable means of producing electricity but also on renewable forms of heating and the implications for transport.

5.3.92 Renewable and low carbon energy sources are low or zero emission alternatives to fossil fuels as a source of energy. Renewable Energy occurs naturally and continuously in the environment, such as energy from the sun, wind, waves or tides. Low carbon energy is about the generation of heat and power with lower emissions than conventional means, by using more efficient technologies, fuels with lower carbon content or capturing and storing emissions.

5.3.93 Both renewable and low carbon energy are decentralised energy systems meaning that they do not rely on the high voltage transmission network or the gas grid. This means that there is a high initial outlay associated with these technologies, especially while the market is relatively small and the national

energy infrastructure needs to be adapted to accommodate them.

5.3.94 The supplement to PPS1 on Planning and Climate Change identifies a role for planning in encouraging greater use of decentralised and renewable or low carbon supply systems and networks, identifying areas of opportunity for renewable and low carbon energy and setting targets. Where prescriptive targets are to be set for the use of decentralised and renewable or low-carbon sources of energy, then the viability of targets will need to be tested.

Potential for Renewable and Low Carbon Energy in Bradford

5.3.95 The Yorkshire and Humber Plan identified indicative local targets for installed grid-connected renewable energy. The indicative target identified for Bradford District was 56 MW by 2021. The indicative targets were based on an earlier study, published in 2004. This study identified wind energy as a major contributor at that time, but considered that other technologies would help to deliver targets in the future. Monitoring of progress made towards meeting targets has not, however, proved easy to achieve, particularly regarding the contribution made by micro-renewables.

5.3.96 A more recent study, commissioned by Local Government Yorkshire and Humber to assess the resource for low carbon and renewable energy generation across the Yorkshire and Humber region, was published in 2011. The study identifies a range of opportunities within the District, including potential for wind energy and hydro generation. Many areas of Bradford have the density necessary to support district heating networks and there are public buildings that could provide anchor loads for such networks. The study focused on identifying potential and opportunities for renewable energy, rather than setting targets.

5.3.97 The regional study recognised commercial wind as having the potential to make a significant contribution to the renewable energy resource. There are a number of factors that influence a districts capacity to accommodate groups of commercial scale wind turbines; wind speeds, the extent of the urban area and outlying settlements and landscape,

environmental and ecological constraints. The Yorkshire and Humber Plan identifies two strategic constraints that have an influence on the potential for wind energy in Bradford District; the South Pennine Moors Special Protection Area (also a Special Area of Conservation) and the consultation zone around Leeds/Bradford Airport.

5.3.98 The findings of the latest regional study provides an evidence base to assist local authorities in developing a strategic approach to renewable and low carbon energy. The study recognised that further work needed to be done at a district level, particularly relating to evaluating the relationship between renewable energy development, landscape character and the natural environment. This work will be undertaken to inform the later stages of progressing the local development framework. There is also a need to consider in association with the airport authority, whether advancements in technology would allow mitigation of the constraints associated with the airport.

5.3.99 Recognising the potential for local authorities to assist in delivery of renewable and low carbon energy, the Council is committed to facilitating community led renewable energy generation projects and maximising the potential for delivery within the Leeds City Region. From a planning perspective there is a need to identify strategic opportunities for renewable energy, including the potential for accommodating facilities on brownfield land and to link renewable and low carbon energy potential with future locations for development.

Initial Options, Sustainability Appraisal and Consultation Response

5.3.100 The initial options stage raised the issue of whether district policies should go beyond support for targets and national standards. The Sustainability Appraisal identified potential for conflict with objectives supporting biodiversity, landscape, historic assets and health and well being. However it was considered that renewable energy developments could benefit the local economy. The Sustainability Appraisal also highlighted a need to identify opportunities for renewable energy generation and the constraints on supply, in terms of the potential for environmental or social impacts. Further consideration should be given to the potential for

renewable energy generation to serve broad areas proposed for development.

5.3.101 The topic paper response to the issue of renewable energy included representations from the Environment Partnership and the Yorkshire and Humber Assembly in support of targets. Others respondents expressed concerns about whether reaching targets dependent on large-scale wind energy generation could be reconciled with the protection of unique landscapes, the setting of historic settlements and the needs of species in the Special Protection Area. Stringent criteria for assessing the impacts of renewable energy generation upon the natural environment, landscape and biodiversity were supported, particularly on bird/ bat flight corridors. Respondents considered that the Local Development Framework should promote those forms of renewable energy that have a less significant impact on the landscape and environment.

Choosing the Preferred Approach

5.3.102 It is recognised that further work still needs to be carried out in order to achieve a district wide assessment of strategic opportunities to secure decentralised energy. This will use as a starting point the recent study of Low Carbon and Renewable Energy Capacity in Yorkshire and the Humber, which identifies potential across a wide range of technologies. It will investigate the potential for larger scale low carbon schemes to serve new development and existing communities.

5.3.103 Where area-wide or site-specific targets are identified, the supplement to PPS1 notes that these must be consistent with the delivery of the housing target and not inhibit the provision of affordable housing by affecting viability. For new development the main driver for increasing the contribution from microgeneration technologies is likely to be the progressive tightening of the Building Regulations, up to and including the introduction of a zero carbon requirement for homes in 2016 and for other buildings at a later date. However there will still be a role for planners in determining applications for renewable and low carbon energy technologies, which may be to serve new development or existing properties.

5.3.104 The sustainability appraisal, at the issues and options stage, identified a number of potential

areas of conflict in supporting the exploitation of renewable energy resources. The consultation response stressed the need to assess impacts on the natural environment, landscape, biodiversity and heritage assets. Accordingly, the policy emphasises the need to make a full appraisal of environmental, economic and social impacts and, where appropriate to incorporate mitigation measures. Further assessment of the impact of developing renewable energy resources on the districts natural environment, landscape, biodiversity and heritage assets will be incorporated into work on evaluating the districts low carbon and renewable energy resource.

Policy EN6 - Energy

A. Plans, strategies, investment decisions and programmes developed by the Council and its partners will maximise improvements to energy efficiency and support the development of renewable and low carbon sources of energy by:-

- 1. Identifying strategic low carbon and renewable energy opportunities**
- 2. Ensuring that future development takes place in locations and at a scale that can make a positive contribution to the districts capacity for renewable and low carbon energy**
- 3. Setting out local requirements for the use of decentralised energy and sustainability of buildings in DPDs and in the Bradford city Centre Area Action Plan that promote the maximum use of decentralised energy in areas of greatest opportunity, while taking into account viability and the need to deliver both market and affordable housing**

B. All proposals for renewable and low carbon generation must include full assessment of the environmental, economic and social impacts and the integration of measures to minimise adverse impacts.

OUTCOMES	INDICATORS	TARGETS
Renewable and local carbon energy capacity in the district will have increased.	<p>Mega Watts (MW) of installed renewable energy and low carbon energy capacity that has needed planning permission</p> <p>Number of allocated sites identified as having the potential to be served by renewable or low carbon sources of energy</p>	

LEAD ROLES	MAIN MECHANISMS
Bradford Council Leeds City Region	Low Carbon Transition Plan leading to a range of incentives Climate Change Strategy

Development and Flood Risk

5.3.105 All forms of flooding and their impact on the natural and built environment are planning considerations. The key planning objectives, identified in PPS25 Development and Flood Risk, are to appraise, manage and reduce the risk of flooding. The Councils commitment to achieving these overall objectives of flood risk policy is expressed in Strategic Core Policy 2 relating to climate change. The policy set out below defines a framework that will guide the process of identifying locations for future development while seeking to reduce flood risk.

5.3.106 The Draft Regional Flood Risk Assessment (RFRA) and the Strategic Flood Risk Assessment (SFRA) – Level 1, prepared at district level, provide a framework for the overall appraisal and management of risk. The most important principle, in terms of managing risk is that development should only be permitted in areas of high flood risk when there is no reasonably available land in areas of lower flood risk and the overall benefits of the development outweigh the risks from flooding. Risk should be reduced, at a strategic level, by safeguarding land from development that is required for flood water storage and defences and using the opportunities offered by new development to incorporate sustainable urban drainage, green infrastructure for water storage and the re-creation of the functional flood plain.

Flooding in Bradford

5.3.107 Bradford District includes the catchment areas of the River Aire and the River Wharfe, the later forming a main river within the River Ouse catchment. Both the Aire and the Ouse play an important role in the future planning of neighbouring authorities within the Leeds City Region and beyond.

5.3.108 The upper reaches of the River Aire within Bradford District have a largely rural character and the flood plain in the Silsden and Steeton With Eastburn area is quite extensive. The River Worth is one of the larger contributing catchments and joins the River Aire at Keighley. The middle reaches of the River Aire are heavily urbanised and contain the towns of Keighley, Bingley, Shipley and the City of Bradford. Between Keighley and Leeds the valley floor steepens and becomes narrower. The density of development within the valley has resulted in significant restrictions to the natural floodplain.

5.3.109 The River Aire within Bradford District is characterised by a number of swift flowing upland streams which then flow down through the towns along the valley. Periods of heavy rainfall in the uplands can therefore produce high flows in the tributary catchments between Keighley and Bradford. This problem becomes most acute in densely developed areas where gradients are steep, for example there are locations within the Bradford Beck corridor, where water levels can rise significantly in just a few hours.

5.3.110 The channel of Bradford Beck has been heavily modified and while lengths to the west of the city are open, most of its length lies in culvert as it runs through the centre of the city. The Beck is known to have caused serious flooding in the past, however the construction of the flood alleviation tunnel in 1993 reduced the risk of flooding. Recognising the importance of the Bradford Beck Corridor to regeneration of the District and the continuing need to manage flood risk, the Council commissioned new modelled flood event data, which takes into account both the sewer system and the diversion channel.

5.3.111 The River Wharfe skirts the settlements of Addingham, Burley-in-Wharfedale and the central area of Ilkley. It is a fast reacting river with flood flow rapidly passing downstream. As well as flows that come down from the upper Wharfe, there are a number of smaller streams and becks descending from the moors in Wharfedale, which can be a source of flood risk in extreme rainfall events.

5.3.112 Surface water flooding can occur where extensive rainfall exceeds the drainage capacity in an area, as happened in a number of locations in the UK in summer 2007. The shape of the landform in Bradford, especially in and around a number of the built-up areas, makes the district potentially prone to flooding caused by direct rainfall, due to the extent of hard surfaces and a lack of sufficient sewer capacity. In addition to causing flooding to property, surface water runoff can lead to water quality issues and potential health risks.

Recent updates to evidence base and policy

5.3.113 Following the 2007 floods and the Pitt Review, the Flood and Water Management Act 2010 has given Lead Local Flood Authorities responsibility for identifying sources of local flood risk and reducing the likelihood and impacts of local flooding. These sources include surface run off, groundwater and flooding from smaller rivers and streams. When fully implemented, the Act will end the automatic right to connect surface water drains and sewers to the public sewerage system, with developers being required to use sustainable urban drainage (SUDs) in new development, where practicable. Issues relating to the adoption and future maintenance of SUDs will need to be resolved by local authorities.

5.3.114 The Draft Regional Flood Risk Assessment (RFRA) and the Strategic Flood Risk Assessment (SFRA) provide data and guidance to inform the flood risk policies in the Core Strategy. Bradford's Level 1 SFRA document has been prepared by JBA Consulting. The SFRA identifies the functional flood plain (Flood Zone 3b), comprising largely of open and undeveloped land where water has to flow or be stored in times of flooding. It also identifies areas naturally vulnerable to surface water flooding and climate change layers, which will inform the identification of locations for future development.

5.3.115 The Draft Regional Flood Risk Assessment (RFRA) provides a broad consideration of flood risk and an appraisal of cities and major towns in the region, including Bradford, Keighley and Ilkley. In Bradford there is considered to be a low to moderate risk of fluvial flooding within the city centre with higher risk in Shipley, however there is also a risk of surface water flooding. Flood risk is recognised as a constraint in Keighley with a moderate risk of flooding from fluvial sources to the north east of the town, where investment could be needed to enhance the level of protection along the river. In Ilkley flood risk constraints are identified along the River Wharfe corridor and surrounding flood plain to the north of the town centre.

5.3.116 While major parts of urban Bradford lie outside the flood plain, the SFRA notes that some built up areas are at risk of flooding from a number of different sources. Flooding has been recorded when the River Aire overtops into the Leeds-Liverpool Canal, causing increased flood risk to communities located close to the canal network. Shipley is identified as an area at risk from a number of different sources of flooding, as is Keighley which has experienced groundwater and surface water flooding as well as fluvial flooding.

Initial options, Sustainability Appraisal and consultation response

5.3.117 The initial options paper relating to the environment identified a number of options which ranged from favouring regeneration to giving the greatest priority to reducing flood risk within the district. The Sustainability Appraisal of the issues and options stage supported the option of giving a high

priority to flood risk and not allowing development in the flood plain, as contributing positively towards the flood risk and climate change objectives.

5.3.118 The strategic level of appraisal that has been carried out to date, identifies flood risk from a range of sources as a constraint and an issue that needs to be addressed in the Bradford urban area and in Keighley and Ilkley. Data generated in the SFRA and flood risk indicators appropriate to the Core Strategy will be used in the Sustainability Appraisal process to demonstrate the principle of sequential testing at a strategic level.

5.3.119 The consultation response supported giving a high priority to reducing flood risk and requiring high standards of flood risk assessment and management in order to deliver sustainable regeneration and appropriate locations for development. It recommended that a sequential approach should be used in determining allocations. There was support from a range of stakeholder organisations for the use of sustainable urban drainage systems in order to reduce the impact of new development on flood risk, particularly where density is to be increased. Policies in the Core Strategy need to reflect the value of surface water for landscape, public realm and biodiversity, in addition to its primary role in reducing the intensity of flooding.

Choosing the Preferred Approach

5.3.120 The principles of sequential testing, safeguarding land from development within high risk zones and ensuring that development is resilient and flood resistant are set out in PPS 25 and were supported in the consultation response. Further support and advice on their application is provided in Bradford's SFRA. The Level 1 SFRA provides the framework for identifying land with the lowest probability of flooding that would be appropriate to the type of development or land use proposed. It also highlights locations where flood risk is an issue, but development is needed to meet wider sustainable objectives and therefore further Level 2 work might be required.

5.3.121 As climate change will increase the probability of flooding in the future, assessment of the potential of land within high risk Zones 2 and 3a

Policy EN7 Development and Flood Risk

A. The Council will manage flood risk pro-actively and in assessing proposals for development will:

1. Integrate sequential testing into all levels of plan-making
2. Require space for the storage of flood water within Zones 2 and 3a
3. Ensure that any new development in areas of flood risk is appropriately resilient and resistant
4. Safeguard potential to increase flood storage provision and improve defences within the Rivers Aire and Wharfe corridors
5. Manage and reduce the impacts of flooding within the beck corridors, in a manner that enhances their value for wildlife
6. Adopt a holistic approach to flood risk in the Bradford Beck corridor in order to deliver sustainable regeneration in LDDs and in master planning work
7. Require that all sources of flooding are addressed, that run-off from new development is minimised and that any need for improvements in drainage infrastructure is taken into account
8. Require developers to assess the feasibility of implementing and maintaining SUDS in a manner that is integral to site design and maximises habitat value
9. Use flood risk data to inform decisions made about Green Infrastructure.

B. The Council will not permit development in areas shown as functional floodplain in the Bradford SFRA with the exception of water compatible uses and essential infrastructure.

needs to include identifying space within sites for the storage of flood water and safeguarding these areas from development. The extent of this space and of mitigating measures needs to be determined by more detailed flood risk assessment and by the scale and impact of development.

5.3.122 The importance of flood storage provision within the Aire and Wharfe corridors and of flood risk from the Becks has been identified in the RFRA and SFRA. The RFRA recognises that development in the wider area surrounding Keighley might create opportunities to increase flood storage provision. In Ilkley investment could be required to improve flood defences along the river and to reduce run-off from Rombalds Moor. Consideration also needs to be given to the potential to safeguard additional land for flood water storage to the west and east of the town.

5.3.123 Catchment Flood Risk Management Plans are a vehicle for future planning of investment in flood risk mitigation at a strategic level. As the Environment Agency progresses work on these Plans and the Council refines proposals for development and supporting infrastructure, priorities for improving flood storage and achieving multiple benefits through land management will become clearer.

5.3.124 The consultation response supported the aim of achieving sustainable regeneration proposals. Recent work has identified a range of local flood risk issues to address in the core strategy policy, however the need to strike a balance between avoiding flood risk and attracting investment to the district remains important, particularly in the Bradford Beck corridor. Data generated in the Bradford Beck Model was used to produce the SFRA flood zones in the Beck corridor. This data will allow further appraisal of flood risk issues as proposals for development are refined through master planning work and preparation of Local Development Documents. Assessment of the longer term benefits of retaining open land in the beck corridor as a beckside park needs to form an element in this work.

5.3.125 In areas where surface water flooding is known to be a problem, a holistic approach is required involving co-ordination at a strategic level of the design, construction, maintenance and improvement of sewers and watercourses. The production of surface water management plans could be the vehicle for achieving this in the future, bringing together local

authorities, water companies and the Environment Agency. Where major development is proposed in an urban area vulnerable to surface water flooding, an assessment of the impact of proposals on drainage systems will need to be integrated into the planning process.

5.3.126 Continuing the process of infill development within a densely developed urban area has the potential to cause flooding of local watercourses and to result in drainage capacity being exceeded. The principle of using sustainable urban drainage to reduce the impact of new development in urban areas within the district was supported by a range of stakeholder organisations in the consultation response and forms one of the principles underpinning the recent legislation. The RFRA also recommends measures to achieve reductions in run off from brownfield sites in the Bradford urban area. Where proposals in the Core Strategy will lead to significant increases in density, particularly within the Bradford urban area, 'best practice' drainage techniques will need to be applied as a mitigating measure to avoid increasing the risk of surface water flooding in future.

5.3.127 The final element in the policy set out below supports the extent of the functional flood plain identified in the SFRA, allowing only water compatible uses and essential infrastructure after the Exception Test has been passed. This follows the recommendations in PPS25 and in the SA. The SFRA advises that the functional floodplain should be considered as essential green space infrastructure and be retained for the natural use of flood water. It puts particular emphasis on the strategic importance to communities downstream of the substantial system of washlands along the Aire upstream of Bradford.

5.3.128 The policy set out below reinforces Strategic Core Policy SC6 relating to Green Infrastructure and the value for amenity and wildlife of creating space for water, in addition to reducing the intensity of flooding. Water quality and management issues are addressed in EN8 relating to environmental protection.

OUTCOMES	INDICATORS	TARGETS
<p>Overall flood risk is reduced and residual flood risk is managed.</p> <p>Site testing is carried out in order to integrate sequential testing into plan making.</p> <p>Provision is made to increase flood storage.</p> <p>The run-off from new development is minimised.</p> <p>The need for any major improvements in drainage infrastructure is identified.</p> <p>SUDS have been implemented</p>	<p>SFRA has been completed</p> <p>Proportion of potential development sites wholly in Flood Zone 1 within each area or settlement.</p> <p>Strategic areas identified that could provide increased flood storage</p> <p>Reductions achieved in run-off from new development</p> <p>Any major improvements needed are set out in the infrastructure plan</p> <p>Number of applications approved that use sustainable urban drainage techniques</p>	

LEAD ROLES	MAIN MECHANISMS
Bradford Council	Local Development Framework, Strategic Flood Risk Assessment, Development Management, Surface Water Management Plans, Local Flood Risk Assessments
Environment Agency	Aire and Wharfe Catchment Flood Risk Management Plans

Environmental Protection

Introduction

5.3.129 The strategic policies and proposals for determining the broad locations for development set out in this document have the potential to affect the quality of land, air and water within the district. As a consequence of this, impacts could also affect public health and quality of life. Where development may have a potential impact on the quality of land, air and water, either directly or indirectly, particularly where there may be an impact on health, this is considered to be a material planning consideration.

5.3.130 New development therefore needs to be appropriate for its location and to take into account ground conditions and the effects of pollution on health, the natural environment or general amenity. As part of the process of identifying land for future development, assessment needs to be made of the

known risks in the locality, and account taken of the sensitivity of the proposals to adverse effects from different forms of pollution.

5.3.131 The controls under the planning and pollution control regimes should complement rather than duplicate each other. Planning policies need to focus on whether a particular type of development is an acceptable use of the land under consideration and whether associated impacts can be managed, rather than the control of processes or emissions themselves. The policies set out below are written in the context of existing planning guidance and relevant pollution control and risk assessment regimes.

5.3.132 Policies in the housing section of this document emphasise the need to prioritise, wherever possible, the use and recycling of previously developed land. Policy HO6 aims to maximise the use of previously developed land based on appraisal of local conditions. Bringing forward brownfield land

for housing development, particularly where this lies within densely developed transport corridors, and takes place on land formerly used for industrial activity raises issues relating to land, air and water quality which can have a significant impact on quality of life, community cohesion, health and amenity.

5.3.133 It also needs to be noted that development of greenfield or greenbelt land can raise environmental protection issues that need to be taken into account in identifying land for future development. These may relate to land stability linked with former mining activity, the presence of pollutants associated with current agricultural operations or the potential impacts on health and safety associated with electricity pylons and power lines.

Environmental Protection in Bradford

Contaminated Land

5.3.134 Bradford District has a rich industrial heritage which has provided the foundations for its economic development. The textile industry dominated the area for 150 years and still forms an important element in the economic profile of the district. The legacy of past manufacturing, engineering and industrial processes, which still continue in many areas to provide a valuable source of employment, has resulted in the potential for residual contamination of sites across the district. Contamination in land can also have an impact on water quality.

5.3.135 Addressing land quality issues is an important consideration in seeking to attract investment into the district. In the majority of cases, where the Local Planning Authority works in partnership with developers from the outset, contamination issues relating to previous land uses can be successfully resolved.

Hazardous Installations

5.3.136 Bradford has a number of sites where significant quantities of potentially 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 development in the surrounding area.

5.3.137 When assessing potential locations for development the Council will take account of advice from the Health and Safety Executive. Advice from the Executive currently involves utilising the risk assessment tool PADHI (planning advice for developments near hazardous installations). Where circumstances change through the plan period, for example sites cease to store or use chemicals and/ or the Health and Safety recommendations are updated, then the Councils approach will be subject to review.

Nuisance

5.3.138 Nuisance issues, for example, noise, dust, odour and lighting can have a significant impact on quality of life, community cohesion, health and amenity. These issues are also material planning considerations. When identifying land for future development and responding to developers proposals, account needs to be taken of existing land uses in the vicinity of the site e.g. proposed residential development adjacent to existing factory operating 24 hours per day. Every effort must be made to ensure that nuisance problems are not be generated during construction or operation.

Air Quality

5.3.139 Bradford Council has produced a District Air Quality Strategy, which was adopted in April 2011. The Strategy aims to take a proactive approach to help maintain and improve air quality within the District. A district-wide approach is needed due to the fact that air quality in Bradford is worse than in many other parts of the UK. Air quality problems in the district are mainly attributable to transport. Addressing air quality issues is therefore complementary to the aim of achieving a reduction in transport emissions, reflected in the transport theme and which forms an important element in the District's overall approach to climate change.

5.3.140 In certain residential areas in Bradford the annual mean objective for nitrogen dioxide is almost double the national health based standard. As a result in 2006 Bradford designated four Air Quality Management Areas. Poor air quality is linked to respiratory illness, heart disease and asthma.

Water Quality

5.3.141 The European Water Framework Directive came into force in 2000. The overall aim of the directive is to establish a legal framework to protect surface waters and groundwaters using a common

management approach and following common objectives, principles and basic measures. The main environmental aims are prevention of the deterioration of aquatic water systems and the restoration of polluted surface water and groundwaters to a 'good status'.

5.3.142 Since 2004, when the directive was transposed into UK legislation, the Environment Agency has led work to implement the directive by producing River Basin Management Plans. Bradford District falls within the area covered by the River Basin Management Plan for the Humber, which addresses, at a strategic level, the integrated management of the water environment and supports initiatives to mitigate the effects of floods and droughts.

Initial options, sustainability appraisal and consultation response

5.3.143 Both the issues and options topic paper relating to the environment and the consultation response identified air quality as an important issue for the authority. However work on the Air Quality Strategy had only just started at this stage and no options were put forward initially. The SA identified a need for an option/ policy to protect air quality. It put forward options of requiring all new development to minimise greenhouse gas emissions and rejecting development which increases traffic levels within Air Quality Management Areas, as having positive impacts on sustainability.

5.3.144 The Sustainability Appraisal identified the need for an option/ policy to protect water resources and quality. It put forward the options of requiring all new development to incorporate water efficiency measures and to avoid development in groundwater source protection zones. The SA objective relating to efficient use of land supports the approach to contaminated land set out below.

Justification

5.3.145 The issues identified in the policy are important in ensuring the health, safety and quality of life of those who currently live and work within the district and will do so in the future. In the context of the need to identify land to accommodate growth within the district, it is essential that parameters are also set to achieve mitigation and management of impacts and to ensure that locations identified for

development take into account existing or potential sources of pollution.

Land

5.3.146 The focus on encouraging the re-cycling of brownfield land, the need to identify land suitable for accommodating future growth, combined with the district's history of industrial activity, mean that land contamination is frequently an important planning consideration within the district. This is often a significant issue where sites proposed for residential use were formerly occupied by manufacturing activities or other industrial processes. To successfully resolve issues relating to residual contamination, sites must be subject to appropriate investigation and assessment of potential risks associated with previous land uses to make them 'suitable for use'.

Air Quality

5.3.147 Addressing air quality issues within the district supports the aim of achieving an overall reduction in transport emissions, reflected in the transport section, and forms an important element in the District's overall approach to climate change. The Air Quality Strategy sets out the Council's commitment to taking a pro-active stance in addressing air quality issues. The need to accommodate growth, the topography of the district and the health issues facing residents combine to make the case for a policy approach that strongly supports addressing poor air quality.

5.3.148 The concentration of existing and potential future development within the Bradford 'basin' and transport corridors leading out of the city could potentially exacerbate air quality issues in the future, without instigating actions to address this. This could lead to serious impacts on the health of the district's residents, who already have a relatively high incidence of deaths from heart disease and an incidence of asthma that, in some areas, is significantly higher than the national average.

5.3.149 One of the options identified in the SA was that of rejecting development which increases traffic levels within Air Quality Management Areas. This option was not taken forward in policy development due to the need for action on a broader range of air quality issues and the existence of significant areas where air quality is a matter of concern, beyond the relatively small-scale Air Quality Management Areas

formally identified. It was also considered that all forms and scales of development with the potential to have an impact on overall air quality needed to be included in the policy in order to address the potential incremental increase in emissions ('emissions creep') across the district.

Water Quality

5.3.150 The policy relating to water quality expresses the Council's commitment to working with partners to achieve the aims of the water framework directive. It recognises the potential impact that

accommodating growth within the district and specific proposals for development could have on water resources and water quality.

5.3.151 The policy addresses the need to protect water resources, water quality and groundwater sources identified in the SA. The issue of water efficiency measures in new residential development is addressed in the policy in the housing section relating to sustainable design (Policy HO9).

Policy EN8 - Environmental Protection

In order to protect public health and the environment the Council will require that :

Proposals which are likely to cause pollution or are likely to result in exposure to sources of pollution or risks to safety, will only be permitted if measures can be implemented to minimise pollution and risk to a level that provides a high standard of protection for health, environmental quality and amenity. The following issues require particular attention:

A. Air Quality

In liaison with partner organisations, the Council will take a proactive approach to maintaining and improving air quality within the District in line with both National Air Quality Standards and the principles of best practice. Through a range of actions, It will seek to secure a reduction in emissions from sources which contribute to poor air quality.

Development proposals that have the potential to adversely impact on air quality will be required to incorporate measures to mitigate or offset their emissions and impacts, in accordance with the Air Quality Strategy for Bradford and associated guidance documents.

In areas where air quality is a matter of concern, development proposals will be required to deliver a positive impact on air quality in the district.

Development proposals must not exacerbate air quality beyond acceptable levels; either through poor design or as a consequence of site selection.

B. Land

Proposals for development of land which may be contaminated must incorporate appropriate investigation into the quality of the land. Where there is evidence of contamination, remedial measures must be identified to ensure that the development will not pose a risk to human health and the environment. Investigation of land quality must be carried out in accordance with the principles of best practice.

C. Nuisance

Proposals for development must identify potential nuisance issues arising from the nature of the proposal and address impacts on that development from existing land uses.

D. Water Resources

The Council will work with partner organisations to safeguard water resources and to protect and improve water quality. Proposals for development will only be acceptable provided there is no adverse impact on water bodies and groundwater resources, in terms of their quantity, quality and the important ecological features they support.

OUTCOMES	INDICATORS	TARGETS
<p>Air Quality Air quality within the District has improved in line with both National Air Quality Standards and the principles of best practice. Through a range of actions, a reduction in emissions from sources which contribute to poor air quality has been secured.</p>	<p>Air quality has been improved (at relevant locations within Air Quality Management Areas based on five year averages), ultimately leading to the revocation of all Air Quality Management Areas in the District. Monitoring is taking place of air quality in areas of concern (ie areas outside existing Air Quality Management Areas where there are measured concentrations of nitrogen dioxide above the annual mean objective)</p>	
<p>Land Investigation of land quality has taken place in accordance with the principles of best practice and where necessary remedial measures have been identified.</p>	<p>Number of contaminated sites that have been remediated.</p>	
<p>Water Resources Water resources have been safeguarded. Water quality has been protected and improved.</p>	<p>River water quality biological condition of water</p>	

LEAD ROLES	MAIN MECHANISMS
Bradford Council	Strategic Flood Risk Assessment, Local Flood Risk Assessment, Air Quality Strategy
Environment Agency	River Basin Management Plan for the Humber
Yorkshire Water	

Minerals – New Workings

Policy Objective

5.3.152 To maximise opportunities for re-opening or extending existing minerals workings or opening up new minerals workings on previously developed land, in the interests of minimising the environmental disturbance associated with the opening up new minerals workings on greenfield sites.

Link to plan Objectives

5.3.153 Policy EN9 applies spatial objective 2 by allowing the needs of the minerals industry for new development to be met whilst promoting the extension of sites already developed for minerals, or the opening up of new minerals extraction sites on previously developed land, in preference to the disturbance of new sites.

Policy EN9 New Minerals Extraction Sites

A. Proposals to open up new minerals extraction sites on previously undeveloped land will not be acceptable unless it can be demonstrated that one of the following circumstances applies:

- 1. It is not reasonably practical for physical, economic, or environmental reasons to re-open or extend any existing workings, or;**
- 2. That the specific qualities of the mineral reserve proposed to be extracted will meet an identified need that could not be met through the extension or re-opening of existing workings.**

B. The extension of existing mineral extraction sites will be supported in principle in situations where existing permitted reserves are close to exhaustion, providing that those parts of the existing site which it is practicable to restore, without unreasonably constraining future minerals extraction activity, have been restored.

5.3.154 Policy EN9 New Minerals Extraction Sites, set out above, is consistent with the policy guidance contained in the MPS1 practice guide, which advises that adopting a preference for extensions to existing sites may be a means of minimising environmental

disturbance. It is not considered that the policy will significantly conflict with economic interests, as the future pattern of minerals development envisaged by minerals industry representatives was that the most viable options for future minerals extraction would be extensions to existing active sites or the re-opening of dormant or disused sites¹⁵.

5.3.155 A similar policy (NR2) is currently contained within the replacement Unitary Development Plan (2005); however the wording of the policy proposed above has been modified to relate only to new minerals extraction sites on previously undeveloped land, thereby excluding the re-opening of disused sites from the presumption against new minerals development. Excluding inactive/ disused quarries from the presumption against greenfield minerals development is consistent with the advice in MPS1 Annex 3, which emphasises the importance of disused quarry workings as a potential future source for matching stone for the repair of historic buildings and sites.

5.3.156 The two exceptions to the presumption against new minerals workings on previously undeveloped land relate to circumstances where it is impractical to extend or re-open existing workings and circumstances where there is demand for minerals with specific qualities which are not present in the resources accessible from existing workings. Exception EN9 (1) should allow for the opening up of new minerals extraction sites on previously undeveloped land where this is genuinely the most appropriate option.

5.3.157 The flexibility built into exception EN9 (2) means that the draft policy should not prohibit the opening of new sites for the extraction of resources which are not currently worked within the District, such as sand and gravel. In the case of building stone, where only specific qualities of sandstone can supply specific niche demands, EN9(2) would allow for the opening up of new quarries where this would lead to a demonstrable improvement in the diversity of building stone supply¹⁶.

¹⁵ See section 7.3.4 of the Minerals Evidence Base Report

¹⁶ See sections 5.1 and 5.2 of the Minerals Evidence Base Report for a discussion of diversity of supply issues

5.3.158 The final part of proposed policy EN9 supports the extension of existing minerals extraction sites providing that it can be demonstrated that existing reserves are becoming exhausted and that all practicable opportunities for the phased restoration of the existing site have been taken. This policy supports the favoured option of providing for future minerals extraction primarily by extending existing sites but ensures that this approach will not result in the despoliation of large areas of land by stipulating that any areas of the original site which it is practicable to restore have first been restored before the site is extended.

Alternative Options for Minerals Supply (considered at Minerals stakeholder workshop)

5.3.159 In addition to the above preferred option, the following alternative option was considered:-

1. Consider the need for new workings on a case by case basis and remove the preference for the

extension of existing quarries rather than the opening of new workings.

Option 1 - The evidence in terms of national policy documents and consultation feedback from the minerals industry points towards the extension of existing sites and re-opening of dormant sites being generally less environmentally intrusive and more practically viable than the opening up of new sites. Exceptions to this could include disused sites which have naturally regenerated and incorporate bio-diverse habitats or active sites that are heavily constrained by proximal incompatible development. However, notwithstanding these potential exceptions, it is considered appropriate to set out a general presumption against the opening up of new minerals sites, subject to caveats A and B, as this ensures that the theoretically more sustainable options of extending existing quarries or re-opening disused quarries are fully explored before the despoliation of a fresh area of land is considered.

OUTCOMES	INDICATORS	TARGETS
Sustainable opportunities for the extension of existing minerals extraction sites or the re-opening of disused sites are maximised and new workings are only opened where the need for minerals could not otherwise be met.	Number of planning permissions granted for new minerals workings where the applicant has not demonstrated that criteria A or B apply.	No such permissions granted.

LEAD ROLES	MAIN MECHANISMS
Bradford Council	This policy will be implemented through the determination of planning applications and allocations made in the Allocations DPD. Successful implementation is reliant on land adjacent to exiting minerals workings and disused sites not being sterilised by incompatible development and therefore the delivery of this policy is linked to the delivery of the safeguarding policy set out in policy EN11 below.
Secretary of State	The successful implementation of the policy is dependant upon refusals of planning permission for the opening up of new minerals workings, where the applicant has not demonstrated that minerals needs cannot be met by re-opening or extending any existing workings, being sustained upon appeal.

Minerals - Sandstone

Policy Objective

5.3.160 To support the continued supply of building, roofing and paving stone products from the District, allowing appropriate building materials to be sourced to maintain the character of the historic built environment within the District, whilst minimising the potential adverse social and environmental impacts of quarrying by generally guiding future minerals development away from urban areas and areas designated for their ecological value and minimising aggregate production activity.

Link to plan Objectives

5.3.161 Policy EN10 links to spatial objectives 3, 6 and 12. Building stone is a traditional material used for

the construction of a large proportion of buildings within the District and therefore building stone quarries represent critical infrastructure for the development of new housing and maintenance of the existing housing stock. Draft policy EN10 seeks to support new minerals development for the provision of building stone thereby contributing to the delivery of the critical infrastructure referred to in spatial objective 3. The minerals extractive industry within Bradford entirely comprises indigenous firms employing local labour (including highly skilled masons) and therefore supporting the continued development of this industry is consistent with spatial objective 6. The continued use of local building stone materials in new development will serve to maintain and enhance the historic built heritage of the District in accordance with spatial objective 12.

Policy EN10 Sandstone Supply

A. Within the area of search identified in the Allocations DPD proposals for the extraction of sandstone will be supported in principle, providing that the proposal accords with the other policies within the Development Plan, and that the applicant can demonstrate that the proposed reserves will primarily be used for the production of high quality building, roofing or paving stones.

B. When considering the merits of proposals for new or extended building, roofing and paving stone quarries any evidence that the proposal would result in an increased supply of particularly scarce building, roofing or paving stones, such as stone slates, riven flags, or matching stones needed for the repair of historic buildings or monuments, will be accorded significant weight.

C. Proposals for the extraction of sandstone where the proposed reserves will primarily be used for the production of aggregates will not be permitted unless it can be demonstrated that:

- 1. demand for the aggregates intended to be worked can not be met from the existing permitted reserves within West Yorkshire, and;**
- 2. the sandstone reserves intended to be worked are not suitable for the production of building, roofing or paving stones.**

D. Proposals for new or extended building, roofing or paving stone quarries which involve the ancillary production of aggregates shall not be permitted unless it can be demonstrated that the following circumstances apply:

- 1. Only those sandstone resources unsuitable for building, roofing or paving stone production will be used for aggregates, and;**
- 2. Aggregate production is kept to the minimum level necessary to make the quarrying operation practicably and economically viable.**

E. The following criteria shall be used to identify areas of search for building, roofing and paving stone quarries:

- 1. locations within the potential resource area identified by the British Geological Survey;**
- 2. locations outside of areas where the natural environment is protected under national and international statutory designations;**
- 3. locations outside of urban areas, except for open land adjacent to existing urban quarries.**

Building Stone

5.3.162 Draft **Policy EN10 Sandstone Supply**, as set out above, adopts a general presumption in favour of new minerals development for the supply of building, roofing or paving stones and against new minerals development primarily for the production of crushed sandstone aggregates. All the evidence and consultation feedback gathered to date indicates that there appears to be an undersupply rather than an oversupply of most types of local natural stone building materials and in particular certain key materials required to maintain local distinctiveness¹⁷. In addition a recent survey of the reserve levels at building stone quarries within the Bradford District indicates that a number of quarries are nearing the exhaustion of their permitted reserves¹⁸. In this circumstance it is considered appropriate to adopt a general presumption in favour of minerals development for the extraction of sandstone where the proposed reserves will primarily be used for the production of high quality building, roofing or paving stones.

5.3.163 Paragraph B of Policy EN10 seeks to provide particular policy support for minerals proposals which will lead to increased supply of particularly scarce natural stone building materials. This focus on key shortage materials vital to maintaining the character of historic settlements and buildings is based upon the evidence put forward by the Council's Design and Conservation Team¹⁹ and comments on current supply issues made by minerals industry representatives²⁰. A flexible approach will be taken to proposals for minerals workings at sites subject to environmental or social constraints which would result in the production of materials essential for the repair of historic buildings or monuments; this flexibility is built into national minerals planning policy as set out in MPS1 Annex 3 and therefore does not need to be repeated in a local development plan policy.

Aggregates

5.3.164 The presumption against sandstone extraction intended primarily for aggregate production is based upon the evidence in terms of economic need for aggregates. The need for aggregates is quantified through the National and Regional Guidelines for Aggregates Provision in England: 2005-2020 and the current aggregate supply and reserve levels are assessed through the annual Yorkshire and Humber Region Aggregates Working Party (RAWP) reports. The calculated permitted reserves of crushed rock aggregate within West Yorkshire as of 31 December 2009 were 27 million tonnes²¹. The RAWP calculated that these reserves amount to a landbank of 28.3 years if average output level over the last 7 years were to be maintained. Current output levels are below national and regional guideline levels but even if the output was adjusted to provide for the full guideline regional output level the landbank for west Yorkshire would still be in excess of 23 years²². Therefore there does not appear to be any strategic economic need to allocate any additional reserves of crushed rock aggregate in order to maintain a sufficient landbank.

5.3.165 Comments were made by industry stakeholders during the February 2009 consultation event to the effect that the landbank based approach does not adequately take account of real supply and demand issues²³. However no evidence has been put forward by the aggregates industry that demand for crushed rock within West Yorkshire cannot be met from existing reserves or that the characteristics of the sandstone resource within the District could fulfil an economic need for a specific type of aggregate which is not currently being met. Furthermore geological evidence suggests that in general the relatively coarse grained Upper Carboniferous (Silesian) sandstones, which represent the majority of the resource within the District, whilst highly suited to producing strong, durable building and paving stones, are generally unsuitable for high specification aggregate applications such as road construction and concrete manufacture²⁴.

17 See sections 5.1 and 5.2 of the Minerals Evidence Base Report

18 This survey can not be published for confidentiality reasons.

19 BMDC, 2008. Identifying mineral resources in the Bradford District – local distinctiveness and protection of heritage.

20 See section 7.3.3 of the Minerals Evidence Base Report

21 Yorkshire and Humber Region Aggregates Working Party, 2011. Annual Report 2009 Aggregates Monitoring 2009

22 See section 4.2 of the Minerals Evidence Base Report

23 See section 7.3.3 of the Minerals Evidence Base Report

24 See section 4.3 of the Minerals Evidence Base Report

5.3.166 Therefore, notwithstanding the evidence of a lack of economic need for the permitting of further crushed rock aggregate reserves within West Yorkshire, the evidence indicates that the sandstone resources available within the District would only be of relatively low economic value to the construction industry, as they would only be suitable for low specification applications such as engineering fill. Moreover allowing an oversupply of low specification aggregates from the District may have the consequence of harming prospects for increasing the use of recycled and secondary aggregates (RSA) in the construction industry, as low specification applications such as engineering fill represent some of the least problematic markets for RSAs.

Ancillary Aggregate Production

5.3.167 The sustainability of producing aggregates from those sandstone reserves at building stone quarries which prove to be unsuitable for the production of building, paving or roofing stones was an issue discussed at the industry stakeholder meeting. Arguments were put forward that the economic and practical viability of building, roofing and paving stone quarries can be reliant upon some level of aggregate production and that aggregate production should be maximised in the interests of the sustainable use of resources²⁵. Industry claims that the viability of building stone quarries could be jeopardised if the ancillary production of aggregates is not permitted, appear to be substantiated by the evidence contained in The Symonds Report²⁶ that two thirds of building stone quarries in England and Wales also produce crushed rock aggregates. However maximising aggregate production at building stone quarries would have significant implications in terms of the scale of environmental impacts and the type and extent of restoration required following extraction and would result in the further inflation of the sub-regional aggregates landbank, contrary to the advice of MPS1 Annex 1. Therefore draft policy EN10(D) aims to strike a reasonable balance between allowing the limited level of aggregate production necessary to maintain the viability of building stone quarries, whilst ensuring that high quality sandstone resources are used for the purposes for which they are most

suitable and that the crushed rock aggregate landbank is not further inflated beyond what is absolutely necessary. Policies relating to recycled and secondary aggregates will be addressed separately within the Waste Management Development Plan Document.

Areas of Search

5.3.168 The criteria for identifying areas of search set out in policy EN10 (E) are generally based on the policy advice contained within MPS1. The best currently available geological evidence for identifying potential building stone resources are the sandstone resource areas mapped by the BGS²⁷. The sandstone resource areas mapped by BGS are very broad and do not specifically identify those sandstone resources which would be suitable for the production of high quality building, paving or roofing stones; however ongoing survey work by BGS commissioned by English Heritage may serve to refine these resource areas²⁸. The extent and accuracy of the areas of search identified in the Allocations DPD will depend on the quality of the geological information provided by the BGS and the level of engagement by the industry in helping to refine this information.

5.3.169 The areas of search are intended to exclude nationally/ internationally designated nature conservation areas, such as SSSI, SPA, SAC, NRR, ASNW and RAMSAR sites. However national planning policy, as set out in MPS1 Annex 3 allows for some flexibility in considering specific proposed allocations or planning applications for minerals development within such areas if the exploitation of the mineral can be demonstrated to be necessary for the preservation of historic buildings or monuments. Any such proposals which come forward outside of the general area of search will be considered on a case by case basis giving consideration to the demonstrated level of need balanced against any ecological harm.

5.3.170 The exclusion of defined 'urban' areas from areas of search is based on the assumption that existing urban development will significantly constrain new minerals development in terms of land availability

25 See section 7.3.3 of the *Minerals Evidence Base Report*

26 Symonds Group, 2004. *Planning for the Supply of Natural Building and Roofing Stone in England and Wales*. ODPM Publications, Wetherby.

27 British Geological Survey, 2009. Mineral Resource Data for City of Bradford MDC 1:100,000 scale (DiGMapGB-100) data [CD-Rom], Version 1_0

28 See section 5.3 of the *Minerals Evidence Base Report*

and the compatibility of neighbouring land uses. However an exception will be made in circumstances where areas of open land are located adjacent to existing urban quarries; such sites may be included within the area of search except in cases where it is clear that extensions into these sites would lead to unacceptable environmental impacts for local communities. A provisional methodology has been derived for defining urban areas based on practice guidance produced by the BGS²⁹.

Strategic Sites (Sandstone)

5.3.171 In terms of justifying the adopted approach of setting out criteria in the Core Strategy to shape future minerals development rather than allocating strategic sites, it should be noted that only one minerals operator within the District responded to the call for sites made in the *Core Strategy Further Issues and Options Topic Paper No 7 Environment Minerals Update*. This operator put forward proposed site allocations for the extension of three existing active quarries. However it is not considered that relatively small building stone quarry extensions are strategic in nature and it would therefore be inappropriate to include these sites in the Core Strategy. Instead the preferred approach is for Policy EN10 to set out the criteria on which site allocations will be assessed and to leave the consideration of specific sites to the Allocations Development Plan Document. The additional advantage of this approach is that the evidence base for assessing site allocations may have expanded at the stage when the Allocations DPD is being developed.

Alternative Options for Sandstone Supply (considered at Minerals stakeholder workshop)

5.3.172 In addition to the above preferred option, the following alternative options were considered:-

1. Make no allocations or policy presumptions in terms of new or extended building stone or primary aggregate quarries and instead consider need for new workings on a case by case basis based on the evidence put forward in planning applications.
2. Consider any sites for new or extended quarries put forward by stakeholders and make allocations accordingly.

3. Proactively search for sites to allocate for building stone extraction within the plan period.
4. Maximise aggregate production at building stone quarries.
5. Prohibit aggregate production from any new building stone reserves permitted within the plan period.

5.3.172 **Option 1** – Elements of Option 1 have been adopted, to the extent that it is not intended to make any site allocations for minerals sites through the Core Strategy, as the type of proposed allocations which have come forward from the quarrying industry are not considered to be strategic in nature. However the evidence base collected thus far points towards there being an unfulfilled demand for at least some types of natural sandstone building materials and an oversupply of aggregates from the sub-region and in this circumstance it would be inappropriate and contrary to the advice of MPS1 to avoid taking any strategic decisions on the future development of the building stone or aggregate extraction industry within the Core Strategy. Therefore it was considered appropriate to set out in the Core Strategy the key decision making principles and criteria to be used in the consideration of planning applications for the quarrying of sandstone, including criteria for the definition of an area of search, but defer consideration of specific site allocations to the Allocations DPD.

5.3.173 **Option 2** – As it is not considered that individual building stone quarry site allocations would be strategic in nature the preferred approach is to set out the criteria and principles which will be the basis for considering site allocations in the Allocations DPD but not to allocate sites in the Core Strategy itself. Therefore option 2 has effectively been adopted but reserved to a more appropriate stage in the plan making process.

5.3.174 **Option 3** – The level of geological and other evidence which would need to be collected and assessed in order for the Council to conduct its own site search exercise independently of the extraction industry makes this option undesirable and impractical. The feedback from the February 2009 minerals industry consultation event made it clear that the minerals industry felt that they are best placed to

²⁹ See section 10 of the Minerals Evidence Base Report

Section 5 Thematic Policies: Planning for Places - Environment

assess which sites are likely to be viable for high quality building, paving or roofing stone production in the future and are unlikely to take up site allocations derived from a desk based site search exercise³⁰. However policies EN9 and EN10 do set out the broad policy basis against which proposals for site allocations will be assessed and the constraints which will be used to inform areas of search for inclusion in the Allocations DPD.

5.3.175 Option 4 – Although an argument was put forward by consultees about the sustainability of maximising sandstone resource utilisation by producing crushed rock aggregate from any stone reserves unsuitable for building stone production, this approach would have significant implications in terms of the scale of impacts of the quarries, the type and extent of restoration required and the over inflation of the sub-regional aggregates landbank. In addition the characteristics of the sandstone reserves worked at the building stone quarries in the District are such that aggregates produced from this material are only likely

to be suitable for low specification purposes, such as engineering fill, for which recycled and secondary aggregates (RSA) may be a suitable alternative. Therefore it is considered that maximising aggregate production at building stone quarries would not represent sustainable minerals development.

5.3.176 Option 5 – Feedback from consultees and evidence from research reports indicates that the economic and practical viability of building, paving and roofing stone quarries is often reliant upon some level of aggregate production. Therefore it is considered that prohibiting any production of crushed rock aggregate from sandstone resources allocated for building, paving and roofing stone production would be unduly restrictive and threaten the future viability of the quarrying industry within the District.

OUTCOMES	INDICATORS	TARGETS
No quarrying operations primarily for the production of aggregates granted planning permission within the plan period, unless specific need demonstrated.	Number and type of new planning permissions for minerals development monitored annually.	No additional permitted reserves granted primarily for aggregate production, unless specific need demonstrated.
The level of output of building, paving and roofing stones from the District is maintained at least at current levels.	Output levels of building and paving stones from quarries with District assessed through an annual local building stone survey.	Trend in building and paving stone output, as plotted over 3 year periods, to be positive or neutral.
The quantity of permitted reserves of sandstone within the District of suitable quality to produce building, paving or roofing stones is maintained at least at current levels.	Reserve levels for quarries with District assessed through an annual local building stone survey.	Trend in permitted reserves of sandstone within District of suitable quality to produce building, paving or roofing stones, as plotted over 3 year periods, to be positive or neutral.
The level of aggregate production does not increase relative to the level of building, paving and roofing stone production.	Output levels of aggregates, building and paving stones from quarries with District assessed through an annual building stone and aggregates surveys.	Trend in percentage of total output comprising aggregates, as plotted over 3 year periods, to be neutral or negative.

³⁰ See section 7.3.4 of the Minerals Evidence Base Report

LEAD ROLES	MAIN MECHANISMS
Bradford Council	<p>The planning authority can exert controls over the level of crushed rock aggregate production at building, roofing or flag stone quarries through the imposition of conditions attached to planning permissions for new or extended workings restricting the output of such materials. Allowing appropriate proposals for building stone quarries and preventing new or extended workings intended principally for aggregate production can be achieved through the granting and refusal of planning permission for such developments.</p> <p>The area of search criteria will be implemented through the allocation of an area of search within the Allocations DPD. The criteria set out in policy EN10 will also be applied in relation to proposed minerals site allocations submitted for inclusion in the Allocations DPD.</p>
Minerals Industry	<p>Delivery of the objective of maintaining supplies of building, paving and roofing stone from the District is reliant upon economic conditions being such that the working of building, roofing and paving stone remains economically viable. The economic viability of minerals workings can be affected by the planning system both negatively through overheads associated with the submission of planning applications and compliance with planning conditions but also positively by stimulating demand for natural stone building materials through other development policies within the LDF, particularly built heritage and design policies.</p>

Minerals – Sand, Gravel, Fireclay and Coal Supply

Policy Objective

5.3.177 To support appropriate minerals development which would result in an increase in the sub-regional landbank of sand and gravel reserves suitable for concrete production or supply an identified need for fireclay but to generally discourage new opencast coal development within the District.

Link to plan Objectives

5.3.178 Policy EN11 links to plan spatial objectives 3, 5, 6 and 11. Sand and gravel is an essential raw material for the production of concrete and there is an identified shortage of supply of sand and gravel suitable for concrete production from West Yorkshire. Supporting appropriate proposals for sand and gravel extraction within the District therefore contributes to the provision of critical infrastructure for the construction industry, supporting the delivery of spatial objective 3. Although fireclay would not equally qualify as critical infrastructure for the construction industry, it is a material required for certain specialist applications, and providing a policy framework with the flexibility to allow

renewed extraction if the demand arises should support the delivery of spatial objectives 5 and 6 in terms of meeting the needs of indigenous firms. In the absence of any evidence of an economic need for the extraction of the coal resources present within the District, it is considered that maintaining a general presumption against opencast coal mining in the interests of maintaining a clean, sustainable and attractive natural environment is consistent with the plan spatial objectives and in particular would support the delivery of spatial objective 11.



Screening Plant, Naylor Hill quarry

Policy EN11 - Sand and Gravel, Fireclay and Coal Supply

A. Within the area of search identified in the Allocations DPD proposals for the extraction of sand and gravel will be supported in principle, providing that the proposal accords with the other policies within the Development Plan.

B. Proposals for the extraction of fireclay will be supported in principle providing that the applicant can provide evidence that there is a demonstrable economic need for the quality and quantity of fireclay proposed to be recovered and that the proposal accords with other policies within the Development Plan.

C. Proposals for new opencast coal mines will not be permitted unless it can be demonstrated that:

- 1. proposals are included for the recovery of any viable fireclay resources, and;**
- 2. there is a demonstrable economic need for the quality and quantity of coal proposed to be recovered, and;**
- 3. the proposals are environmentally acceptable, or can be made so by planning conditions or obligations, or;**
- 4. the proposal provides benefits that clearly outweigh the adverse impacts of the development.**

D. The following criteria shall be used to identify areas of search for sand and gravel extraction sites:

- 1. locations within the potential sand and gravel resource areas identified by the British Geological Survey;**
- 2. locations outside of areas where the natural environment is protected under national and international statutory designations;**
- 3. locations outside of urban areas.**

Sand and Gravel

5.3.179 Draft Policy EN11 Sand and Gravel and Coal and Fireclay Supply, as set out above, adopts a general presumption in favour of sand and gravel extraction, allows fireclay extraction where a specific economic need has been demonstrated and adopts a presumption against opencast coal mining. The presumption in favour of sand and gravel extraction within the area of search is based upon the evidence in terms of economic need for aggregates, sustainable patterns of supply and the state of current supply levels from within West Yorkshire.

5.3.180 MPS1 advises that Mineral Planning Authorities should make provision for the sub-regional apportionment of the current National and Regional Guidelines for land-won aggregate. However such sub-regional apportionments of the 2005-2020 guideline figures³¹ have not been made, in the wake of the abolition of the RPB and the intended revocation of the RSS. Instead the most recent report of the Regional Aggregates Working Party calculates landbanks based upon average aggregate sales from sub-regions over the last 7 years. These landbanks are not considered to be adequate to plan for aggregates supply over the plan period as they do not reflect the national and regional guidelines figures, only plan for a continuation of the current production distribution and do not provide a specific landbank for West Yorkshire.

5.3.181 The permitted reserves of sand and gravel within West Yorkshire as of 31 December 2009 were 0.33 million tonnes³². These reserves are located at a single site within the neighbouring District of Leeds and at current rates of output would be likely to be exhausted within 7 years. The primary use of sand and gravel is for producing concrete and the Leeds City Region represents one of the key parts of the region where construction activity over the plan period is likely to be focused. The apportionment options appraisal commission by the late Regional Assembly set out strong sustainability arguments for increasing sand and gravel production within West Yorkshire and thereby decreasing reliance on importing supplies from further afield³³. It seems clear from the available evidence that contributing towards increasing sand and gravel extraction within West Yorkshire by

31 The National and Regional Guidelines for Aggregates Provision in England: 2005-2020

32 Yorkshire and Humber Region Aggregates Working Party, 2011. Annual Report 2009 Aggregates Monitoring 2009

33 Land Use Consultants, 2007. Phase 2 Sand and Gravel Study for Yorkshire and Humber Appraisal of Apportionment Options.

opening up new extraction sites within the Bradford District would have significant economic and sustainability benefits. Adopting a minerals policy framework supportive of proposals for extracting those sand and gravel resources contained within the District which are outside of urban areas and ecologically sensitive sites is therefore considered to be appropriate.

Strategic Sites (Sand and Gravel)

5.3.182 Sand and gravel extraction site allocations could be deemed *strategic* as increasing extraction within West Yorkshire is of regional significance. However a call for minerals sites was made to local, regional and national extraction industry stakeholders during the last round of consultation on options for the Core Strategy³⁴ and no proposals for sand and gravel sites have come forward. This appears to be consistent with the findings of the 2009 extraction industry BGS consultation report which uncovered scepticism within the industry about the viability of opening new sand and gravel extraction sites within West Yorkshire³⁵. Given the lack of current economic interest, and the complexity of geological and geographical factors which affect the viability of sand and gravel resources, it is deemed impractical and undesirable to conduct a site search exercise independently of the extraction industry. However, although it is impractical to make site allocations at this stage, it is proposed to assist the industry in identifying potential sites by allocating an area of search within the Allocations DPD based on the criteria set out in Policy EN11(D).

Fireclay

5.3.183 The presumption in favour of fireclay extraction where an economic need has been demonstrated, set out in draft policy EN11(B), is intended to provide the flexibility to allow the extractive industry to respond to any renewed demand for fireclay. This approach is consistent with the advice of Minerals Policy Statement 1 (MPS1) Annex 2, which emphasises the importance of fireclay as a resource, and the comments from the minerals industry representatives involved in the February 2009 consultation event, who stressed the quality and

importance of the fireclay resources located within the District³⁶. The industrial value of fireclay is highly variable depending upon the particular resource's composition and quality. There is no available evidence of the geographical distribution of economically important fireclay resources within the District and therefore it is not proposed to define an area of search for fireclay. Given the lack of geological evidence and the unpredictability of the future economic demand for the fireclay resources present within the District it is considered that the reactive, rather than plan led, policy approach adopted in EN11(B) is appropriate. See section 6.1 of the minerals evidence base report for a further discussion of fireclay resources, past extraction within the District and demand trends.

Coal

5.3.184 The presumption against opencast coal mining proposals, unless found to be environmentally acceptable or to provide overriding community benefits, set out in policy EN11 (C), is consistent with the national minerals policy advice on planning for coal extraction set out in MPG3. Although the south-eastern third of the District is within the East Pennine Coalfields a significant proportion of this apparent resource comprises the poorer quality coals found beneath the Better Bed coal seam which have questionable economic viability for future extraction³⁷. In addition a large part of the resource has been constrained by urban development in and around the City of Bradford.

5.3.185 The only opencast coal extraction which has taken place within the District in the past is of the Better Bed coal seams in the far south-eastern part of the District in the area surrounding Tong. Given the fact that this area contains the highest quality and thickest coal seams present within the District and is relatively unconstrained by proximal urban development it seems reasonable to assume that the 7Km² part of the District to the east of Holme Wood will remain the only potentially viable location for future coal extraction. However it may be the case that the extent of past deep and surface coal workings in the area have left insufficient coal resources to

34 CBMDC, 2008. Local Development Framework For Bradford Core Strategy Further Issues and Options Topic Paper 7: Environment (Minerals) Update November 2008.

35 See section 3.1 of the Minerals Evidence Base Report

36 See section 7.3.2 and 7.3.3 of the Minerals Evidence Base Report

37 See section 6.2 of the Minerals Evidence Base Report

make the opening up of a new extraction site economically viable.

5.3.186 Both minerals industry bodies and the Coal Authority were consulted on the previous minerals topic papers; however no proposals for site allocations were put forward and no evidence has come to light that any of the coal resources remaining within the District are of current or future economic interest. It is therefore considered appropriate to maintain a general presumption against proposals for future opencast coal extraction, unless an economically important resource is found which could be extracted in an environmentally acceptable manner. In addition draft policy EN11(C) would require the recovery of any viable fireclay resources as part of coal extraction proposals, this requirement is considered appropriate given the evidence of the quality of the fireclay resources present within the district and the policy advice contained in Annex 2 to MPS1. However, given the likelihood that future prospects for the recovery of coal resources within the District will be limited to opportunities for prior extraction as part of future development schemes a safeguarding policy is proposed which would require the viability of recovering coal resources to be appraised as part of future major (re)development schemes in the eastern part of the District.

Alternative Options for Sand, Gravel, Fireclay and Coal Supply (considered at Minerals stakeholder workshop)

5.3.187 In addition to the above preferred option, the following alternative options were considered:-

1. Make no allocations or policy presumptions in terms of new sand, gravel, coal and fireclay sites and instead consider need for new workings on a case by case basis based on the evidence put forward in planning applications.
2. Consider any sites for new sand and gravel, coal and fireclay sites put forward by stakeholders and make allocations accordingly.
3. Proactively search for sites to allocate for sand and gravel extraction within the plan period.
4. Remove presumption against new coal mines and adopt policy approach more supportive of future coal mining development within the District over the plan period.
5. Allocate an area of search for future coal and fireclay development.

5.3.188 **Option 1** – Elements of Option 1 have been adopted, to the extent that it is not intended to make any site allocations for minerals sites through the Core Strategy, as no proposed allocations have come forward other than proposals for the extension of building stone quarries, which are not considered to be strategic in nature. However given the evidence of an undersupply of sand and gravel from within West Yorkshire³⁸ it was considered appropriate to set out the criteria for allocating a sand and gravel area of search and adopt a supportive policy for proposals for sand and gravel extraction within the area of search. Draft policy EN11(B) on fireclay supply has been informed by option 1 as it, in effect, sets no policy presumption in favour of or against new fireclay workings and instead puts the onus upon developers to provide evidence of an economic need for the fireclay deposit proposed to be extracted. This is considered to be appropriate because of the specialised nature of the uses of fireclay and uncertainty over the current or future economic demand for the fireclay resources present within the District. A general presumption against coal extraction, unless a specific proposal can be demonstrated to be environmentally acceptable, has been maintained in conformity with the advice of Minerals Planning Guidance 3 (MPG3), as further discussed below.

5.3.189 **Option 2** – Despite a call for sites made in the November 2008 further issues and options paper on minerals³⁹ and repeated at the February 2009 industry consultation meeting, no proposal for any sand, gravel, coal or fireclay site allocations have come forward at this stage of the process and therefore no site allocations can be made within the Core Strategy. However draft policy EN11 is intended to set out the overarching principles upon which consideration of any future proposals for site allocations or planning applications will be based. Any site allocations which are put forward during the preparation of the subsequent Allocations DPD will be considered based on this framework set out in the Core Strategy.

38 See sections 3.1 and 3.2 of the *Minerals Evidence Base Report*

39 CBMDC, 2008. *Local Development Framework For Bradford Core Strategy Further Issues and Options Topic Paper 7: Environment (Minerals) Update November 2008.*

5.3.190 Option 3 – As discussed in section 3.1 of the *Minerals Evidence Base Report*, a regionally based sand and gravel industry consultation exercise was conducted by the BGS in 2009. The BGS reported that the large sand and gravel extraction companies considered that the amount of viable sand and gravel resource present within West Yorkshire had been significantly overestimated and that the industry were sceptical about the viability of opening any new sand and gravel extraction sites within West Yorkshire⁴⁰. Therefore, given the lack of current economic interest, and the complexity of geological and geographical factors which affect the viability of sand and gravel resources, it is deemed impractical and undesirable to conduct a site search exercise independently of the extraction industry.

5.3.191 Option 4 – MPG3 remains the adopted national planning policy approach to coal extraction. MPG3 advises that proposals for coal extraction will not be acceptable unless they meet stringent environmental tests or provide overriding benefit to the community (such as through the restoration of previously despoiled land). There is no evidence of any current economic interest in the coal resources present within the District. The main remaining accessible part of the primary coal resource within the District, the area around Tong, east of Home Wood, has been subject to significant extraction operations in the past, through both opencast and deep mining, and it is unknown whether sufficient unworked resources remain for further extraction in this area to be economically viable⁴¹. Therefore, given the lack of evidence that the coal resources remaining within the District are of significant economic interest, it is not considered appropriate to depart from national planning policy by adopting local minerals policies supportive of future coal extraction. Instead a safeguarding strategy is proposed in draft policy EN11 which will require minerals interests to be assessed as part of any future large scale development projects within the remaining accessible primary coal resource area and will promote opportunities for prior-extraction.

5.3.192 Option 5 – There is no available evidence of the geographical distribution of economically important fireclay resources within the District. The

quality and composition of the resource varies substantially between different parts of the District and the deposits of fireclay which will become of economic interest within the plan period will be dependant upon the types of economic demand which arises, e.g. brick making, pipes or refractory products⁴². Therefore, given the variability of the resource and the lack of evidence of future economic demand, it is not deemed practical or appropriate to allocate a fireclay area of search in the Allocations DPD.

5.3.194 The quality of resource information is better for coal; with maps from the BGS identifying primary and secondary shallow coal resources within the District. However much of the resource has already been worked to an unknown extent by both surface and deep mining methods and there is no evidence that there are coal resources remaining within the District that will be of economic interest within the plan period. In these circumstances it is not considered appropriate to allocate an area of search for coal within the Allocations DPD. Any proposals which do come forward within the plan period for new coal extraction sites can be assessed on their own merits based on the geological and economic evidence provided by the applicant, taking account of the principles set out in draft policy EN11(C) and MPG3.

⁴⁰ See section 3.1 of the *Minerals Evidence Base Report*

⁴¹ See section 6.2 of the *Minerals Evidence Base Report*

⁴² See section 6.1 of the *Minerals Evidence Base Report*

Section 5 Thematic Policies: Planning for Places - Environment

OUTCOMES	INDICATORS	TARGETS
Renewed sand and gravel extraction takes place within the District.	Output levels of sand and gravel from sites with District assessed through an annual survey.	At least 1 extraction site opened within the plan period.

LEAD ROLES	MAIN MECHANISMS
Bradford Council	<p>Allowing appropriate proposals for sand and gravel and fireclay extraction sites and preventing new opencast coal sites, except where such proposals would meet all of the criteria set out in policy EN11(C), can be achieved through the granting and refusal of planning permission for such developments.</p> <p>The area of search criteria will be implemented through the allocation of an area of search within the Allocations DPD. The criteria set out in policy EN11(D) will also be applied in relation to proposed minerals site allocations submitted for inclusion in the Allocations DPD.</p>
Minerals Industry	<p>Delivery of the objective of renewing sand and gravel extraction within the District is reliant upon an economically viable sand and gravel extraction site, which would be acceptable in planning terms, being identified and invested in by the extractive industry. Evidence indicates that the industry do not currently consider that such a site exists within the District; however this may change as less constrained sites located elsewhere within the Region become exhausted and smaller resource pockets become more attractive for extraction. Windfall prior extraction opportunities may also arise from any major re-development activities within the resource area. Taking advantage of any such windfall prior extraction opportunities would require joined up thinking between different planning arms of the Council, the prospective developer and the extraction industry.</p>

Minerals - Safeguarding

Policy Objective

5.3.195 To safeguard economically and culturally significant minerals resources from sterilisation by other forms of development.

Link to plan Objectives

5.3.196 The Bradford District contains mineral resources which are of local, regional and national significance, including sandstones suitable for producing high quality building stones used throughout the country and sand and gravel resources, the future exploitation of which could help remedy an imbalance in the distribution of sand and gravel production within the Region. Additionally maintaining access to coal resources potentially viable for opencast coal extraction is of national significance in terms of energy security. Safeguarding these significant minerals resources from sterilisation by future development is an essential component in the delivery of spatial objective 16.



Stockpiling area - Naylor Hill Quarry

Policy EN12 - Minerals Safeguarding

A. Sandstone, coal and sand and gravel resources within the District will be safeguarded from sterilisation by other forms of development, outside of Urban Areas, through the allocation of Minerals Safeguarded Areas defined in the Allocations DPD based on the broad areas shown in the Minerals Safeguarding Plan below.

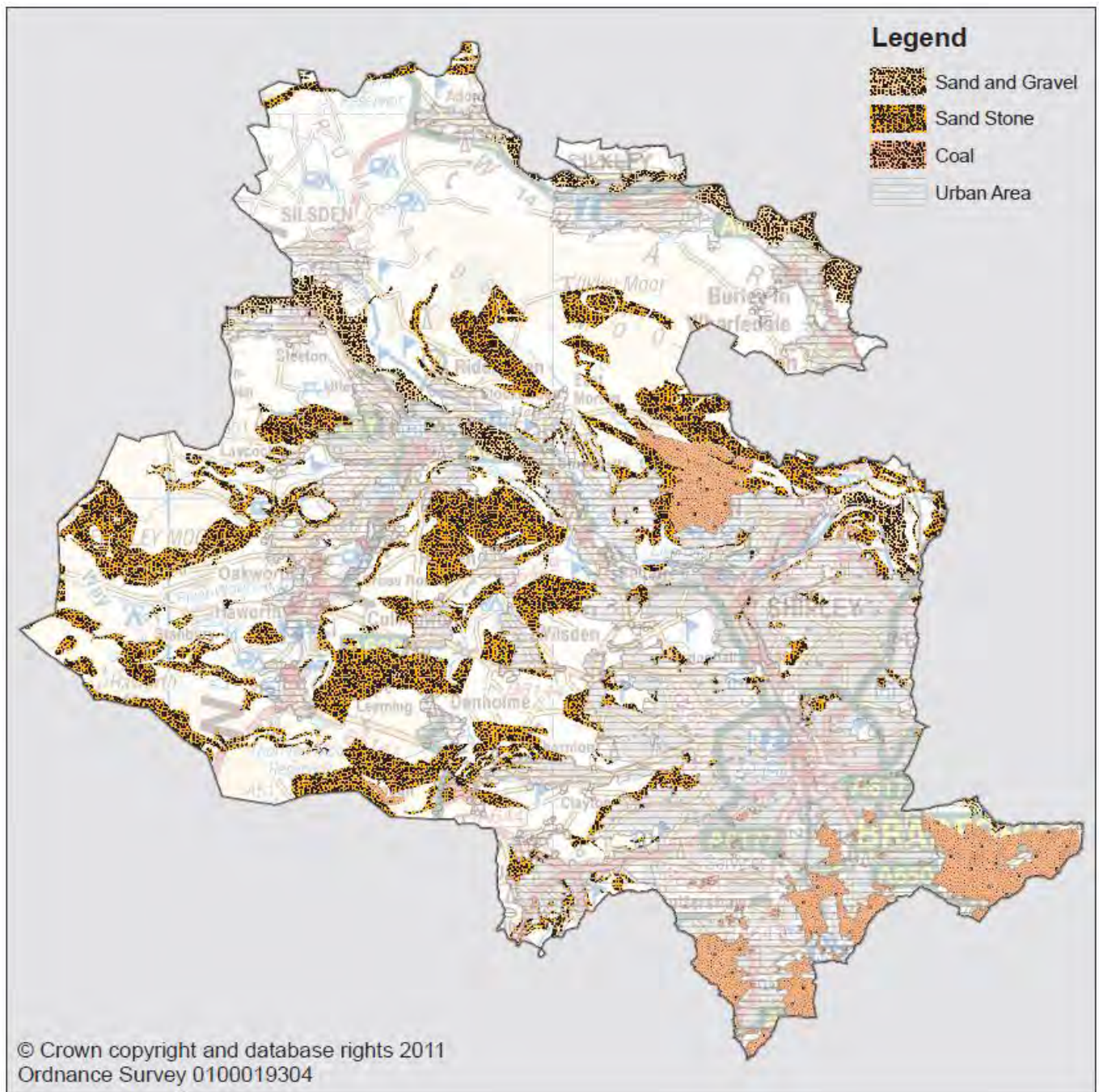
B. Within Coal and Sandstone Safeguarded Areas planning permission should not be granted for proposals involving the development of over 1 hectare of land unless it has been demonstrated that the development would not result in the sterilisation of an economically significant coal or sandstone resource or that the development would involve the prior-extraction of any economically significant coal and associated fireclay or sandstone which would otherwise be sterilised by the development.

C. Within Sand and Gravel Safeguarding Areas planning permission should not be granted for any major developments unless it has been demonstrated that the development would not result in the sterilisation of an economically significant sand and gravel resource or that the development would involve the prior-extraction of any economically significant sand and gravel which would otherwise be sterilised by the development.

D. Planning permission should not be granted for the development of any land within 500m of an existing active minerals extraction site, other than development within the curtilage of an existing dwelling house, unless it has been demonstrated that the development would not prejudice any opportunities for the future extension of the active minerals extraction site.

E. Planning permission should not be granted for development within active, inactive or historic minerals extraction voids unless it has been demonstrated that such development would not result in the sterilisation of an economically significant mineral resource or a resource which may be required for the restoration or conservation of historic buildings.

Figure EN3 Minerals Safeguarding Plan



Choice of Minerals for Safeguarding

5.3.197 Draft **Policy EN12 Minerals Safeguarding**, as set out on page 251, identifies the mineral resources intended to be safeguarded, indicates that existing urban areas will be excluded from safeguarding and sets the thresholds for the types of development which will require the consideration of minerals interests prior to determination. The consideration of which minerals it is appropriate to safeguard was based upon the advice contained in the MPS1 practice guidance, which states that planning authorities should safeguard those minerals which are, or may become, of economic importance within the foreseeable future. The selection was also informed by Regional Spatial Strategy policy EN4, which identifies sandstone, coal and sand and gravel as minerals which should be safeguarded.

5.3.198 The economic importance of sandstone is evident in the fact that the District still contains 10 active Building Stone Quarries, several of which are large sites (over 5 hectares) which market their building stone products regionally or nationally. Although there is no evidence that the sand and gravel resources present within the District are of current economic interest, they have significant future potential economic importance due to the relative scarcity of economically viable resources within West Yorkshire. Safeguarding and maintaining access to economically viable shallow coal resources is of national economic importance, in terms of energy security, as highlighted in the Energy White Paper (2007). It is not proposed to specifically safeguard fireclay resources due to the lack of geological evidence of the spatial distribution of economically important resources and the fact that future extraction is likely to be dependant upon co-extraction together with other minerals (primarily coal)⁴³.

Method for Defining Safeguarded Areas

5.3.199 The minerals industry have not come forward with any of their own geological evidence regarding the location of potentially viable mineral resources within the District and therefore the best available evidence upon which to base Mineral Safeguarded Areas (MSAs) are the minerals resource data provided by the British Geological Survey (BGS). The Coal Safeguarded Area is proposed to be based upon the primary coal resource area defined by the

BGS. Urban areas have not been included in the draft MSAs as it is considered to be highly unlikely that it would be environmentally acceptable for new minerals extraction to take place within existing built-up areas. The proposed methodology for defining urban areas does not include large undeveloped areas within settlements, such as large employment sites, parks and other greens spaces, and therefore such potentially accessible resources would be safeguarded⁴⁴. No other constraints have been used to refine the MSAs as the purpose of the allocation of MSAs is to broadly identify all land containing accessible potentially economically significant minerals resources rather than to identify only those areas likely to be suitable for future minerals extraction.

Coal

5.3.200 It is considered appropriate to set out thresholds to define what types of development within MSAs will be required to consider minerals interests. The alternative of requiring consideration of mineral interests for all development within MSAs would result in a significant and disproportionate increase in the burdens placed upon future development within the District, considering the extent of the proposed MSAs and the relative abundance of the minerals resources proposed to be safeguarded. Due to the extensiveness of the East Pennine Coalfield and the lack of evidence of any economic interest in the coal resources remaining with the District, it is considered that the main function of the Coal MSA should be to facilitate opportunities for prior-extraction rather than to prohibit development which would sterilise only relatively small parts of the resource area. Therefore a 1 hectare threshold has been proposed for the requirement to consider minerals interests for development within Coal Safeguarded Areas. It is considered that prior extraction is unlikely to be economically or practically viable on smaller development sites. This assumption is supported by the evidence in terms of the scale of the opencast coal workings which have been permitted nationally over the last decade⁴⁵. Draft policy EN12(B) also requires the recovery of fireclays in conjunction with coal prior extraction, as economically viable opportunities for the recovery of fireclay in the future

43 See section 6.1 of the *Minerals Evidence Base Report*

44 See section 10 of the *Minerals Evidence Base Report*

45 See section 6.2 of the *Minerals Evidence Base Report*

are primarily likely to come about as an ancillary elements of the recovery of other minerals such as coal⁴⁶.

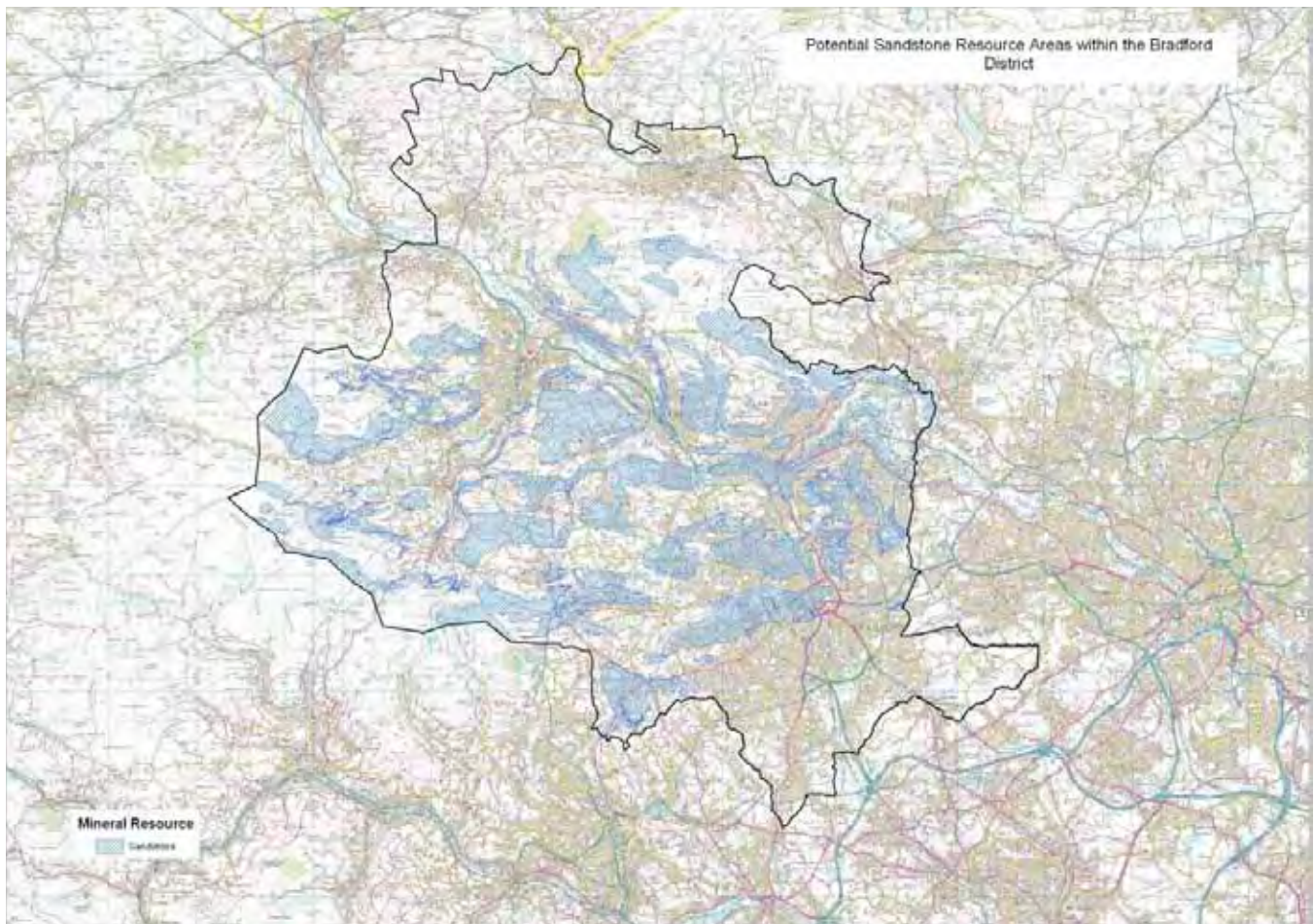
Sandstone

5.3.201 Sandstone within the District is only currently worked to produce building, paving and roofing stones and ancillary low specification aggregates. None of the sandstone resources present within the District have been identified as being suitable for the production of high specification aggregates⁴⁷. MPS 1 Annex 3 advises that safeguarding of stone will be most appropriate where it is scarce in terms of its technical properties and/or aesthetic characteristics or has been identified as having characteristics which

match those required for repair and preservation purposes. A significant proportion of the District has been identified by the BGS as containing sandstone resources, see Figure EN4 below; however no geological evidence is available which would allow this broad resource area to be refined to include only those resources which possess the qualities and bedding and jointing characteristics which render it suitable for the production of building, roofing or paving stones⁴⁸.

5.3.202 In these circumstances, where only a broad MSA can be defined which does not differentiate between high and low quality parts of an abundant resource, it is not considered appropriate to prohibit

Figure EN4 Extent of Sandstone Resource



46 See section 6.1 of the *Minerals Evidence Base Report*
47 See section 4.3 of the *Minerals Evidence Base Report*
48 See section 5.4 of the *Minerals Evidence Base Report*

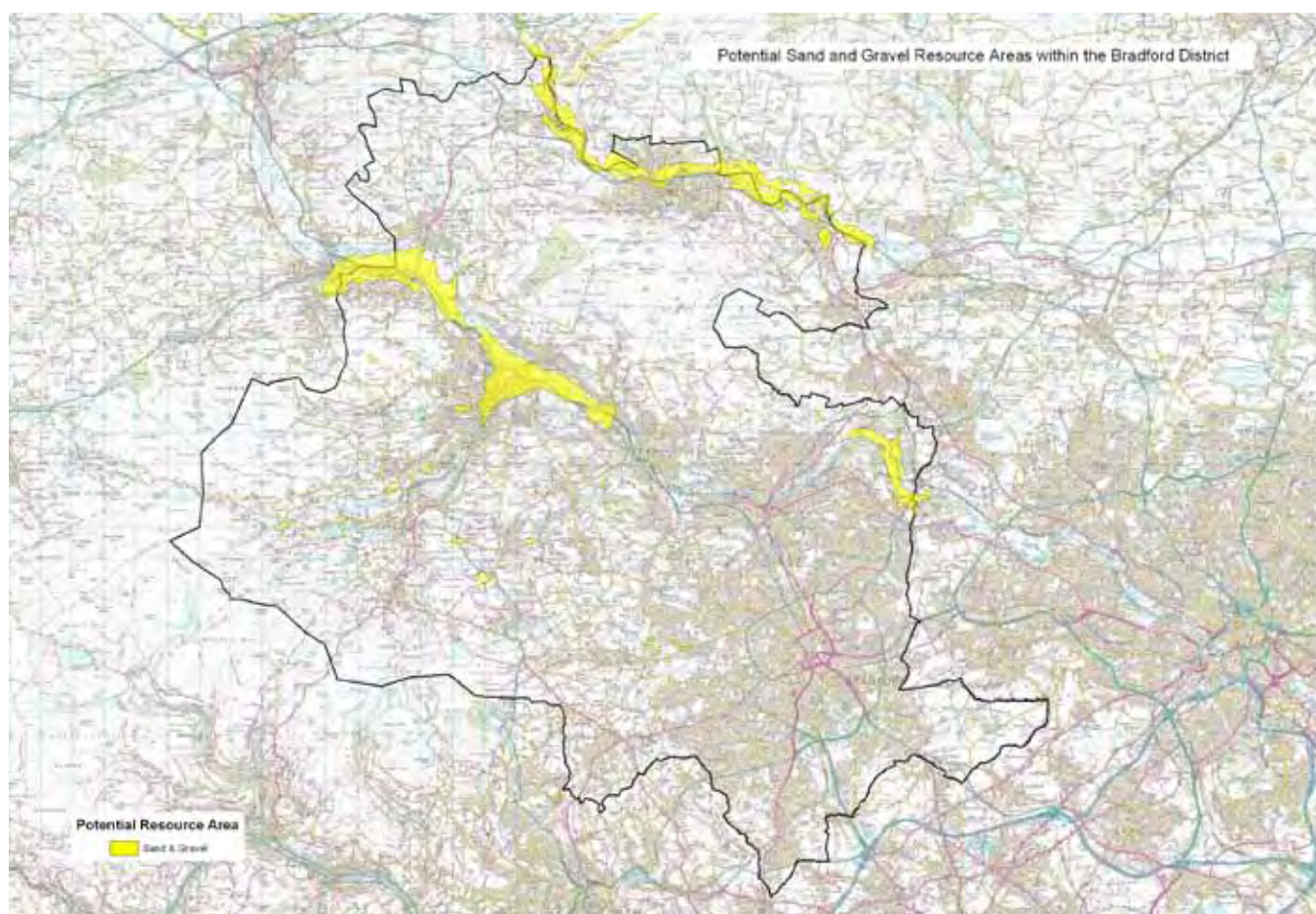
all sterilising development within the safeguarded area. Instead it is proposed to apply a 1ha threshold for the developments within the MSA to which the safeguarding policy would apply. Developments below this threshold would not be subject to any requirement to assess minerals interests, as it is not considered that it would be appropriate to refuse planning permission for development which would only sterilise a relatively small part of an abundant resource and it is assumed that prior extraction of sandstone on sites below 1ha would be likely to be practically and economically unviable. Although there may be a justification for refusing planning permission for development which would sterilise a sandstone resource capable of producing high quality building stones it is unlikely that such resources could

practically be identified through site investigations for smaller developments. However, in recognition of the reliance the building stone industry place on the extension of existing quarries⁴⁹, it is proposed to set higher protection safeguarding areas covering all land within 500m of existing sites, see draft policy EN12(D). All quarry voids will also be safeguarded to ensure that relic quarries which may be a future source of stone required to conserve the historic built environment are not unnecessarily sterilised.

Sand and Gravel

5.3.203 As can be seen from figure EN5 below, the sand and gravel resource within the district is significantly less abundant than the other identified resources and a large proportion of this resource has already been sterilised by existing built environment.

Figure EN5 Extent of Sand and Gravel Resource



⁴⁹ See section 7.3.4 of the *Minerals Evidence Base Report*

Furthermore safeguarding the remaining accessible resource from further sterilisation has a regional strategic significance due to the low levels of supply of sand and gravel from within West Yorkshire⁵⁰. Therefore it is not proposed to set a minimum site area threshold for safeguarding within the sand and gravel safeguarded area. However it is considered inappropriate to apply the requirement for consideration of minerals interests to non-major developments⁵¹.

5.3.204 Imposing a new requirement for minor developments within the Sand and Gravel safeguarded area to include some form of minerals resource assessment would significantly add to the burdens placed upon developers. Furthermore the benefits associated with safeguarding sand and gravel resources against minor developments are likely to be limited, given that prior extraction would be unlikely to be viable for small scale development projects and given the limited circumstances under which it would be appropriate to refuse planning permission for minor development proposals within the sand and gravel safeguarded area. Draft policy EN12(C) has therefore been worded to only apply safeguarding requirements to major development.

Alternative Options for Minerals Safeguarding (considered at Minerals stakeholder workshop)

5.3.205 In addition to the above preferred option, the following alternative options were considered:-

1. Do not safeguard sandstone resources.
2. Do not safeguard sand and gravel resources.
3. Do not safeguard coal resources.
4. Only safeguard proven resources adjacent to existing workings.
5. Safeguard fireclay resources.
6. Do not apply any threshold for the types of development to which safeguarding policies will apply.
7. Safeguard urban areas.

50 See section 3.1 of the *Minerals Evidence Base Report*

51 As defined by The Town and Country Planning (Development Management Procedure) (England) Order 2010

52 See section 7 of the *Minerals Evidence Base Report*

53 See section 3.1.4 of the *Minerals Evidence Base Report*

5.3.206 **Option 1** – The MPS1 practice guide advises that it is appropriate to safeguard proven deposits of minerals which are, or may become, of economic importance within the foreseeable future. The sandstone resource present within the District could be considered to be economically significant due to their suitability for the production of high quality building, roofing and paving stones. It is therefore considered appropriate to adopt a policy approach which affords some protection to sandstone resources. However the sandstone resource area defined by the BGS is very broad and given the heterogeneous nature of sandstone deposits it is highly likely that only pockets of this resource would be suitable to produce high quality building stones and therefore it is not appropriate to indiscriminately safeguard the whole resource.

5.3.207 MPS 1 Annex 3 advises that safeguarding of stone will be most appropriate where it is scarce in terms of its technical properties and/or aesthetic characteristics or has been identified as having characteristics which match those required for repair and preservation purposes. No geological evidence is currently available which would allow the differentiation of those parts of the resource which would fulfil the above criteria. However the minerals industry have indicated that the most likely locations for future building stone quarrying will comprise extensions to existing sites and English Heritage have indicated that disused quarry voids represent a potential source of supply for stones required the conservation of heritage buildings⁵². Therefore draft policy EN12 has been drafted to afford a high level of protection to sandstone resources adjacent to existing active quarries and disused quarry voids and a lower level of protection to the general undifferentiated sandstone resource identified by the BGS.

5.3.208 **Option 2** – As discussed above sand and gravel is generally recognised as an economically important mineral resource primarily due to its use in the production of concrete. Currently only 1 relatively small sand and gravel extraction site is operating within the West Yorkshire sub-region. Evidence from the extractive industry indicates that they consider the resource present within the District to already be substantially constrained⁵³ and therefore it is considered appropriate to adopt a policy approach which safeguards remaining resources within the District from further sterilisation.

5.3.209 Option 3 – An Energy White paper published by the previous government stressed the importance, in terms of energy security, of maintaining access to shallow coal resources⁵⁴. The current government have not yet set out their position in relation to indigenous coal supply and safeguarding however it seems clear that accessible coal resources which would be viable for opencast extraction would be considered to be of economic importance and suitable for safeguarding.

5.3.210 The coal resource area initially provided by BGS and the Coal Authority covered a large proportion of the District including coals below the Better Bed which have been identified by the BGS as being secondary coal resources less viable for large scale opencast mining. It was considered that safeguarding this broad area, which included poorer quality coal highly unlikely to be economically viable to extract, would be inappropriate. However BGS were able to provide better quality information which identified only the primary coal resources which allowed a safeguarded area to be defined which only included only those coals more likely to be viable for opencast coal extraction. Urban areas were excluded as resources beneath such areas are inaccessible and accommodating opencast coal sites within existing urban areas would be unlikely to be environmentally acceptable.

5.3.211 Option 4 – As the only mineral resources currently commercially extracted within the District are sandstone and clay, limiting safeguarding to proven resources adjacent to existing extraction sites would exclude sand and gravel and coal from safeguarding. In addition those sandstone resources which are not currently worked, e.g. the coarser Millstone Grits north of Keighley, would not be safeguarded which would limit the diversity of sandstones which would be subject to safeguarding. It was therefore considered inappropriate to only safeguard those sandstones adjacent to existing extraction sites.

5.3.212 Option 5 – The only recent evidence of an economic interest in the fireclay resources present within the District relates to the highly siliceous fireclay beds occurring to the west of the City of

Bradford for use in the manufacture of refractory products; however this demand appears to have ceased⁵⁵. According to the BGS Mineral Planning Factsheet the main current economic importance of fireclay is for the manufacture of high specification bricks; however, again there is no evidence that any brick manufacturer is interested in utilising any fireclay resources present within the District. Another factor in terms of safeguarding is the fact that the geological evidence on the occurrence of fireclay resources is relatively poor and therefore identifying those fireclay resources present within the District which contain the properties which may make them suitable for specific industrial applications would be extremely problematic. Therefore, given the lack of evidence of economic demand and geographical occurrence, it was considered inappropriate to attempt to define a fireclay safeguarding area.

5.3.213 Option 6 – The purpose of allocating a mineral safeguarding area is to preserve scarce resources from sterilisation and to promote appropriate opportunities for prior extraction. This can be achieved by requiring minerals resource appraisals to be submitted with planning applications for development within safeguarding areas and refusing planning permission for developments which would sterilise an economically significant resource. In determining the approach to be taken to safeguarding various factors have been considered including the relative abundance of the resources to be safeguarded, the burdens which will be placed upon non-minerals development within the safeguarding area and the likely viability of prior extraction.

5.3.214 It was considered that the significant additional burdens upon development which would be imposed by requiring all non-minerals development within minerals safeguarding areas to be accompanied by a minerals resource appraisal were not reasonable. This is because the viability of smaller development schemes may be prejudiced by the need to conduct site investigations and provide a minerals resource appraisal and the circumstances under which it would be appropriate to refuse planning permission for development which would sterilise a small part of a relatively abundant resource would be extremely limited. In addition it was considered that prior extraction is only likely to be viable for larger scale projects where sufficient quantities of mineral would be recovered to offset the costs of extraction.

⁵⁴ Department of Trade and Industry, 2007. *Meeting the Energy Challenge A White Paper on Energy*.

⁵⁵ See section 6.1 of the *Minerals Evidence Base Report*

Section 5 Thematic Policies: Planning for Places - Environment

5.3.215 Therefore thresholds have been applied to the safeguarding policies to ensure that the safeguarding only applies to an appropriate scale of development depending upon the types of safeguarding area. A tiered approach has been adopted, affording the highest level of protection to open land adjacent to existing active sites, as development in close proximity to such sites has the most potential to inhibit existing workings and prejudice opportunities for extension. A higher level of protection has also been given to the sand and gravel safeguarding area as this resource is relatively less abundant within the District and has already been significantly constrained by urban development. Coal and Sandstone have been given the lowest level of protection in recognition of the relative abundance of the resource and the lack of geological evidence of which parts of the resource are of significant economic value.

5.3.216 **Option 7** – The purpose of safeguarding is to prevent minerals resources from becoming unnecessarily sterilised. A resource is considered to have been sterilised when non-minerals development takes place on or adjacent to the resource which would prejudice its future exploitation. By definition therefore resources located under existing urban areas have already been sterilised. Consequently it was therefore considered irrational to extend safeguarding to the existing urban area of Bradford. There is a small chance that prior extraction opportunities could present themselves for large scale re-development schemes within the existing urban area. However the chances of such schemes coming forward where prior extraction would be environmentally acceptable are thought to be relatively low and any which did present themselves could be dealt with on a case-by-case basis. The methodology which has been used to define urban areas excludes open areas within settlements over 1ha in size and therefore such sites will be subject to safeguarding.

OUTCOMES	INDICATORS	TARGETS
Minerals interests are considered before planning permission is granted for developments covering over 1ha of land within the Coal and Sandstone Safeguarding Areas	Submission of Minerals Resource Appraisals to support planning applications.	No applications of over 1ha within Coal and Sandstone Safeguarding Areas validated without Minerals Resource Appraisals
Minerals interests are considered before planning permission is granted for any major developments Sand and Gravel Safeguarding Areas	Submission of Minerals Resource Appraisals to support planning applications.	No major applications within Sand and Gravel Safeguarding Areas validated without Minerals Resource Appraisals
No major or minor development takes place on open land within 500m of existing active minerals extraction sites except where such development would not prejudice opportunities to extend the minerals site.	Planning permissions for minor or major development granted on open land within 500m of existing active minerals extraction sites.	No planning permissions for minor or major development granted within 500m of existing active minerals extraction sites except where such development would not prejudice opportunities to extend the minerals site.
Any viable and environmentally acceptable opportunities for prior extraction are taken.	Number of planning permissions granted for development within safeguarding areas above the relevant threshold which do not include provision for prior extraction of minerals.	None

LEAD ROLES	MAIN MECHANISMS
Bradford Council	<p>The main mechanism for implementing the safeguarding policies set out in EN12 is through granting and refusing planning permission and enforcing validation requirements. Development management procedures and process must be adjusted to ensure that minerals resource appraisals are required for applications which meet the relevant thresholds within Minerals Safeguarding Areas. Expert advice will have to be provided to assess the content of minerals resource appraisals in terms of the quality of the minerals resource which would be sterilised and the viability of prior extraction. Training and advice should be made available to planners and members of planning committees to ensure they understand the approach taken to minerals safeguarding and support recommendations to refuse planning permission for sterilising development or grant planning permission subject to prior extraction undertakings.</p>
Development/ Minerals Industry	<p>Both the development industry (housing, commercial and industrial) and the minerals industrial will have to take minerals resource appraisals seriously as part of site assessments and accept that prior extraction can in certain circumstances be a viable option. However it should be ensured that lines of communication are established between developers and the planning authority to ensure that any concerns from developers about the effect of safeguarding policies on the deliverability of non-minerals development within safeguarding areas can be discussed and resolved.</p>
Local Communities/ Parish Council's	<p>Local communities and Parish Council's may initially oppose any suggestions of prior extraction at development sites due to the perceived environmental problems associated with minerals extraction. Opportunities should be taken by developers and the planning authority to explain the rational behind minerals safeguarding and re-assure communities that environmental impacts will be fully considered and that prior extraction will only be required in circumstances where extraction would be environmentally acceptable.</p>

Waste Management

5.3.217 Waste management was a key issue in the initial Core Strategy Issues and Option consultation in February 2007. This document included Topic Paper 8 *Waste*, which focused on the strategic spatial issues and options for waste management across the District, but did not go into detail on the spatial dynamic of waste, including cross-boundary issues, that is required within the Core Strategy.

5.3.218 Following additional guidance on waste management policy being published by the Government and Planning Inspectorate, the Council produced a revised and updated Further Issues and Options document which was published for comment in October 2008.

5.3.219 Taking into consideration the public comments and representations received on the further Issues and Options document, the Council produced a stand alone preferred approach document for Waste Management Core Strategy Policies, which was published for comment at the same time as the consultation for the Waste Management DPD: Preferred Approach which took place from January - April 2011.

5.3.220 The paper set out the preferred waste policy options which the Council proposed to take forward within the Core Strategy and provides the strategic framework for the Waste Management Development Plan Document. The preferred approach demonstrated how the preferred approach had been chosen including the consideration of consultation responses and the use of technical evidence. It included two strategic policies:



5.3.221 **WM1 (EN13): Waste Management** – which is based upon the waste Hierarchy and the need to ensure appropriate capacity to move towards self sufficient approach.

5.3.222 **WM2 (EN14): Identifying Waste Management Sites** – provides guidance on the approach to allocating sites with the Waste management DPDF

5.3.223 If you wish to view the Core Strategy – Waste Management Preferred Policies Paper and the Summary Representations and Engagement Plan of the Preferred Approach consultation carried out on the document, please visit the Council's website. The Council will accept further comments on the Core Strategy Preferred Approach. All comments would then be considered together with those to the earlier consultation before moving to the next stage.

Section 6 Implementation and Delivery

6.0 This section sets out how the Council, working with partners in the public, private and voluntary sectors will seek delivery and implement policies and proposals, including infrastructure as established in the Core Strategy.



6.1 Development Plan Documents and Authority Monitoring Report

6.1.1 The Council will deliver the vision, objectives, core policies, thematic policies and the sub area planning policies as presented in this Core Strategy through the use of lower order development plan documents as stated in the policy below.

Policy ID1 Development Plan Documents and Authority Monitoring Report

A. The Council will deliver the vision, objectives, core policies, thematic policies and sub area policies using a number of Development Plan Documents:-

- 1. Bradford City Centre Area Action Plan DPD** – will include regeneration focussed area based policies and proposals to help stimulate development and support land assembly through CPO.
- 2. Shipley & Canal Road Corridor Area Action Plan DPD** – will support the work of the Joint Venture Company established by the Council and Arnold Laver Group to deliver proposals for an urban eco settlement between Shipley Town Centre and Bradford City Centre.
- 3. Land Allocations Development Plan Document** – using policies, proposal statements and proposal maps will determine the extent of the green belt, identify sites for housing, economic as environmental protection designations, sports and open space provision for Bradford District.

4. Waste Management Development Plan Document – will establish the spatial strategy for dealing with all types of waste within the Bradford District, including identification of waste management sites on a proposal map.

5. Neighbourhood Plans – will plan positively to promote sustainable and inclusive development with powers to plan for more housing and economic growth than set out in the Core Strategy DPD.

B. The Council, where appropriate, will also use Supplementary Planning Documents to accelerate the delivery of development schemes and infrastructure.

C. The Council will prepare an Authority Monitoring Report (AMR) on a regular basis to report on the implementation of the Local Development Scheme, the effectiveness of local planning policies and performance of Development Management. The AMR will also report on the indicators noted in Section 7 of the Core Strategy, Community Infrastructure Levy (CIL) receipts, number of Neighbourhood Plans/ Orders adopted and the action taken under Duty to Cooperate.

6.2 Development Management

6.2.1 The Council's approach to Development Management is intended to ensure that new

developments contribute to the overall aims of the Core Strategy. The following policy seeks to foster the delivery of sustainable development in full accordance with national planning policy.

Policy ID2 Development Management

A. 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 onto prominent skylines
5. Relate to existing natural and built features, landmarks or views that contribute to the area and apply inclusive design principles
6. Incorporate adequate design arrangements for servicing, waste handling, recycling and storage
7. Allow for flexibility to adapt to meet the changing needs and circumstances and provide access for those with physical disabilities
8. Not harm the amenity of prospective or existing users and residents
9. Contribute positively towards cohesion

B. Good contemporary design which is sympathetic or complementary to its setting will be welcomed.

C. Development proposals including change of use should be inclusive for everyone (e.g. disabled, older and younger people).

D. The provision of public art will be encouraged at the outset of major development schemes

E. Proposals should maximise opportunities to conserve energy and water resources through 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 and Power); and
2. Layouts which reduce wind chill and maximise the efficient use of natural light
3. The use of rain water and grey water recycling and sustainable drainage systems

F. Development proposals should be designed to ensure a safe and secure environment and reduce opportunities for crime

G. Detailed guidance on development management principles may be given through the use of other Development Plan Documents, Neighbourhood Plans and Supplementary Planning Documents (SPDs).

H. Proposals to have 'due regard' to the Equality Act 2010, in particular seek to:

1. Eliminate any unlawful discrimination, harassment and victimisation
2. Advance equality of opportunity between different groups
3. Foster good relations between different groups

6.3 Developer Contributions

6.3.1 The Council as the Local Planning Authority imposes conditions on planning permissions and seeks planning obligations (also known as S106 agreements) from developers, to secure the best use of land and a properly planned environment in the District. S106 agreements are legal agreements linked to planning permissions that regulate the way a development is undertaken and are used where it is not possible to regulate the permission by means of a condition. They may be in the form of in kind benefits, or a financial contribution, and may be used to prescribe the nature of a development, compensate for loss or damage created by a development, or mitigate the impacts associated with the development. The Government's current approach to planning obligations is set out in Circular 05/2005, as amended by the Community Infrastructure Levy Regulations, 2010. Under this guidance, a planning obligation may only constitute a reason for granting permission if the planning obligation is:

- i) necessary to make the development acceptable in planning terms;
- ii) directly related to the development; and
- iii) fairly and reasonably related in scale and kind to the development.

6.3.2 The intensification of development and employment place demands on the Districts services, infrastructure and environment. The Council attaches planning conditions and negotiates planning obligations with developers to mitigate the impact of these demands. The nature and level of any contribution sought takes account of the demands created by the development concerned, existing levels of provision within the District, the Councils priorities and the impact of the obligation upon the viability of the development proposed.

6.3.3 The scale and type of benefits sought must be related to the demands created by the development. Large developments have effects that spread beyond the immediate site, creating demand for labour, transport, housing and amenities, and they have an impact on the wider environment. Some of these effects may be mitigated by the direct provision of infrastructure or services by a developer,

others may require a financial contribution. Where a financial contribution is sought, it may be necessary to pool some contributions in order to address some of the wider development impacts. The pooling of contributions from several planning permissions to form an investment pot is particularly relevant to the provision of affordable housing, training and local community facilities. Increasingly, infrastructure and environmental improvements are being delivered through neighbourhood regeneration strategies and it is intended that, where feasible, planning contributions in the District will contribute towards the delivery of these neighbourhood level regeneration strategies.

6.3.4 It is difficult to identify specific priorities for developer contributions at this stage for a district as diverse as Bradford, which will have different priorities in different locations over time. The identification of priorities within the policy will reduce the flexibility of the Core Strategy to respond to these changing demands and priorities.

6.3.5 The sort of matters for which contributions will be sought include:

- affordable housing;
- community facilities;
- drainage and flood prevention.
- education;
- environmental improvements;
- health facilities;
- open space, sports and leisure;
- transport infrastructure;

6.3.6 This list is not exhaustive and may be added to. Government reforms to the Planning System may also affect the matters for which contributions will, or can, be sought.

6.4 Developer Contributions

Policy ID3 Developer Contributions

Where needs arise as a result of development, the Council will seek to secure planning obligations or agreements to make a scheme acceptable in planning terms, and where directly related to the proposed development (in line with Circular 5/2005, Community Infrastructure Levy regulations or successor regulations/guidance). The Council will negotiate contributions towards the cost of providing infrastructure and of meeting social and environmental requirements. The nature and scale of the contribution sought will be determined having regard to the:

- A. Scale and form of development;
- B. Capacity of existing infrastructure provision; and
- C. Potential impact of the development upon the surrounding area and facilities.
- D. The opportunity to support the public sectors equality duty

The appropriate range and level of contributions will be assessed in a comprehensive manner, taking into account the above criteria, strategic infrastructure requirements and, where appropriate, the use of standard charges and formula.

Where development has a significant impact on the Strategic Road Network developer contributions would be sought through section 278 agreements.

6.4.1 This policy approach highlights the general principle that contributions will be required where necessary in planning terms, and indicates the broad range of matters that may need to be addressed. The impact of any contributions on the viability of a scheme will be a material consideration in the planning process.

6.4.2 The 2008 Planning Act sets out the legislative

basis for the Community Infrastructure Levy, and the enabling regulations came into effect in April 2010. These provide for the setting and collection of a statutory charge levied on development intended to address the infrastructure needs arising out of the implementation of the Local Development Framework. S106 agreements have been retained but will be scaled back to focus on site specific mitigation in line with the three tests outlined above. The regulations allow for a transition period until 2014, within which s106 agreements can be retained to deliver wider planning benefit, pending the adoption of a Community Infrastructure Levy.

6.4.3 Developer contributions under this policy include both S106 agreements and the Community Infrastructure Levy that will replace it in part. The Community Infrastructure Levy for Bradford District will be adopted at the same time as the Core Strategy.

6.5 Infrastructure Delivery

6.5.1 New development, redevelopment and the intensification of existing activities and uses can all generate additional demand for infrastructure, including social, physical, environmental and green and utilities infrastructure. It is vital that there is sufficient infrastructure to support the Core Strategy, in particular, in its targeted approach to development, to deliver the infrastructure requirements for areas of housing and economic growth, and in areas that lack infrastructure.

6.5.2 There are a variety of mechanisms that the Council can apply to assist with the delivery of infrastructure and these will collectively be used to meet infrastructure requirements:

- partnership working with infrastructure providers
- the mitigation of the impacts of development through the planning process
- supporting asset reviews and making the best use of existing facilities

6.5.3 The Core Strategy is a spatial plan and the implementation of objectives and policies cannot be carried out by the Council alone but will rely on

Section 6 Implementation and Delivery

coordination with a range of public, private and voluntary organisations. In order to achieve the objectives of the Core Strategy commitment will be needed from these organisations, who may be required to take action directly or work in partnership with the Council.

6.5.4 Partnership working between the Council and its partners including health and education providers, utility companies and government agencies.

6.5.5 The Council already works with its partners in the public, private and voluntary sectors as part of the Leeds City Region Local Enterprise Partnership, the Bradford District Partnership (Local Strategic Partnership) and the West Yorkshire Integrated Transport Authority. The continued working with these partners will aid the delivery of the Big Plan and Core Strategy objectives.

6.5.6 The Council will work together with water supply and sewerage companies to ensure that water and wastewater requirements are put in place alongside planned growth to avoid adverse environmental impacts and to improve water quality.

6.5.7 For individual developments, developers, working in conjunction with the Council, will be required to demonstrate that there is adequate infrastructure capacity both on and off site to serve their development. Where there is a capacity problem developers will be expected to fund or to contribute towards the necessary improvements or new provision to serve needs arising from their development.

6.5.8 The Council has also demonstrated partnership working with infrastructure delivery partners, through the preparation of the Draft Local Infrastructure Plan (LiP), which sets out how the Core Strategy will be supported by appropriate infrastructure. The LiP identifies gaps in infrastructure to serve the Districts existing population and sets out future infrastructure needs as a result of developments arising from the Core Strategy. The preparation of this LiP has involved working with both internal and external partners to identify the specific infrastructure projects to be delivered, focusing on a range of social, physical, environmental and green infrastructure. The Draft Infrastructure Delivery Schedule is set out in the Draft Local Infrastructure Plan to identify what new or improved infrastructure

is planned, who will be involved and the resource implications. This will be monitored and reviewed as necessary.

6.5.9 This Draft Infrastructure Delivery Schedule summarises the key pieces of infrastructure required by the Core Strategy over the lifetime of the plan. It will be monitored, as part of the Annual Monitoring Report process, and reviewed and updated to ensure that appropriate infrastructure is being delivered.

6.5.10 The Draft Infrastructure Delivery Schedule will be used to provide a detailed investment plan of infrastructure requirements in the District and this will help the Council better negotiate levels of planning contributions related to areas of particular need and review the tariffs.

6.5.11 The following policies seek to ensure vital infrastructure is planned and delivered through effective partnerships to support development throughout the District; in particular to support growth identified in this Core Strategy and to target areas with infrastructure deficiencies.

6.6 Working with Partners

Policy ID4 Working with Partners

The Council will work with a range of partners, including Leeds City Region LEP, its Local Strategic Partnership, West Yorkshire Integrated Transport Authority, infrastructure providers and stakeholders, to ensure that requirements for new infrastructure and services can be met.

In partnership, the future need and delivery of new infrastructure will be explored and site opportunities for new or enhanced infrastructure will be identified. Planned infrastructure will be set out in an Infrastructure Delivery Schedule which will be updated, where necessary, to incorporate partners' future plans. Future infrastructure provision will also be taken into account in during the production of the Bradford City Centre AAP, Shipley and Canal Road Corridor AAP and the Allocations DPD.

6.7 Facilitating Delivery

6.7.1 The Council with its partners will take a proactive role in facilitating development and associated infrastructure. The following policy seeks to ensure that the councils makes efficient and effective use of tools available to facilitate growth and infrastructure provision.

Policy ID5 Facilitating Delivery

The Council will support the sustainable growth of the District and the targeted approach of the Core Strategy whilst ensuring that infrastructure can be provided through the following mechanisms:

- A. As land owners, the Council and other public sector organisations have an opportunity to consider how its decisions on the future use of its sites can support the vision and policies in the Core Strategy, and maximise the use of publicly owned land and buildings to enable sustainable and inclusive development.
- B. Area Action Plans and Supplementary Planning Documents will be prepared to deliver key proposals where necessary
- C. The co-location of facilities will be welcomed where this will meet greater infrastructure needs and in order to increase public access
- D. The Infrastructure Delivery Plan and Schedule will be reviewed and updated to ensure that there is commitment to delivery from infrastructure providers

6.8 Simplification of planning guidance to encourage sustainable development

6.8.1 The government's priority is to simplify and speed up the planning system to encourage development and economic growth. The Council will consider a series of tools for planning simplification to facilitate efficient and effective delivery of development as outlined in the policy below.

Policy ID6 Simplification of planning guidance to encourage sustainable development

The Council will consider the use of a combination of the following tools to simplify the planning guidance to facilitate efficient and effective delivery of sustainable development:-

1. Simplified Planning Zones (SPZs) – defined areas in which specific forms of development can proceed without the need for planning permission.
2. Planning Performance Agreements (PPAs) – contracts between the Council as local planning authority and a developer that sets out key details of a proposed scheme and clear timescales for reaching a decision.
3. Article 4 Directions – providing clarity on what types of schemes can go ahead through permitted development rights and what types of schemes will require planning applications.
4. Local Development Orders/Neighbourhood Development Orders (LDOs/NDOs) – introduces new permitted development rights for certain forms of development without the need to apply for planning permission.
5. Supplementary Planning Documents (SPDs) – to help bring forward development at an accelerated rate.

The Council will also consider the use of other innovative tools in partnership with central government to help simplify planning guidance.

Section 6 Implementation and Delivery

6.8.2 The Council is already using a number of the tools above, including Planning Performance Agreements and Supplementary Planning Documents. In addition to the above tools, the Council already encourages early pre application discussions and provides a comprehensive Pre Application service, including a Major Development Team approach to major development schemes.

6.8.3 The aim of the pre application service for major developments is to provide greater certainty and clarity to applicants and developers by identifying planning issues and requirements at the earliest possible stage and speed up the planning process. Furthermore it can help to minimise a developers subsequent planning application costs and avoid abortive applications. The Councils Regulatory and Appeal Committee on 9th March 2011 authorised the use of Planning Performance Agreements (PPAs) in line with the PPA Charter.

6.8.4 The Council also provides a free Duty Planning Officer Service to provide informal advice on:-

- Planning policy relating to householder development
- Planning policy relating to small scale residential and commercial developments
- Alterations to commercial premises
- Listed Buildings & Conservation/Heritage Issues
- Permitted development rights
- Changes of use
- General information & advice on Council policy & processes
- Referral to other specialist Council Services

6.8.5 The Councils customer engagement initiative, The Agents & Developers Forum, seeks to build a good understanding and working relationship with regular users of the Councils Planning Service so as to ensure continual improvement to planning application and decision making processes.

6.9 Community Involvement

6.9.1 Central government through the Decentralisation & Localism Bill and the Draft National Planning Policy Framework is fully committed to early community engagement as part of development plan making and pre application discussions.

Policy ID7 Community Involvement

The Statement of Community Involvement will be the Councils statement on how the local community, stakeholders and other interested parties will be consulted on:-

1. Local Development Plan Documents
2. Planning Applications

The Council will consult with the public during the process of any future revisions to the Statement of Community Involvement

6.10 Regeneration Funding and Delivery

6.10.1 The Council recognises its enabling role in supporting economic growth. Central Government is encouraging local authorities to use a range of funding and delivery models to help stimulate economic development.

Policy ID8 Regeneration Funding and Delivery

The Council in its role as enabler will continue to use existing and new tools to promote and incentivise economic growth, such as:-

1. Local Asset Backed Vehicles (LABVs)
2. Joint European Support for Sustainable Investment in City Areas (JESSICAs)
3. Joint European Resources for Micro to Medium Enterprises Initiative (JEREMIE)
4. Infrastructure Financing
5. Prudential Borrowing
6. Voluntary Development Partnerships
7. Business Improvement Districts (BIDS)
8. Community Land Trusts (CLT)
9. Tax Increment Financing (TIFs)
10. Regional Growth Fund
11. Local Incentive Backed Vehicles (LIBVs)
12. Multi Use Infrastructure Procurement
13. New Homes Bonus
14. Total Place

6.10.2 The Council is using a number of regeneration funding and delivery tools in its regeneration priority areas. For example, the Council has established a Joint Venture Company with Arnold Laver Group in the Shipley Canal Road Corridor regeneration area and is using Local Asset Backed Vehicle (LABV) to pool together sites to create greater economies of scale and place making synergies. The Council has been innovative in the provision of a commercial loan to the developer of the Southgate scheme in Bradford City Centre during a period when obtaining bank funding was difficult.

6.10.3 The Council in its role as enabler will continue to explore the use of innovative funding and delivery instruments to unlock economic potential of the District and deliver the growth proposed by the Core Strategy.

6.10.4 Government guidance emphasises the need to demonstrate how plans in Core Strategies will be delivered and deliverability is a main test of the soundness of the document. The approach of this Delivery and Implementation section clearly shows that the Core Strategy is deliverable. Together the policies in this section and Infrastructure Delivery Schedule demonstrate the ability of the Council to work in partnership with infrastructure providers and that there are sufficient plans to support developments in the District.

6.10.5 As part of the process of preparing the LDF it will be necessary to identify how the policies and proposals contained within it will be delivered. Where possible the agencies responsible, the resources required and the timescales for implementation should be identified.

Section 6 Implementation and Delivery

Policy	Lead Agencies
Policy ID1 Development Plan Documents and Authority Monitoring Report	CBMDC
Policy ID2 Development Management	CBMDC, Public sector, Private sector
Policy ID3 Developer Contributions	CBMDC, Public sector, Private sector
Policy ID4 Working with Partners	CBMDC, Public sector, Private sector
Policy ID5 Facilitating Delivery	CBMDC, Public sector, Private sector
Policy ID6 Simplification of planning guidance to encourage sustainable development	CBMDC, Public sector, Private sector
Policy ID7 Community Involvement	CBMDC, Public sector, Private sector
Policy ID8 Regeneration Funding & Delivery	CBMDC, Public sector, Private sector

Section 7 Monitoring



Introduction

7.1 Monitoring is a key component of the planning system as it reviews the progress of the LDF, its Strategic Objectives, Core Strategies, Sub-Area Policies and Thematic Policies. The development of a successful monitoring framework, providing continuous review of intended policy outcomes, enables the charting of progress as well as allowing analysis which, in turn, can lead to the modification of policy. A key element of this monitoring will be examining economic and demographic changes, and the relationships with housing and employment-related developments. Connecting “demand” and “supply” in the monitoring framework in this way will be necessary for an effective managed approach to delivering sustainable development in the Bradford District.

Annual Monitoring Report

7.2 Section 35 of the Planning and Compensation Act 2004 requires the Council to produce and publish an Annual Monitoring Report (AMR). The obligation to submit an AMR to the Secretary of State containing specific Core Indicators has recently been removed by the announcement from the Parliamentary Under Secretary of State at the Department for Communities and Local Government 30th March 2011. Councils may continue to report upon Core Indicators if they choose to but are no longer required to do so.

7.3 The AMR is the main mechanism for monitoring and reporting with regard to the Core Strategy. Currently, it is made up of separate parts which measure the progress of the LDF against the Local Development Scheme (LDS), Policy implementation by theme and performance of Development Management. It will include an assessment of:

- (i) whether policies and related targets or milestones in Local Development Documents (LDDs) have been met or progress is being made towards meeting them or, where they are not being met or not on track to being achieved, the reasons why;
- (ii) what impact the policies are having in respect of national, regional and local policy targets and any other targets identified in LDDs;

- (iii) whether the policies in the LDD need adjusting or replacing because they are not working as assessed under (i);
- (iv) whether the policies need changing to reflect changes in national or regional policy; and
- (v) whether policies or proposals need changing, and the actions needed to achieve this.

7.4 Although the AMR, is published annually, not all indicators will be annually monitored and some monitoring systems still need to be established. This, in part, reflects resources but is also related to the reduction in Central Government prescription which allows greater freedom to monitor only what is relevant to this particular district.

7.5 Monitoring undertaken elsewhere in the Council is also valuable particularly for Contextual Indicators. The Infrastructure Plan and Settlement Studies also provide valuable baseline information and contextual information. Other Corporate Monitoring Performance Frameworks are also relevant. The Core Strategy Performance Monitoring Framework will be linked to the emerging Leeds City Region Performance Framework.

Core Strategy Performance Monitoring Framework

7.6 Indicators in the AMR will evolve into the framework outlined in Table MO1 with the progression and adoption of the Core Strategy. The main direct linkages between chosen Performance Indicators and the Outcome Indicators of Strategic Spatial Objectives, Core Strategy Policies, Sub-Policies and Thematic Policies have been identified, analysed and are charted in the Table MO1.

7.7 This Strategic set of Development Indicators relate to the outcomes of more than one policy. Their presentation in the table is bundled together for simplicity and to avoid repetition. Bundled indicators are of particular use when analysing the main direct linkages relating to the monitoring of completed development as found in Section 3 of the AMR.

7.8 As part of the LDF, further Development Plan Documents addressing detailed specifications and site specific issues will be issued. They will also require detailed monitoring and review processes. These will be identified and incorporated into the AMR as and when is appropriate, together with the other elements noted in policy ID1C.

Table MO1: Performance Monitoring Framework

Key:

Development Indicator	Spatial Objective
	Strategic Core Policy
	Sub Area Policy
	Theme Policy

Economy and Jobs

Total employment floorspace created, analysed against the employment requirement and area targets; by type of employment; for the District, DPD area and policy area.	1, 2, 5, 6, 10
	SC1, SC3, SC4, SC5
	BD1, AD1, WD1, PN1
	EC1B, EC1C, EC2, EC3A, EC5A, EC5B, EC5C, EC5D.
Total employment jobs created, analysed against the employment requirement and the area targets.	1, 5, 6, 10
	SC1, SC3, SC4, SC5
	EC2
Remaining employment land supply, analysed against the employment requirement and area targets; for the District, DPD area and policy area.	2
	SC4
	EC2, EC3A
Total retail floorspace created, analysed by type; for the District and the hierarchy of centres.	1, 2, 5, 6, 7.
	SC1, SC3, SC4, SC5
	BD1, AD1, WD1, PN1
	EC1B, EC5A, EC5B, EC5C, EC5D

Section 7 Monitoring

Vitality and viability assessments of the hierarchy of centres.	1, 5, 6, 7
	SC1, SC3, SC4, SC5
	BD1, AD1, WD1, PN1
	EC5A, EC5B, EC5C, EC5D

Transportation and Movement

Accessibility of new housing, employment and retail schemes by public transport.	1, 2, 3, 5, 9, 10, 14
	SC1, SC2, SC3, SC4, SC5, SC6
	BD1, BD2, AD1, AD2, WD1, WD2, PN1, PN2
	TR1A, TR1B, TR1D, TR3A, TR3B, TR3C, TR3D, TR4A, TR4B, TR5A, TR5B
Modal shift between different modes of transport.	1, 2, 3, 5, 9, 14
	SC1, SC2, SC3, SC4, SC5, SC6
	BD1, BD2, AD1, AD2, WD1, WD2, PN1, PN2
	TR1A, TR1B, TR1C, TR1D, TR1E, TR2A, TR2B, TR2C, TR2D, TR2E, TR2F, TR3A, TR3B, TR3C, TR3D, TR3E, TR4A, TR4B, TR5A, TR5B, TR6A, TR6B, TR6C, TR6E, TR6I, TR7
Parking audit, particularly for park and ride and freight.	
	TR2A, TR2B, TR2C, TR2E, TR2F, TR2G, TR6G

Housing

Total houses completed, analysed against the housing requirement, the housing trajectory, and targets for DPD's, settlements, previously developed land, affordable housing, gypsies/travellers/travelling showpeople; by tenure/type/size of unit, location within a settlement, allocation/windfall; for the District, DPD area and settlement.	1, 2, 4, 10, 13
	SC1, SC3, SC4, SC5
	BD1, AD1, WD1, PN1
	HO1, HO3, HO4, HO6, HO8, HO11, HO12
Completed housing schemes, analysed by density, housing mix, housing quality and allocation/windfall.	
	HO2, HO5, HO8, HO9

Remaining housing land supply, analysed against the housing requirement, the housing trajectory, and targets for DPD's, settlements, previously developed land, affordable housing, gypsies/travellers/travelling showpeople; for the District, DPD area and settlement.	2, 4
	SC4
	HO2, HO4, HO6, HO11, HO12

Environment

Needs, provision and deficiencies in the provision of open space and recreation facilities for a range of typologies.	1, 3, 11, 12, 14
	SC1, SC3, SC4, SC6
	BD1, AD1, WD1, PN1
	EN1
Number of sites identified of local nature conservation importance, and proportion of local sites where positive conservation has been or is being implemented.	1, 3, 11, 12, 15
	SC1, SC3, SC4, SC6
	BD1, AD1, WD1, PN1
	EN2
Quality and condition of historic attributes; listed buildings at risk, listed buildings at risk in the Saltaire World Heritage Site, key views to/from the Saltaire World Heritage Site, up-to-date conservation area appraisals.	1, 11, 12
	SC1
	BD1, AD1, WD1, PN1
	EN3
Hectares of woodland, wetland or floodplain habitat created or improved.	1, 3, 11, 12, 13, 14, 15, 16
	SC1, SC2, SC3, SC4, SC6
	BD1, AD1, WD1, PN1
	EN4, EN5
Mega Watts (MW) of installed renewable energy and low carbon energy capacity, which required planning permission.	1, 3, 11, 13, 16
	SC1, SC2
	BD1, AD1, WD1, PN1
	EN6
Number of completed developments that have sustainable urban drainage.	1, 3, 11, 13, 16
	SC1, SC2, SC3, SC6
	AD1, WD1
	EN7

Section 7 Monitoring

Number of contaminated sites that have been remediated.	1, 3, 11, 13, 16
	SC1, SC2, SC3
	BD1, AD1, WD1, PN1
	EN8
Number of newly designated and revoked Air Quality Management Areas in the District.	1, 3, 11, 13, 16
	SC1, SC2, SC3
	BD1, AD1, WD1, PN1
	EN8
Total outputs of stone, aggregates, and sand and gravel.	6, 12, 16
	EN10A, EN10B, EN10C, EN10D, EN10E, EN11A, EN11B, EN11C, EN11D

Appendix 1 Glossary of Terms and Acronyms

Appendix 1 Glossary of Terms and Acronyms

Glossary of Acronyms

AAP	Area Action Plan
AHEVA	Affordable Housing Economic Viability Assessment
AMR	Annual Monitoring Report
AQMA	Air Quality Management Area
BCCAAP	Bradford City Centre Area Action Plan
BAME	Black and Minority Ethnic
BOPA	Bradford Older Peoples Alliance
BWA	Bradford Wildlife Area
CIL	Community Infrastructure Levy
CRDP	City Region Development Programme
CRTB	Community Right To Build
DPD	Development Plan Document
DNPPF	Draft National Planning Policy Framework
EIA	Equalities Impact Assessment
ELR	Employment Land Review
EU	European Union
IMD	Index of Multiple Deprivation
ISS	Interim Spatial Strategy
LABV	Local Authority Backed Vehicle
LBAP	Local Biodiversity Action Plan
LCR	Leeds City Region
LDD	Local Development Document
LDF	Local Development Framework
LDS	Local Development Scheme
LEA	Local Economic Assessment
LGC	Local Growth Centre
LIP	Local Infrastructure Plan
LPA	Local Planning Authority
LSC	Local Service Centre
LSP	Local Strategic Partnership
LTP	Local Transport Plan

Appendix 1 Glossary of Terms and Acronyms

MPG	Minerals Planning Guidance
MSA	Mineral Safeguard Area
PAE	Planning Aid England
PAS	Planning Advisory Service
PDL	Previously Developed Land
PPA	Planning Performance Agreement
PPG	Planning Policy Guidance
PPS	Planning Policy Statement
RCS	Regional Cultural Strategy
REM	Regional Econometric Model
RES	Regional Economic Strategy
RFRA	Regional Flood Risk Assessment
RHS	Regional Housing Strategy
RSS	Regional Spatial Strategy
RUDDP	Replacement Unitary Development Plan
SA	Sustainability Appraisal
SAC	Special Area of Conservation
SCI	Statement of Community Involvement
SHLAA	Strategic Housing Land Availability Assessment
SHMA	Strategic Housing Market Assessment
SEA	Strategic Environmental Assessment
SEGI	Site of Ecological and Geological Importance
SFRA	Strategic Flood Risk Assessment
SPA	Special Protection Area
SPD	Supplementary Planning Document
SSSI	Site of Special Scientific Interest
WHS	World Heritage Site
WYLTP	West Yorkshire Local Transport Plan
YHBF	Yorkshire and Humber Biodiversity Forum

Glossary of LDF Terms

Accessibility: This is a general term used to describe the degree to which a product, device, service, or environment is available to as many people as possible. It can be viewed as the “ability to access” and benefit from some system or entity. It is often used to focus on people with disabilities or special needs and their right of access to facilities and services within the environment.

Affordable Housing: This type of housing includes social rented, affordable rented and intermediate housing, provided to specified eligible households whose needs are not met by the market. Affordable housing should:

- Meet the needs of eligible households including availability at a cost low enough for them to afford, determined with regard to local incomes and local house prices; and
- Include provision for the home to remain at an affordable price for future eligible households or, if these restrictions are lifted, for the subsidy to be recycled for alternative affordable housing provision.

Affordable Housing Economic Viability Assessment (AHEVA): This study provides assessment of the viability of the proportion of affordable housing, site thresholds and tenure splits in different locations and on a range of sites across the District. It provides robust evidence when determining appropriate and justifiable affordable housing targets within the LDF. This study forms part of the LDFs evidence base.

Allocation: The use of land assigned to a parcel of land within the Development Plan.

Annual Monitoring Report: An annual assessment of the effectiveness of policies and proposals in the Local Development Framework, progress in preparing Local Development Framework documents, and performance in the processing and determining of planning applications.

Appropriate Assessment: A formal assessment by the Council of the impacts of the LDF on the integrity of a Natura 2000 Site (a Special Protection Area (SPA), Special Area for Conservation (SAC) or proposed SPAs or Ramsar sites).

Air Quality Management Areas (AQMA): Areas where levels of pollution and air quality may not meet national air quality objectives. If it does not, a plan is prepared to improve the air quality – a Local Air Quality Action Plan.

Area Action Plan (AAP): Area Action Plans are used to provide a planning framework for areas where significant change or conservation is proposed, in line with policies in the Core Strategy. The following Area Action Plans will form part of Bradford’s LDF:

- Bradford City Centre Area Action Plan
- Shipley Canal Road Corridor Area Action Plan

Baseline Analysis Report: This report comprises a concise and comprehensive analysis of a wide range of topics (e.g. housing, biodiversity and transport) relevant to the District’s social, economic and environmental characteristics at the present time. This study forms part of the LDFs evidence base.

Biodiversity: This refers to the variety of plants, animals and other living things in a particular area or region. It encompasses habitat diversity, species diversity and genetic diversity. Biodiversity has value in its own right and has social and economic value too.

Appendix 1 Glossary of Terms and Acronyms

Bradford City Centre Area Action Plan (BCCAAP): This document will provide the planning framework for Bradford City Centre, in line with policies contained within the Core Strategy DPD.

Bradford Urban Area: This area refers to the inner city areas and suburbs surrounding Bradford City Centre, Shipley and the area South of Baildon (Otley Road).

Bradford Wildlife Area (BWA): These are areas which have local wildlife value within the District.

Brownfield Land/Site: This is the common term for land which is categorised as previously developed, the technical definition of which is contained in the Appendices to PPS3.

“Call for Sites”: A process whereby any agent, landowner, developer, land user who may have interests in the District and who wish to promote particular sites for future development in the LDF could submit their proposals to the Council for consideration.

Climate Change: According to the Met Office, ‘Climate change is the long-term change in climate and is usually used in the context of man-made climate change’.

Community Infrastructure Levy (CIL): This is a new levy that local authorities can choose to charge on new developments in their area. The money collected can be used to support development by contributing towards the funding of infrastructure that the Council, local community and neighbourhoods want or need.

Conservation: The process of maintaining and managing change to a heritage asset in a way that sustains and where appropriate enhances its significance.

Conservation Area: This is 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. Development is controlled more tightly in order to preserve or enhance their special character and qualities.

Core Strategy DPD: This is a key development plan document (DPD) within the LDF which sets out the vision, objectives and strategic policies to guide the pattern and levels of development within the District over a 15-20 year period.

Critical Infrastructure: This is used to describe material assets that are essential for the functioning of a society and economy. It is the framework of facilities, systems, sites and networks necessary for the functioning of the place and which we rely on in every aspect of our daily life. They generally come under the following areas: energy, food, water, transport, telecommunications, Government and public services, emergency services, health and finance.

Density: In relation to residential developments, a measurement of the number of dwellings per hectare.

Designated Heritage Asset: A World Heritage Site, Scheduled Ancient Monument, Listed Building, Registered Park and Garden, Registered Battlefield or Conservation Area designated as such under the relevant legislation.

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 Management: 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. Formally referred to as Development Control or DC.

Development Plan: Statutory document(s) produced by Local Planning Authority which set down policies and proposals for the development and other use of land in their area. The current development plan for the Bradford District is the Replacement Unitary Development Plan (RUDP). Once adopted, the LDF will become the development plan for the District.

Development Plan Document (DPD): These are also known as Local Development Documents that form part of the LDF. They include the:

- Core Strategy DPD
- Allocations DPD
- Area Action Plan DPD
- Proposals Map DPD
- Waste Management DPD

District Wide Transport Assessment: This study makes reference to all modes of travel, setting its findings within a broader context of sustainability. It establishes any strategic impacts of the Core Strategy proposals on the strategic highway network and measures to mitigate against these impacts.

Ecological Habitats Survey: Refer to Appropriate Assessment

Equality Impact Assessment (EIA): This is a process designed to ensure that a policy, project or scheme does not discriminate against any disadvantaged or vulnerable people within society.

Employment Land Review: An assessment of the total future need for, and the available supply of, land for employment use in the District.

Employment Zone: Parts of the built up area where existing employment uses predominate and which are protected for employment uses in the Development Plan.

Evidence Base: A collection of technical studies on various topics e.g. housing, transport, and environment which are produced either by the Council or on their behalf. These studies inform the preparation of the LDF and provide robust, transparent and justified evidence required within plan-making.

Flood Risk Zone: An area of land at risk from flooding.

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.

Greenfield Land or Site: Land (or a defined site), that has not previously been developed.

Green Infrastructure: A network of multi-functional greenspace across a defined area. A green infrastructure plan can identify land for future conservation and help shape the pattern of future growth.

Appendix 1 Glossary of Terms and Acronyms

Habitats Regulations Assessment: Refer to Appropriate Assessment

High Frequency Bus Route: The accessibility to bus services which run along the same route six or more times per hour in peak times. Those bus services which run four times per hour are also considered to be high frequency.

Historic Environment: All aspects of the environment resulting from the interaction between people and places through time, including surviving physical remains of past human activity, whether visible, buried or submerged, and landscaped and planted or managed flora. Those elements of the historic environment that hold significance are called heritage assets.

Independent Examination: All DPD's are subject to independent examination by an independent inspector supplied by the Planning Inspectorate (PINS). This usually takes the form of formal hearing, presided over by an inspector or panel of inspectors appointed to consider the 'soundness of the plan i.e. the robustness of the policies and proposals contained in the DPD. Persons who properly made representations on a DPD when it was submitted will have their views considered by the inspector when they examine it for its soundness.

Infrastructure: The basic facilities, services, and installations needed for the functioning of a community or society, such as transportation and communications systems, water and power lines, and public institutions including schools, post offices, and prisons.

Inspectors Report: A report issued by the inspector who conducted the independent examination, setting out their conclusions on the matters raised and detailing amendments which they require the local planning authority to make to the submitted DPD before it is adopted. The Inspector's Report is binding on the local planning authority.

Interim Strategy Statement (ISS): An agreed statement adopted by the Leeds City Region Leaders Board to reconfirm the settlement network and principles for the location of development and key spatial investment priorities that were previously agreed in the Regional Spatial Strategy.

Issues and Options: This refers to the first stage in the preparation of a Development Plan Document (DPD), whereby the Council will ask the public what the key issues and options are for an area and the plan being produced.

Key Diagram: The diagrammatic representation of the spatial strategy as set out in a Local Authority's Core Strategy.

Leeds City Region (LCR): Refers to the area which covers West Yorkshire and parts of neighbouring North and South Yorkshire that is ten local authority Districts, including Bradford. The areas economic development is supported by the Leeds City Region Partnership, a sub-regional economic development partnership. The sub-regions are defined by local labour markets and journey to work patterns.

Local Development Document (LDD): These include Development Plan Documents (DPDs) (which form part of the statutory development plan), and Supplementary Planning Documents (SPDs) (which do not form part of the statutory development plan). LDDs collectively deliver the spatial planning strategy for the local planning authority's area.

Local Development Framework (LDF): This is the new statutory development plan for Bradford, made up of a number of individual documents called Local Development Documents that set out the Council's policies for the development and use of land.

Local Economic Assessment (LEA): This report provides a common understanding of local economic conditions for Bradford and how they affect residents and businesses. It identifies the strengths and weaknesses of the local economy, establishes the local economic geography of Bradford and identifies the local constraints and risks to economic growth and employment. This study forms part of the LDF evidence base.

Local Growth Centre (LGC): These are towns and villages that provide services and facilities that serve the needs of, and are accessible to, people living in the surrounding rural areas. These areas have been identified for local growth over the development plan period.

Local Infrastructure Plan (LIP): This study sets out the current position of infrastructure provision in the District, along with an identification of the key agencies/partners, their investment programmes and infrastructure commitments, along with any key issues for the Core Strategy. This study forms part of the LDF evidence base.

Local Service Centre (LSC): These are towns and villages that provide services and facilities that serve the needs of, and are accessible to, people living in the surrounding rural areas.

Local Development Framework (LDF): The LDF includes a range of statutory planning policy documents that will provide a framework for advising the particular community's economic, social and environmental aims, usually comprising a portfolio of development documents including a Core Strategy, Allocations, Area Action Plans (AAPs) and Supplementary Planning Documents (SPDs).

Local Development Scheme (LDS): A document that sets out the Council's annual work programme for preparing documents to be included in the LDF.

Locality Plans: These are plans produced by local communities in partnership with either a Local Strategic Partnership or the Council's Neighbourhood Service. They set out the issues faced by the area and a plan of action for tackling them.

Local Planning Authority (LPA): The statutory authority, i.e. City of Bradford Metropolitan District Council, whose duty it is to carry out the planning function for its area.

Mineral Planning Guidance (MPG): These set out the Government's policy on minerals and planning issues and provide advice and guidance to local authorities and the minerals industry on policies and the operation of the planning system with regard to minerals.

Mineral Policy Statement (MPS): These set out the Government's policy on minerals and planning issues and provide advice and guidance to local authorities and the minerals industry on policies and the operation of the planning system with regard to minerals.

(Draft) National Planning Policy Framework (NPPF): This is a draft planning document currently available for public consultation (as of August 2011) which proposes to consolidate Planning Policy Guidance (PPGs) and Planning Policy Statements (PPSs) into one single national planning document.

Neighbourhood Development Framework (NDF): A document, usually prepared by consultants, taking forward ideas proposed in the Alsop Masterplan, identifying priority projects. They are a material consideration when determining planning applications. Four NDFs were prepared for The Bowl, The Channel, The Market and The Valley and all were completed and the subject of public consultation in 2006.

Appendix 1 Glossary of Terms and Acronyms

Neighbourhood Development Plan (NDP): Proposals under the Localism Bill (2010) will allow Neighbourhood forums and parish councils to use new neighbourhood planning powers to establish general planning policies for the development and use of land in a neighbourhood. This will be known legally as a neighbourhood Development Plan.

Open Space: All open spaces of public value, including not just land, but also areas of water (such as rivers, canals, lakes and reservoirs) which offer important opportunities for sport and recreation and can act as a visual amenity.

Phase 2 Housing Site: Housing sites for the second half of the Plan period, i.e. 2009-2014 subject to Policy H2 of the Replacement UDP.

Planning Policy Guidance (PPG): These are a series of documents setting out guidance for planning authorities on implementing national government's planning policy. PPSs replaced PPGs under the Planning and Compulsory Purchase Act 2004.

Planning Policy Statement (PPS): These are a series of documents setting out guidance for planning authorities on implementing national government's planning policy. PPSs replaced PPGs under the Planning and Compulsory Purchase Act 2004.

Polycentric Network: A network of many connected urban centres in an area

Preferred Approach: This term refers to a stage in the production of a Development Plan Document (DPD). This stage sets out the Council's 'preferred' option/approach for a DPD which has been prepared alongside public consultation and technical evidence.

Previously Developed Land (PDL): Land which is or was occupied by a permanent structure, including curtilage of the developed land and any associated fixed surface infrastructure. A full technical definition of PDL is contained in Annex B of PPS3.

Primary Frontages: These refer to the key shop frontages within a primary shopping area where retail development and uses are concentrated.

Principal Town: These are key towns within the District which are the main focus for housing, employment, shopping, leisure, education, health and cultural activities and facilities.

Regional City: A city recognised as a key regional hub for economic development, housing, shopping, leisure, education, health and cultural activities and facilities. Bradford was designated as a regional city in the Regional Spatial Strategy (RSS) for Yorkshire and the Humber in 2008.

Regional Cultural Strategy (RCS): A strategy prepared by Yorkshire Culture, a partnership of regional cultural interests, with backing from the Department for Culture, Media and Sport.

Regional Economic Strategy (RES): Yorkshire Forward's 10-year strategy for sustainable economic growth in the Region.

Regional Spatial Strategy (RSS): This is a regional development plan document, known as the Yorkshire and Humber Plan. It provides a spatial framework to inform the preparation of Local Development Documents, Local Transport Plans and regional and sub regional strategies and programmes that have a bearing on land-use activities.

Replacement Unitary Development Plan (RUDP): This is the existing development plan for the Bradford District which was adopted in October 2005.

Retail and Leisure Study: This study provides an up-to-date comprehensive picture of current and future capacity for retailing and leisure in the District, which will be used to accurately determine planning applications and to inform the emerging LDF. This study will also assess the existing network of larger and smaller centres in Bradford Metropolitan District and the function and effectiveness of the current retail hierarchy.

Safeguarded Land: Open land between the edge of the built up area and the edge of the green belt, as defined in the Replacement UDP which will be protected over the lifetime of the Plan, but may be required to meet development land needs in the longer term when the Plan is reviewed. Safeguarded Land is identified partly to ensure that the longer term needs of the district for development can be met without the need for change to the extent of the green belt.

Saved Policies: Under Government legislation relating to the transition between the old UDP system and the new LDF system, the RUDP policies were 'saved' for 3 years. The Council has received a Direction letter from the Secretary of State which saved the vast majority of RUDP policies beyond this 3 year period and therefore still forms part of the statutory Development Plan for Bradford.

Secondary Frontages: These shop frontages provide greater opportunities for a diversity of uses within a primary shopping area.

Setting of a Heritage Asset: The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or a negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral.

Settlement Hierarchy: A hierarchy of settlements which will guide the proportion of development that will be located in each settlement over the Plan period. The level of facilities, access to public transport and environmental constraints will guide this.

Settlement Study: A baseline characteristics study of each of the Districts settlements.

Significance of a Heritage Asset: The value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage assets physical presence, but also from its setting.

Site 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 countywide importance.

Site of Special Scientific Importance (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.

Spatial Planning: Planning (used in preparing the LDF) which goes beyond traditional land uses to integrate policies for the development and use of land with other (non-planning) policies and programmes which influence the nature of places and how they function.

Appendix 1 Glossary of Terms and Acronyms

Special Area of Conservation (SAC): Areas which have been given special protection under the European Union's Habitats Directive. They provide increased protection to a variety of wild animals, plants and habitats and are a vital part of global efforts to conserve the world's biodiversity.

Special Protection Area (SPA): Areas which have been identified by the European Commission as being of international importance for certain breeding, feeding, wintering or migration of rare and vulnerable species of bird populations found within the EU countries. They have statutory protection under the EC Directive for the Conservation of Wild Birds 79/409.

Statement of Community Involvement (SCI): A statement enabling communities to know when they will be involved in the preparation of planning applications and the Local Development Framework. It also outlines how the Local Planning Authority will engage communities in the planning process. The Bradford District SCI was adopted by the Council on the 8th July 2008.

Strategic Site: Sites that have been identified as having strategic importance in implementing the Core Strategy.

Strategic Environmental Assessment (SEA): A statutory requirement of SEA Regulations 2004 to assess significant effects of all scales of statutory plans on the environment.

Strategic Flood Risk Assessment (SFRA): This is a study required to meet national and regional policy requirements in relation to flood risk in a local area.

Strategic Housing Land Availability Assessment (SHLAA): Part of the LDF Evidence Base which the Government requires the Council to produce. The primary role of this assessment is to provide an indication of the scale, nature and distribution of potential housing land across the district. This involves identifying sites with potential for housing; assessing their capacity to accommodate houses; and determining having collected information about land ownership, development constraints and economic viability, whether and when the could be developed.

Strategic Housing Market Assessment (SHMA): A key part of LDF the evidence base, as required by the Government. Provides an assessment of the scale, range and type and tenure of homes – both market and affordable - that will be required based on analysis of demographic, social and housing market drivers. A key document for determining affordable housing requirement quotas.

Supplementary Planning Document (SPD): A document provides additional planning guidance to policies and proposals contained in Development Plan Documents. These are optional documents produced by the Local Authority.

Sustainability Appraisal (SA): The process of evaluating the environmental, social and economic effects of a policy, plan or programme.

Sustainable Community Strategy (SCS): A community plan prepared by Local Strategic Partnerships (LSP) which includes a set of local goals and actions which they wish to promote. Bradford's community strategy is known as the 'Big Plan'.

Sustainable Development: A widely referred to term which states ‘development that meets the needs of the present without compromising the ability of future generations to meet their own needs’. There are four objectives to meet sustainable development, these are:

1. Social progress which recognises the needs of everyone
2. Effective protection of the environment
3. Prudent use of natural resources
4. Maintenance of high and stable levels of economic growth and employment

Sustainable modes of transport: Any means of transport with low impact on the environment, including walking and cycling, green or low emission vehicles, car sharing and public transport.

The Act: The Planning and Compulsory Purchase Act 2004, which put in place the statutory framework for preparing the LDF.

The Regulations: The Town and Country Planning (Local Development) (England) Regulations 2004, as amended by the Town and Country Planning (Local Development) (England) (Amendment) Regulations 2008 and the Town and Country Planning (Local Development) (England) (Amendment) Regulations 2009; and the Town and Country Planning (Transitional Arrangements) Regulations 2004.

West Yorkshire Local Transport Plan (WYLTP): A statutory requirement of local transport authorities which aims to deliver more sustainable transport.

Windfall Site: A site which has not been specifically identified as available through the development plan process, but which unexpectedly becomes available for development. A windfall dwelling is a dwelling which is delivered from such a site.

World Heritage Site: A UNESCO designation which can be a site of cultural or natural heritage considered to be of outstanding universal value and worthy of special protection. Saltaire is a World Heritage Site within the Bradford District.

Appendix 1 Glossary of Terms and Acronyms

Appendix 2 Policy Linkages

Core Strategy - Spatial Objective	Big Plan Themes	Core Strategy Policy	Sustainability Appraisal Objective	RSS Policy	National Planning Policy PPG/ PPS	Emerging National Planning Policy – Draft NPPF Themes
Objective 1 To recognise and fully exploit the role of the City of Bradford and the towns along Airedale and Wharfedale as dynamic locations of choice for housing and economic growth within the Leeds City Region.	Prosperity and Regeneration	SC1, SC4, SC5, BD1, BD2 AD1, AD2, WD1, WD2, EC1.	8, 9, 17.	YH1, YH4, YH5, YH6, YH7, LCR1, LCR2.	PPS3, PPS4.	Planning for prosperity, Planning for people.
Objective 2 To ensure that the District's needs for housing, business and commerce are met, whilst promoting development of previously developed land and in sustainable locations that reduces the need to travel and minimises the need to travel by car.	Prosperity and Regeneration Improving the Environment	SC1, BD1, BD2, AD1, AD2, WD1, WD2, PN1, PN2, EC2, EC3, TR1, TR3, HO1, HO2, HO3, HO6, HO11.	1, 3, 8, 9, 10, 11, 13, 17.	YH2, YH7, E1, E3, E5, H1, H2, H3, T1.	PPS3, PPS4, PPG13.	Planning for prosperity, Planning for people.
Objective 3 To ensure that appropriate critical infrastructure including social and green infrastructure is in place to support sustainable growth and sustainable communities.	Improving the Environment	SC6, BD2, AD2, WD2, PN2, TR7, ID4, ID5, ID8.	8, 12, 13, 17, 19.	H2, T3, T9, YH1, YH7, YH8, LCR1, LCR2.	PPS 1 & accompanying supplement (Climate Change). PPS7, PPS3, PPS4.	Planning for prosperity, Planning for people, Planning for places.
Objective 4 To provide a range of quality dwellings, in terms of type and affordability, to cater for the current needs and future growth of the District.	Prosperity and Regeneration Health and Wellbeing for All	HO1, HO3, HO5, HO8, HO9, H10, HO11, HO12.	8, 9 10, 17, 18, 19.	H3, H4, H5.	PPS3.	Planning for people.

Appendix 2 Policy Linkages

Core Strategy - Spatial Objective	Big Plan Themes	Core Strategy Policy	Sustainability Appraisal Objective	RSS Policy	National Planning Policy PPG/ PPS	Emerging National Planning Policy – Draft NPPF Themes
<p>Objective 5 To promote the role of the Bradford District in the Leeds City Region economy by creating conditions for enterprise where business thrives, generating opportunity, prosperity and jobs.</p>	Prosperity and Regeneration	SC1, EC1, EC2, ID4, ID5.	8, 9, 17, 18.	LCR1, LCR2.	PPS4.	Planning for prosperity.
<p>Objective 6 To promote and support a successful growing economy with wide range and high quality employment opportunities, by fostering indigenous firms and by attracting inward investment in the high value creative, innovative and knowledge based industries.</p>	Prosperity and Regeneration Strong and Cohesive Communities	EC1, EC2, EC3, EC4, EC5.	8, 9, 17, 18, 19.	E1, E2, E3, E4, E5, E6, E7.	PPS4.	Planning for prosperity.
<p>Objective 7 To promote, manage and develop the image and the role of Bradford City Centre as a regionally significant business, commercial, shopping, civic and cultural area.</p>	Prosperity and Regeneration Improving the Environment Safer Communities Strong and Cohesive Communities	SC3, BD1, BD2, EC5, TR2, TR4, HO3, EN3, ID2, ID4.	8, 9, 14, 17.	YH4, LCR1, LCR2.	PPS4.	Planning for prosperity, Planning for people, Planning for places.

Core Strategy - Spatial Objective	Big Plan Themes	Core Strategy Policy	Sustainability Appraisal Objective	RSS Policy	National Planning Policy PPG/ PPS	Emerging National Planning Policy – Draft NPPF Themes
<p>Objective 8 To support the University of Bradford and the District's colleges and schools in investing in buildings and spaces to ensure a well educated and skilled workforce.</p>	Prosperity and Regeneration Children and Young People	BD1, BD2, ID4.	8, 9, 10, 12, 17, 18, 19.	E1, E3, E4.	PPS1.	Planning for prosperity, Planning for people.
<p>Objective 9 To improve and develop excellent public transport and highway systems to increase the level of accessibility within the District and establish good connections with other parts of the Leeds City Region and the country by ensuring safety, efficiency and sustainability.</p>	Prosperity and Regeneration	TR1, TR3, TR7.	1, 2, 3, 4, 8, 9, 10, 11, 12, 13, 14, 15, 16, 17, 18, 19.	T1, T3, T6, T8, T9.	PPG13.	Planning for prosperity.
<p>Objective 10 To ensure that Bradford is a diverse city where socially inclusive and vocal communities live and where the needs of citizens are met through improved access to good quality homes, jobs, shopping, cultural facilities, health and education provision and community facilities for a growing population.</p>	Prosperity and Regeneration Children and Young People Safer Communities Health and Wellbeing for All Improving the Environment Strong and Cohesive Communities	EC2, EC5, HO8, HO9, HO10, HO11, HO12, ID4.	1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 12, 13, 14, 16, 17, 18, 19.	YH1, YH6, YH8, ENV11, H3, E1, E3, E4.	PPS1, PPS3, PPS4.	Planning for people.

Appendix 2 Policy Linkages

Core Strategy - Spatial Objective	Big Plan Themes	Core Strategy Policy	Sustainability Appraisal Objective	RSS Policy	National Planning Policy PPG/ PPS	Emerging National Planning Policy – Draft NPPF Themes
<p>Objective 11 To provide a clean, safe, secure, sustainable, attractive and accessible built and natural environment in order to reduce the fear of crime and disorder and foster a shared sense of civic pride and responsibility.</p>	Prosperity and Regeneration Safer Communities Strong and Cohesive Communities	SC2, TR3, TR7, EN3, EN4, EN5, EN8, ID2, ID6, ID7.	1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 12, 13, 14, 15, 16, 17, 18, 19.	ENV5, T1, T3, YH4, YH6, E2.	PPS1, PPS3, PPS5, PPG17.	Planning for people, Planning for places.
<p>Objective 12 Safeguard, enhance and promote the diverse historic built and natural heritage of the District which helps reinforce the local distinctiveness of places.</p>	Prosperity and Regeneration	SC6, EN1, EN2, EN3, EN4, EN5, ID2.	1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 12, 13, 14, 15, 16, 17, 18, 19.	ENV9.	PPS5.	Planning for people, Planning for places.
<p>Objective 13 To reduce the impact of climate change through mitigation and adaptation, particularly through reducing pollution, energy consumption, the risk of flooding, and promoting the use of renewable energy and securing the means to become locally self sufficient.</p>	Improving the Environment	SC2, SC6, HO9, EN2, EN4, EN5, EN6, EN7, EN13, EN14, ID4, ID6.	1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 12, 13, 14, 15, 16, 17, 18, 19.	ENV5, T1, YH2, ENV1.	PPS 1 & accompanying supplement (Climate Change). PPS22, PPS23, PPS25.	Planning for places.

Core Strategy - Spatial Objective	Big Plan Themes	Core Strategy Policy	Sustainability Appraisal Objective	RSS Policy	National Planning Policy PPG/ PPS	Emerging National Planning Policy – Draft NPPF Themes
Objective 14 Provide accessible and varied opportunities for leisure and recreation including access to the countryside and the utilisation of green infrastructure spaces and routes for walking and cycling.	Prosperity and Regeneration Improving the Environment	SC5, SC6, TR3, EN1.	1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 12, 13, 14, 15, 16, 17, 18, 19.	YH8, ENV6, ENV11.	PPG 17.	Planning for people, Planning for places.
Objective 15 Safeguard and manage the District's South Pennine Moors Special Protection Area and biodiversity assets through careful landscape, woodland and waterways management.	Prosperity and Regeneration Improving the Environment	PN1, EN2, EN4, EN5, EN8.	5.	ENV8, ENV2, ENV3, ENV6, ENV10.	PPS9.	Planning for places.
Objective 16 Safeguard and manage the District's natural and renewable energy resources, including water, agriculture, woodland and minerals, and promote the sustainable management of waste and recycling.	Improving the Environment	SC2, HO9, EN5, EN6, EN7, EN9, EN10, EN11, EN12, EN13, EN14, ID4.	1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 12, 13, 14, 15, 16, 17, 18, 19.	ENV2, ENV4, ENV5, ENV6, ENV7, ENV12, ENV13, ENV14.	PPS22, PPS1, PPS10.	Planning for places.

Appendix 3 Accessibility Standards

Table 1 - Destination Accessibility: Access to Employment and Social Infrastructure Uses

These tables provide supplementary guidance to locational policies in the Plan for the development of employment and social infrastructure uses.

Facility site location	Employment	Primary health / Primary education	Secondary health / Secondary education	Leisure and Retail
DESTINATIONS IN ... Regional and Sub-Regional Cities and Towns and Principal Towns	5 min walk to bus stop offering a 15 min frequency to a major public transport interchange Population within 30 min journey time, Population within	Population within 20 min journey time	Located within 5 min walk of a bus stop offering a 15 min frequency service to a major public transport interchange. Population within 40 min journey time	Located within 5 min walk of a bus stop offering a 15 min frequency service to a major public transport interchange. Population within 30 min journey time
DESTINATIONS IN ... Extensions to Regional and Sub-Regional Cities and Towns	5 min walk to bus stop offering a 15 min frequency to a major public transport interchange	Population within 30 min journey time	Located within 5 min walk of a bus stop offering a 15 min frequency service to a major public transport interchange. Population within 60 min journey time	Located within 5 min walk of a bus stop offering a 15 min frequency service to a major public transport interchange. Population within 30 min journey time

Appendix 3 Accessibility Standards

Facility site location	Employment	Primary health / Primary education	Secondary health / Secondary education	Leisure and Retail
DESTINATIONS IN... Extensions to Principal Towns	Centres 5 min walk to bus stop offering a 30 min frequency to a major public transport interchange Population within 40 min journey time.	Local population within 20 min walk. Site located within 5 min walk of bus stop offering local services. Population within 30 min journey time.	Located within 5 min walk of bus stop / 10 min of a rail station. Population within 60 min journey time. Ensure that arrival and departure of PT services coincide with visiting hours/ start and finish times.	Located within 10 min walk of a bus stop offering a 30 min frequency service to a major public transport interchange. Population within 40 min journey time.
DESTINATIONS IN... Nodes in good quality public transport corridors radiating from Regional and Sub Regional Cities and Towns	5 min walk to node. Population within 30 min journey time.	Local population within 20 min walk. Site located within 5 min walk of node offering local services. Population within 30 min journey time.	Located within 10 min walk of a node. Population within 60 min overall journey time.	Located within 5 min walk of a node. Population within 30 min journey time.
DESTINATIONS IN... Rural areas	Located within 10 min walk of a bus stop. Ensure that arrival and departure of services coincide with work start and finish times. Population within 40 min journey time.	Locate within 10 mins walk of a bus stop. Ensure that arrival and departure of PT services coincide with appointments / start and finish times of schools. Population within 40 min journey time.	Located within 10 mins walk of a bus stop. Population within 60 min journey time. Ensure that arrival and departure of PT services coincide with visiting hours / start and finish times.	Located within 10 min walk of a bus stop. Population within 40 min journey time.

Table 2 - Origin Accessibility: Access from Housing (10 dwellings or more)

These tables provide supplementary guidance to locational policies in the Plan for the development of employment and social infrastructure uses.

Housing site location	To local services	To employment	To primary health / primary education	To secondary health / secondary & tertiary education	To leisure and Retail
ORIGINS IN... Regional and Sub Regional Cities and Towns and Principal Towns	No/size of facilities within 10 min walk	5 min walk to bus stop offering a 15 min frequency to a major public transport interchange. No/size of facilities within 30 min journeytime	No/size of facilities within 20 min journeytime	5 min walk to bus stop offering a 15 min frequency service to a major public transport interchange. No/size of facilities within 40 min journeytime	5 min walk to bus stop offering a direct service. No/size of facilities within 30 min journeytime
ORIGINS IN... Extensions to Regional and Sub Regional Cities and Towns	No/size of facilities within 15 min walk	5 min walk to bus stop offering a 15 min frequency to a major public transport interchange. No/size of facilities within 40 min journeytime	No/size of facilities within 30 min journeytime	5 min walk to bus stop offering a 15 min frequency service to a major public transport interchange. No/size of facilities within 60 min journeytime	5 min walk to bus stop offering a direct service. No/size of facilities within 30 min journeytime.
ORIGINS IN... Extensions to Principal Towns	No/size of facilities within 20 min walk	5 min walk to bus stop offering a 30 min frequency service to a major public transport interchange. No/size of facilities within 40 min journeytime	5 min walk to bus stop offering a direct service. No/size of facilities within 30 min journeytime	5 min walk to bus stop offering a 30 min frequency service to a major public transport interchange. No/size of facilities within 60 min journeytime. Ensure that arrival and departure of PT services coincide with visiting hours / start and finish times.	10 min walk to bus stop offering a direct service. No/size of facilities within 40 min journeytime.

Appendix 3 Accessibility Standards

Housing site location	To local services	To employment	To primary health / primary education	To secondary health / secondary & tertiary education	To leisure and Retail
ORIGINS IN ... Nodes in good quality public transport corridors radiating from Regional and Sub Regional Cities and Towns	No/size of facilities within 15 min walk. No/size of facilities within 30 min journey time.	10 min walk to bus stop offering a 15 min frequency to a major public transport interchange. No/size of facilities within 30 min journey time.	5 min walk to bus stop offering a direct service. No/size of facilities within 30 min journey time	10 min walk to node offering a 15 min frequency service to a major public transport interchange. No/size of facilities within 60 min journey time.	5 min walk to node offering a direct service. No/size of facilities within 30 min journey time.
ORIGINS IN ... Rural areas	10 min walk to a bus stop offering at least an hourly service	10 min walk to bus stop offering a service via a major transport interchange. Ensure that arrival and departure of PT services coincide with workstart and finish times. No/size of facilities within max 40 min journey time	10 min walk to bus stop offering a direct service. No/size of facilities within 40 min journey time. Ensure that arrival and departure of PT services coincide with appointments / start and finish times of schools	10 min walk to node offering a 15 min frequency service to a major public transport interchange. Ensure that arrival and departure of PT services coincide with visiting hours / start and finish times. No/size of facilities within 60 min journey time.	10 min walk to a bus stop offering a direct service. No/size of facilities within 40 min journey time.

Explanatory Notes to Tables A3i and A3ii

Destination Accessibility

Destination accessibility measures the accessibility of the population to facilities, services and employment by public transport or walking. It is usually described in terms of a catchment area– the number of people who can reach a development site in a given time.

For a local catchment, the population within walking time should be assessed, but for a wider catchment travel time should take into account walk distance to/from public transport services, wait time, frequency of relevant public transport services, ease of interchange and the overall journey time.

Table 1 sets out accessibility criteria to guide the location of, and provision of public transport to, employment sites and social infrastructure facilities. The Table is intended to provide local authorities with broad guidelines on the kind of criteria to be used in preparing development plans and local transport plans. The criteria may need to be modified depending on the precise nature of the development and local conditions. This particularly applies in rural areas, where they should not discourage the development of essential local services such as education and healthcare.

Origin Accessibility

Origin accessibility measures public transport accessibility from proposed housing developments to facilities, services and employment – usually expressed in terms of the number and size of such facilities that can be reached from a housing development in a given time.

Table 2 provides guidelines for ranges of housing site locations and types of destination – giving public transport accessibility criteria and thresholds that could be used as the basis of determining the most appropriate locations for housing sites in development plans. The travel opportunities to a full range of opportunities should be considered prior to a decision being made on a specific application.

Appendix 4 Car Parking Standards

Appendix 4 Car Parking Standards

1. Introduction

The 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 car parking standards are indicative rather than maximum standards to enable the Council to regulate the number of spaces provided on a development site whilst being mindful of the need to balance parking provision against its impact on the physical environment via issues such as on street parking and the provision and accessibility of sustainable travel modes. 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 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/statement should simply set out the transport implications of the development. All transport assessments / statements should conform to the most up to date guidance from Government at time the planning application is submitted.

2. Car Parking Standards for Single Use Developments

Use	Car Parking Standard at and above threshold above which (gross floorspace)	Threshold 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:

A3 Food and Drink	1 space per 5sqm
B8 Storage & Distribution	1 space per 250sqm
C1 Hotels and Guest Houses	1 space per bedroom
C2 Nursing Homes	1 space per 5 residents + 1 space per 2 staff

Appendix 4 Car Parking Standards

C3 Dwellings	<p>Average of 1.5 spaces per unit over whole development.</p> <p>In the City and town centres, the average per development should not exceed 1 space per unit.</p> <p>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.</p>
D1 Non Residential Health centres/surgeries Day nurseries/crèches Places of Worship	<p>3 spaces per consulting room Day</p> <p>3 spaces per 4 staff</p> <p>1 space per 25 sqm</p>
D2 Leisure Sports and leisure activities Swimming pools Tennis/Squash/Bowling	<p>1 space per 2 players/staff</p> <p>1 space per 5 fixed seats</p> <p>1 space per 10 sqm pool area</p> <p>4 spaces per court or lane</p>
Miscellaneous Auction Rooms Car Sales and Garage Forecourts: Workshops - staff Workshops - customers Car Sales - staff Car Sales - customers Private Hire/Hackney Carriage Office	<p>1 space per 2 sqm of standing area</p> <p>1 space per 2</p> <p>3 spaces per service bay</p> <p>1 space per full time staff</p> <p>1 space per 15 cars on display</p> <p>Minimum of 5 spaces or 1 space for every 4 cars operating from centre, whichever is greater</p>

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 200 sqm
A2	Financial & Professional Services	1 stand per 300 sqm	
A3	Food & Drink	1 stand per 5 employees	
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/ Crèches	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). Parking for disabled people is additional to the maximum parking standards. Where a reduced number of car parking spaces 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 indicative level. This condition will not apply where it is not possible to provide any car parking on site.

Appendix 4 Car Parking Standards

Appendix 5 Leeds Bradford Airport Aerodrome Safeguarding Map

*See Replacement Unitary Development Plan Proposed Map
Supplementary at www.bradford.gov.uk/rudp*

Appendix 5 Leeds Bradford Airport Aerodrome Safeguarding Map

Appendix 6 Housing Implementation and Delivery Strategy

Introduction

1.1. It is a requirement of PPS3 that Council's in preparing their Core Strategy policies for housing should include a housing implementation strategy which reflects the principles of 'plan, monitor, manage'. Bradford's strategy comprises the policy framework set out in the section above together with the content of this appendix. This appendix seeks to bring together the various elements from strategy and policy, through to monitoring and implementation that will ensure that sustainable housing growth is delivered and that performance is monitored so that management actions can be taken if the outcomes are not as envisaged. This implementation strategy is just a beginning, a starting point. Some of the actions, partnerships and delivery mechanisms touched on here will be developed further by the Council and its partners in the coming months and this implementation strategy will therefore be updated on a periodic basis accordingly.

1.2. Having set out the scale and distribution of growth envisaged in Policies H1 and H2, the main elements of this implementation strategy are:

- its housing and previously developed land trajectories
- the mechanisms for delivery – ranging from plan making and master planning to the key partnership arrangements in place;
- the monitoring and management framework which sets out how performance will be monitored, defines the range within which acceptable performance will be judged and sets out management actions which will be considered in performance on either of the trajectories and associated targets falls outside of the range;

The Housing and Previously Developed Land Trajectories

1.3. Paragraph 55 of PPS3 states that Local Planning Authorities should illustrate the expected rate of housing delivery through a housing trajectory covering the plan period. The government document accompanying PPS12, provides advice on best practice regarding monitoring LDF's¹ including housing trajectories with further more up to date guidance within the supporting documentation relating to the Growth Fund².

1.4. Housing trajectories support the 'plan, monitor and manage' approach to housing delivery by showing past and estimating future performance by considering past rates of housing completions and projected completions to the end of the specified framework period or ten years from the adoption of the relevant development plan document (i.e. core strategy or site allocation development plan document), whichever is the longer. Housing trajectories are normally developed as part of the supporting evidence base underpinning LDF production but once established they are used to monitor performance and are updated annually via the production of the Council's Annual Monitoring Report.

1.5. The Previously Developed Land Trajectory, also a requirement of PPS3, maps out the expected performance in terms of the percentage of the expected housing completions that will be delivered on brownfield or previously developed land. Both of the trajectories are included at the end of this section and have been based on the following elements:

- Actual completions and PDL performance over the period 2004-11 as assessed and set out within previous Annual Monitoring Reports. These years comprise a period when the overall housing market was initially in a buoyant state and also when there was strong delivery on windfall sites particularly within Bradford City

1 Local Development Framework Monitoring : A Good Practice Guide, ODPM, 2005 p.31-33

2 Growth Fund - Programme of Development Guidance 2008 - Annex B – Guidance on Producing Housing Trajectories, CLG 2008

Centre but within which there has been a subsequent period comprising a deep and unprecedented slump in the housing market. Both supply and demand has been severely impacted by recession, the toxic debt and its effect on global and national credit, severely restricted mortgage lending to prospective house buyers and severely restricted borrowing to the construction industry reducing its capacity to start new schemes or complete existing ones;

- Estimated performance over the next few years, within which the effects of the recession are expected to linger and recovery is expected by most experts to be sluggish. Some of the numbers are based on analysis of patterns of building starts compared to recent years, the pattern of both planning applications and pre application enquiries, and the measures being taken with partners to stimulate recovery;
- The housing distribution strategy and settlement hierarchy set out within this chapter and embedded within the preferred Spatial Option. This envisages that delivery will be stimulated by a number of master planning initiatives which will deliver housing growth in different areas at different times. These major injections into both the land supply and into investment and delivery will not be spread out evenly over the whole plan period, because of the work necessary to bring them to fruition, to put the necessary infrastructure in place, and to bring forward and test the relevant Development Plan Documents. In some cases the distribution and profile of delivery will also be affected by the proposed phasing policies which will hold back green field and particularly green belt release until the middle or end of the plan period; the combined results of the current recession and housing market slump, the need to bring forward major areas of new land supply through the planning system, and the need to plan for new growth areas, means that the delivery profile within Bradford will be heavily weighted towards the middle and particularly the final phase of the plan period. This will provide a major challenge to house builders as development activity rates over recent years have been substantially below the sort of levels needed to deliver the RSS housing requirement;
- The production of a Strategic Housing Land Availability Assessment and examination of its results – although it has a significant and important role to play, the SHLAA does not and should not directly determine the specific core approaches within this document. It does however provide a detailed profile of the land supply, including how it is distributed both geographically and by type – for example whether green field or previously developed, and whether deliverable in the short term or longer term. The SHLAA has therefore enabled realistic alternative options to be assessed and can shine a light on the preferred option in terms of its implications in terms of existing planning designations and the challenges of overcoming site related constraints. The SHLAA can also show the degree to which delivery in different areas and settlements will need to be weighted across the 3 phases of the plan period. The SHLAA has also provided input into the creation of realistic but challenging targets for delivery on brownfield land.
- Scenario building – table HO4 above and table 1 below have attempted, based on the elements above, to set out the scenarios which will show how overall housing completions and the percentage of delivery on PDL will vary across the plan period. This in turn feeds into the risk analysis at the end of this appendix. Table 1 – Scenarios For Construction of the Housing and PDL Trajectories Based On RSS Housing Targets.

Appendix 6 Housing Implementation and Delivery Strategy

		Overall Delivery	PDL Delivery
2004-08	<p>HOUSING COMPLETIONS AROUND THE RSS REQUIREMENT PDL DELIVERY: V HIGH</p> <p>Very high PDL rate achieved (80-85%). Housing completions well aligned to RSS target for the period (1560 pa). A relatively strong and emerging city centre market and the progression of several high profile regeneration schemes and mill conversions e.g. Urban Splash at Lister Mills and New Mason properties and Victoria Mill, Shipley.</p>	↑	
2008-11	<p>HOUSING COMPLETIONS WELL BELOW RSS REQUIREMENT PDL DELIVERY: V HIGH</p> <p>RSS target increases to 2700 at precisely the time when the credit crunch and recession takes hold. Very low levels of take up of RUDP allocated sites. Little green field development as now released phase 2 sites held back by low developer confidence. Development almost solely based on windfall.</p>	↓↓	↑
Years 1-3 2011-14	<p>HOUSING COMPLETIONS WELL BELOW RSS REQUIREMENT BUT RISING PDL DELIVERY: HIGH BUT FALLING</p> <p>Severe restrictions on public spending locally and nationally. Limited development activity overall and limited start on new sites, therefore completions although a little higher, still well below RSS annual requirement. PDL rate begins to subside due to ongoing slump in city centre and flatted market and some take up of green field phase 2 RUDP housing sites.</p>	↑	↓
Years 4-7 2014-18	<p>HOUSING COMPLETIONS ON ESTABLISHED RISING TREND BUT BELOW RSS ANNUAL AVERAGE PDL DELIVERY: ABOVE 50% BUT FALLING THROUGH THE PERIOD</p> <p>Housing market recovers, economy growing but at levels below historic trend (based on latest Experian guidance). Renewed windfall but not at previous historic rates. City centre regeneration gathers pace thus some take up of city centre opportunities. Continued & now strong take up of greenfield phase 2 RUDP allocations. Work on site related DPD's completed allowing some non controversial and predominantly brownfield land sites to come forward</p>	↑	↓
Years 6-10 2018-23	<p>STRONG RISE IN HOUSING COMPLETIONS TO ABOVE RSS REQUIREMENT PDL DELIVERY: FALLING TO 50%</p> <p>Economic and market conditions return to buoyant state. Land supply topped up. Middle phase of LDF post adoption plan period begins with some 'phased' green field sites being released. PDL delivery stabilizes at around 50% level as new green field sites are matched by the delivery of development on urban regeneration areas including some delivery within the Canal Rd Corridor.</p>	↑↑	↓

Appendix 6 Housing Implementation and Delivery Strategy

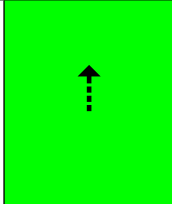
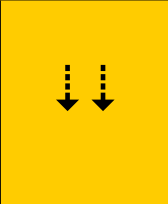
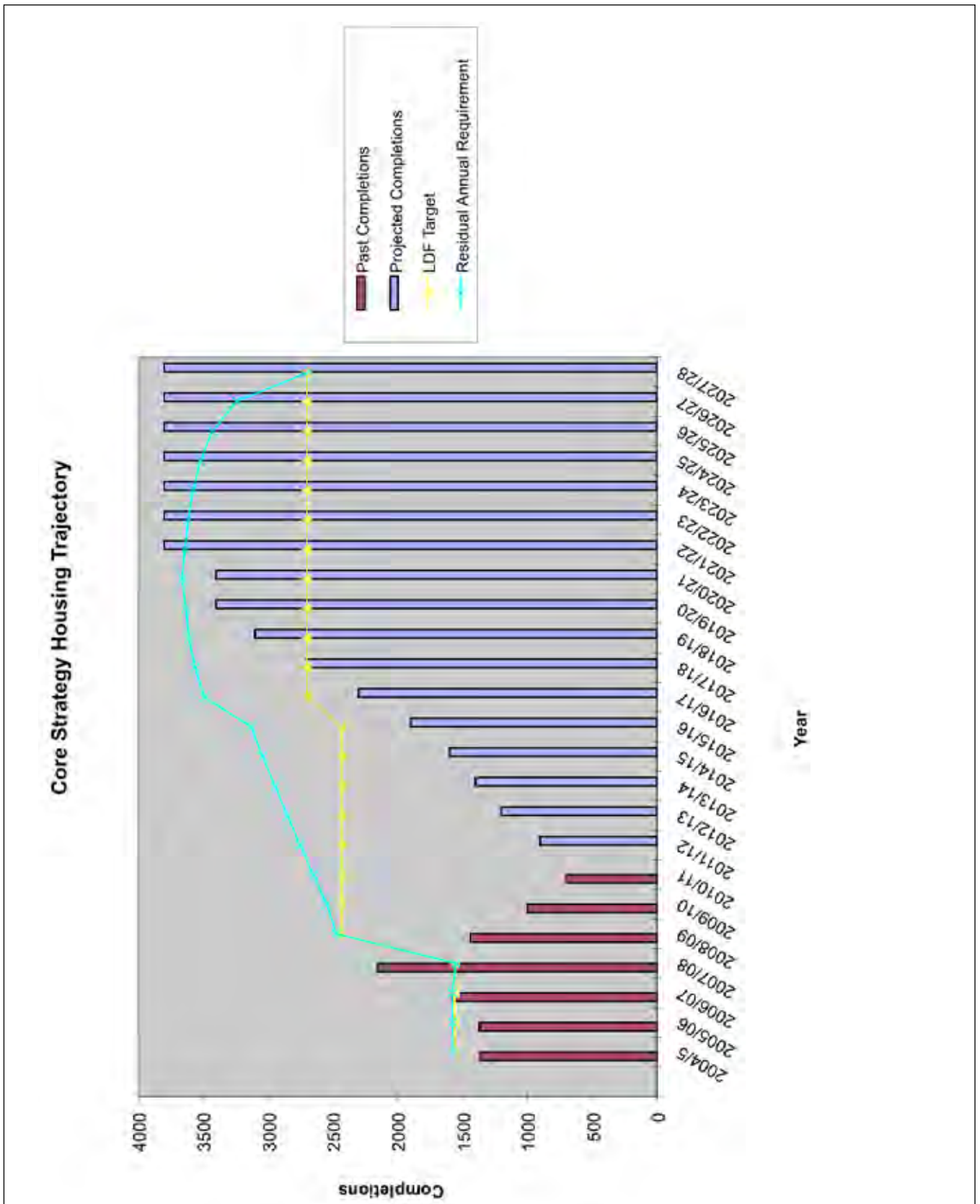
Years 11-15 2023-28	HOUSING COMPLETIONS SIGNIFICANTLY ABOVE RSS LEVEL PDL DELIVERY : VERY LOW AND FALLING Green field and green belt land released. Delivery of Holmewood urban extension begins. Green field and green belt development offset to some degree by delivery within Canal Rd Corridor.		
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Table 2 : Housing Trajectory

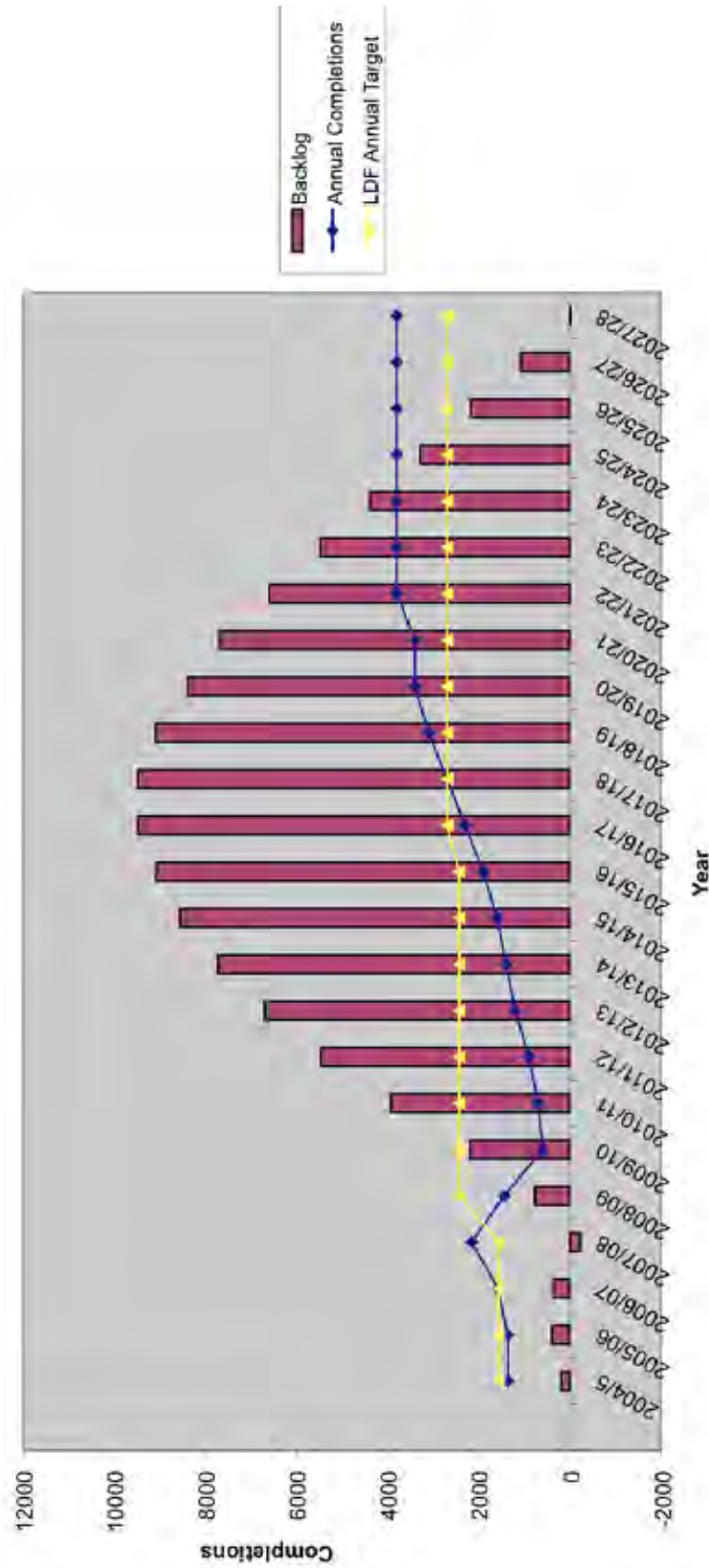
	Phase 0										Phase 1						
	2004/5	2005/6	2006/7	2007/8	2008/9	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16					
Past Completions	1361	1369	1578	2156	1440	999	696										
Projected Completions								900	1200	1400	1600	1900					
Cumulative Completions	1361	2730	4308	6464	7904	8903	9599	10499	11699	13099	14699	16599					
Total Phase Completions	9599										12000						
Annual Phase Completion Rate	1371										1714						
PLAN – LDF Annual Target	1560	1560	1560	1560	2430	2430	2430	2430	2430	2430	2430	2430	2430	2430	2430	2430	2430
PLAN – LDF CUMULATIVE TARGET	1560	3120	4680	6240	8670	11100	13530	15960	18390	20820	23250	25680					
MONITOR – No Dwellings Above or Below Cum Target	-199	-390	-372	224	-766	-2197	-3931	-5461	-6691	-7721	-8551	-9081					
MANAGE – Residual; Annual Requirement	1568	1577	1577	1549	2468	2546	2648	2751	2848	2945	3041	3129					

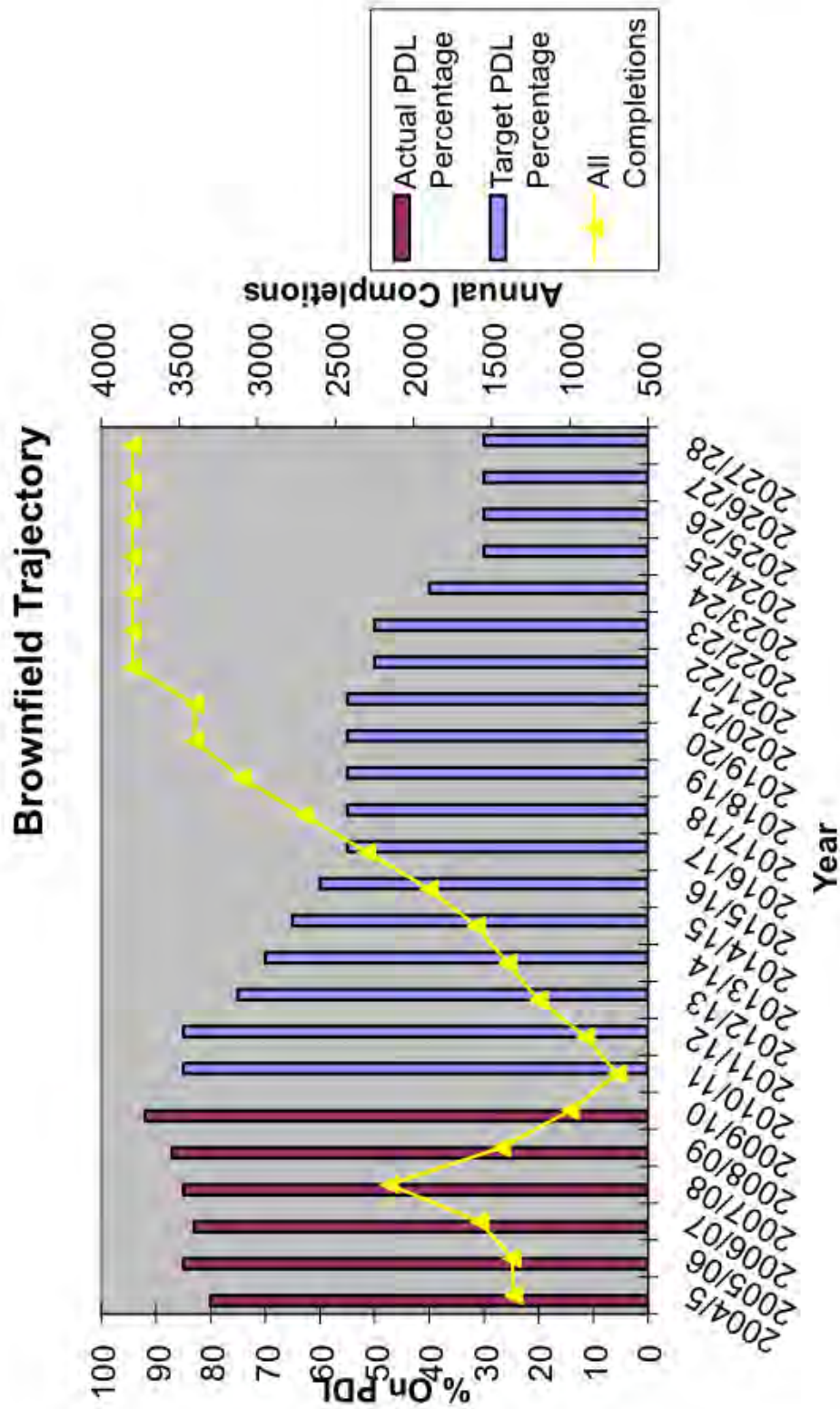
Appendix 6 Housing Implementation and Delivery Strategy

	Phase 1 cntd				Phase 2						Phase 3				
	4	5	6	7	8	9	10	11	12	13	14	15			
	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28			
Past Completions															
Projected Completions	2300	2700	3100	3400	3400	3800	3800	3800	3800	3800	3800	3800			
Cumulative Completions	18899	21599	24699	28099	31499	35299	39099	42899	46699	50499	54299	58099			
Total Phase Completions					17500						19000				
Annual Phase Completion Rate					3500						3800				
PLAN – LDF Annual Target	2700	2700	2700	2700	2700	2700	2700	2700	2700	2700	2700	2700			
PLAN – LDF CUMULATIVE TARGET	28380	31080	33780	36480	39180	41880	44580	47280	49980	52680	55380	58080			
MONITOR – No Dwellings Above or Below Cum Target	-9481	-9481	-9081	-8381	-7681	-6581	-5481	-4381	-3281	-2181	-1081	19			
MANAGE – Residual/Annual Requirement	3490	3562	3608	3631	3660	3640	3614	3576	3520	3427	3241	2681			



Housing Trajectory Backlog Monitor





Delivery Via Plan Making and Masterplanning

1.6. The Council has a program for the delivery of statutory development plan documents which will be fundamental to the delivery of the envisaged housing growth as set out above. This is because the plan making process for the LDF needs to facilitate a massive step change in housing delivery which cannot be met either by the existing land supply or by the existing planning framework. Key decisions have to be made which have to be tested via extensive public engagements and by examination at public inquiry. The DPD's involved are:

- The Shipley Canal Road Corridor DPD – The Shipley Canal Road Corridor is located within the main urban area of Bradford between the city centre and Shipley town centre. In support of Bradford's regeneration priorities it is one of the key locations identified to deliver housing and economic growth in the district. Up to 5000 new homes are planned to be located in the CRC and the area has been identified as one of four Urban Eco Settlements in the Leeds City Region. In line with the sub area policies in the Core Strategy, the AAP will set out planning policies to guide development proposals in the area, along with details of how these proposals will be delivered. Consultation on the Issues and Options is due in 2012 with adoption by 2014.
- The Bradford City Centre Area Action Plan DPD - The City Centre AAP will set the vision and spatial strategy in support of the regeneration of Bradford City Centre. It will provide the statutory basis for the implementation of the City Centre Masterplan and associated four Neighborhood Development Frameworks and help deliver developments on the identified sites and in areas of change and constraint. Up to 3000 new homes has been planned to be delivered within the City Centre during the plan period. Public consultation on the City Centre AAP Issues and Options has been carried out in August 2007. Further consultation on Preferred Approach is expected to take place in 2012 with formal adoption of the AAP by 2014.
- The Allocations Development Plan Document – this DPD will cover all other areas of the district outside of the 2 area action plans and will set out the approach to housing and employment development, the green belt, and the provision for sport and formal and informal recreational and open space. It will bring forward land allocations within the majority of the Bradford urban area, within the Principal Towns of Keighley, Ilkley and Bingley, together with the local growth centres and local service centres. Issues and Options stage consultation is due in Spring 2012 with adoption by 2015.

1.7. Further land allocations will be made in the DPD's to deliver housing required over the middle and latter phases of the plan period. The allocations will be based on work on which substantial progress has already been made including the carrying out of a Call for Sites exercise and the production of a SHLAA

1.8. Land will be allocated within the above three DPD's to meet the targets set out in this Core Strategy building on the currently unimplemented land supply. The DPD's will allocate sufficient land to ensure that there is at least a 5 year supply of deliverable sites at the commencement of the plan period. Deliverable sites will be those which are:

- **Suitable** – are in suitable locations for development by reference to the LDF's policies and sustainability criteria and will help deliver mixed communities and successful vibrant places;
- **Available** – there are no land ownership constraints preventing delivery;
- **Achievable** – where there is a reasonable prospect that housing will be delivered on the site within the next 5 years.

1.9. The Development Plans will build on and incorporate the work of a number of master plans and neighbourhood plans which have already been completed and a number which are programmed for completion during the course of the production of the rest of the LDF. These supporting plans will have a particularly key role in housing delivery where they are likely to be addressing urban remodeling which will identify new development opportunities or supporting growth area delivery. The supporting plans are indicated in the table opposite:

Appendix 6 Housing Implementation and Delivery Strategy

PLAN	COMPLETION DATE / EST.	DESCRIPTION
Bradford City Centre Masterplan		<p>The Masterplan identifies four separate neighbourhoods in Bradford City Centre – The Bowl, The Channel, The Market, and The Valley. In late 2004/early 2005 consultants were commissioned by City of Bradford Metropolitan District Council and BCR to produce a framework for each of the four neighbourhoods. These have been called Neighbourhood Development Frameworks (NDFs).</p> <p>The purpose of the NDFs is to build on the aims of the Masterplan and produce a deliverable strategy and a set of projects for each neighbourhood. The Draft NDFs were published separately for public comment between March and December 2006.</p>
Bradford City Housing Development Framework		<p>One of a series of documents to be produced or commissioned by the Council in support of the Joint Housing Strategy and aimed at producing local frameworks for the delivery of new homes and or the improvement of existing homes and neighborhoods.</p>
Shipley / Canal Road Corridor Plan (Arnold Lavers)		<p>This Study was commissioned by BMDC and Arnold Laver and Company Limited to consider the future of the Canal Road Corridor.</p> <p>The purpose of this Masterplan Report was to present a strategy and vision for the future development of the Canal Road area, including a flexible action plan for delivering the vision.</p>
Shipley / Canal Road Masterplan		<p>The first step in preparing the Shipley and Canal Road AAP is the production of an evidence-driven Masterplan that can be tested and taken forward to provide a sound basis in planning policy for the development of the AAP. The AAP will be informed and shaped by an evidence-driven masterplan and an associated delivery strategy.</p> <p>In the summer of 2010 the Council produced a brief for a Masterplan for the Canal Road Corridor Building Design Partnership (BDP) were selected and commissioned to produce the Masterplan. This commission is now ongoing and is due for completion in 2011/2012 paving the way for the Area Action Plan to be prepare during 2012.</p>
Canal Rd Corridor Housing Development Framework		<p>One of a series of documents to be produced or commissioned by the Council in support of the Joint Housing Strategy and aimed at producing local frameworks for the delivery of new homes and or the improvement of existing homes and neighborhoods.</p>

Appendix 6 Housing Implementation and Delivery Strategy

Airedale Masterplan		A wide ranging Masterplan has been drawn up to guide the regeneration of the Airedale and meet the aspirations of the area in the 21st century. Building on the developments and projects already underway, the Masterplan has developed a Vision in which Airedale is a creative, connected, and lifestyle corridor set in a rural backdrop.
Airedale Housing Development Framework		One of a series of documents to be produced or commissioned by the Council in support of the Joint Housing Strategy and aimed at producing local frameworks for the delivery of new homes and or the improvement of existing homes and neighborhoods.
Manningham Housing Development Framework		One of a series of documents to be produced or commissioned by the Council in support of the Joint Housing Strategy and aimed at producing local frameworks for the delivery of new homes and or the improvement of existing homes and neighborhoods.
Manningham Masterplan & Neighbourhood Development Plan		One of a series of documents to be produced or commissioned by the Council in support of the Joint Housing Strategy and aimed at producing local frameworks for the delivery of new homes and or the improvement of existing homes and neighborhoods.
Neighbourhood Development Plan for Barkerend, Beech Grove, Bradford Moor, Thornbury, Woodhall, & Laisterdyke Plan		Completed. Has identified a number of potential development sites and recommended these as part of a package of proposals to achieve environmental improvements.
Leeds – Bradford Corridor Housing Development Framework		One of a series of documents to be produced or commissioned by the Council in support of the Joint Housing Strategy and aimed at producing local frameworks for the delivery of new homes and or the improvement of existing homes and neighborhoods.

1.10 In addition to the contribution which the above plans are making to bringing forward master plans and land supply the Council and its partners are working to deliver wider regeneration and investment which will stimulate higher levels of confidence and therefore greater capacity for house building.

1.11. In addition to the planning and regeneration activities above the Council will use a number of further mechanisms to facilitate the delivery of specific sites including:

- Using the focused resources of the Regeneration Services' Strategic Delivery Unit;
- Preparation of SPD's and site development briefs;
- Land assembly including the use of CPO powers where necessary to deliver strategically important sites;
- Working with the Council's Asset Management Service to formulate a programme for bringing forward the extensive portfolio of Council owned land;

Engagement With The Industry and Stakeholders and Neighbouring Authorities

1.12 Engagement with house builders and other stakeholders including local communities and neighbouring local authorities will be key to the delivery of the required scale and type of housing growth and investment. Such engagement during plan preparation will ensure that housing delivery objectives are widely understood and accepted, and an extension of both formal and less formal mechanisms of co-operation post plan adoption – for example via joint venture partnerships, Leeds City Region, Local Enterprise Partnership, pre-application discussions etc will also be key. The bulleted list below sets out both current and expected future mechanisms for delivery – focused partnership working:

Existing mechanisms:

- Bradford Strategic Partnership
- Bradford Housing Partnership
- Bradford Housing Association Liaison Group
- Bradford Spatial Planning Partnership
- Leeds City Region & Local Enterprise Partnership
- Bradford Property Forum – add text
- Bradford Agents and Developers Forum
- Majors Development team and pre application advice service
- Neighborhood Forums
- Neighborhood Plans

Monitoring

1.13 The Council's proposed monitoring framework is laid out in two locations within this document, firstly within chapter x and secondly at the conclusion of each policy. Monitoring will play a key role in assessing whether the outcomes intended are being realised and whether further research and evidence is needed. Ultimately it will provide an assessment of whether either individual policies or even whole plans need reviewing.

Management Based on Performance Outcomes

1.14 The following sections below indicate the broad ranges of tolerance for acceptable performance in relation to overall housing completions set against the housing trajectory and PDL performance set against the PDL trajectory. It indicates the trigger points for remedial management actions to be considered or put in place. These management actions will fall into 3 main categories:

- **Policy actions** – designed to release or constrict the land supply or types of land;
- **Plan making actions** – such as bringing forward new or revised plans
- **Evidence based actions** – refreshing or updating evidence to investigate the reasons for under performance and provide a refreshed basis for policy change;
- **Implementation actions** – designed to bring forward interventions including additional resources as necessary;

1.15 Acceptable performance will be judged against the parameters set out in the table below. Given the massive change planned for in this LDF and given the step change in delivery required, a careful balance will need to be achieved in not setting too strict a set of targets as the exact pace of change is likely to be affected by a number of variables outside of the Council's control. It may for example be that under performance indicates that a delay in delivery has occurred but that beyond this the prospects for continuation of the expected delivery path remain high. At the same time the monitoring process must be able to spot issues which are unlikely to be resolved or smoothed out without management action.

Table 3 : Housing Delivery Parameters

DELIVERY ASPECT	ACCEPTABLE PERFORMANCE MARGINS
Housing Delivery In Phase 1 of the LDF Plan Period	+ / - 25% of the expected delivery set out in the trajectory
Housing Delivery In Phase 2 of the LDF Plan Period	+ / - 20% of the expected delivery set out in the trajectory
Housing Delivery In Phase 3 of the LDF Plan Period	+ / - 20% of the expected delivery set out in the trajectory
Previously Developed Land Delivery Across Whole LDF Plan Period	+ / - 20 percentage points of expected PDL percentage

SCENARIO	MANAGEMENT RESPONSE (Policy, plan making, evidence, implementation)
If the PDL target falls consistently (for more than 3 consecutive years) below the expected level as set out in the trajectory but within the delivery parameters:	<ul style="list-style-type: none"> The Council will consider intervention measures to assist the delivery of PDL sites including – land assembly by assisting occupiers to find alternative sites, bringing forward Council owners land, and use of CPO powers. The Council will advance previously developed sites into the 5 year supply
If the PDL target falls consistently (for more than 3 consecutive years) below the delivery parameters but the overall housing completions target is being met or is above target;	<ul style="list-style-type: none"> The Council will consider intervention measures to assist the delivery of PDL sites including – land assembly by assisting occupiers to find alternative sites, bringing forward Council owners land, and use of CPO powers. The Council will advance previously developed sites into the 5 year supply Planning permissions on greenfield windfall sites will be restricted; Sites which would otherwise have been released under the Council's phasing policy may be held back; <p>The latter two actions will only be introduced where there is reasonable likelihood that overall delivery of new housing will not be significantly affected.</p>
If the PDL targets are being achieved but the overall completions fall below acceptable levels for 3 consecutive years	<ul style="list-style-type: none"> The Council will consider intervention measures to assist the delivery of sites including – land assembly by assisting occupiers to find alternative sites, bringing forward Council owners land, and use of CPO powers. The Council will advance sites into the 5 year supply Sites which would otherwise held back under the Council's phasing policy may be brought forward for release, subject to the completion of an emergence SPD to identify the most suitable sites and to allow for public consultation.

Appendix 6 Housing Implementation and Delivery Strategy

<p>If the overall completions fall below acceptable levels for 3 consecutive years within phases 2 or 3 of the plan period and there are no sites to bring forward from other plan phases to increase the supply of deliverable sites;</p>	<ul style="list-style-type: none">• The Council will initiate a partial review of one or more of the 3 site allocating DPD's dependent upon which areas are under performing. This however will only be undertaken where there is no imminent review of the housing elements of the IRS. Where the IRS is under review and housing targets are being considered the Council will hold back its LDF review until the future level of housing required has been established.
<p>If overall completions exceed the acceptable levels for 3 or more consecutive years.</p>	<p>The Council will introduce restriction on the development of green field land</p>

TABLE 4 : BRADFORD'S PDL STRATEGY

A STRATEGIC FRAMEWORK FOR DELIVERY OF PREVIOUSLY DEVELOPED LAND
<p>1. RAISING THE PROFILE Setting the PDL focus as a key goal within all of the Councils plans, programmes and strategies including:</p> <ul style="list-style-type: none"> • The Local Development Framework; • The Council Sustainable Community Strategy – the Big plan; • The Council’s Asset Management Plan (governing the Council’s management and disposal of land and property assets); • The Council’s Joint Housing Strategy; • The Local Investment Plan (governing the delivery priorities for affordable housing); • The Council’s Economic Strategy and Local Economic Assessment;
▼ ▼ ▼
<p>2. IDENTIFYING OPPORTUNITIES</p> <p>Further work on exploring opportunities for development within urban areas via the production of Housing Development Frameworks for the Manningham, Leeds-Bradford Corridor, Canal Road Corridor, Airedale Corridor and Bradford City Centre areas;</p> <p>Working to release, as appropriate, Council owned land for development;</p> <p>Undertaking Call For Sites exercises, stimulating community involvement in identifying brown field sites, and working with the local media;</p>
▼ ▼ ▼
<p>3. IDENTIFYING AND TACKLING CONSTRAINTS</p> <p>Assessing the key constraints on site development within the SHLAA and identifying the actions needed to bring land forward;</p> <p>Attempting to intervene to resolve land ownership and assembly powers including the use CPO powers for key strategic sites where delivery progress is being frustrated;</p>
▼ ▼ ▼
<p>4. WORKING WITH PARTNERS AND STAKEHOLDERS</p> <p>Working with key partners and stakeholders and stakeholder groups including the Homes and Communities Agency, the Bradford Strategic Partnership, the Bradford Housing Partnership, the Bradford property Forum;</p> <p>Implementing the key proposals within existing Masterplans such as at Manningham, and Laisterdyke;</p> <p>Entering into to partnership arrangements and Joint Venture Companies using Council resources, in particular land owned by the Council, to bring forward housing development;</p> <p>Carrying out a joint brownfield land study with the Homes and Communities Agency;</p> <p>Working with local communities in the production of Neighborhood Plans;</p>



5. MONITORING PERFORMANCE

Adopting a plan, monitor, manage approach to the delivery of housing growth;

Devising scenarios to anticipate the impact of changes in the economy, the housing market, and supply and demand factors in PDL delivery and therefore preparing for policy interventions;

Setting out PDL targets both at the district wide level and for sub areas and formulating a PDL trajectory;

Measuring performance against the PDL trajectory and PDL targets and defining the acceptable range of performance i.e. degree of variance from the targets;



6. USING PLANNING POLICY TOOLS

Using, if necessary planning policy to constrain release of sites / development of green field windfall opportunities;

By insisting on the most efficient use of brownfield land and adhering to the density ranges targets as set out in this document and in forthcoming DPD's.

Adopting a flexible approach to the securing of planning obligations or CIL payments where these would render the delivery of key urban brownfield sites unviable;



7. EFFICIENT AND EFFECTIVE DEVELOPMENT MANAGEMENT

Using the Council's development team approach and pre application advice service to work with developers ahead of the submission of proposals to identify and iron out any issues and to speed up the process of assessing and determining planning applications.



8. RESEARCH AND EVIDENCE BASE

Keeping the evidence base which underpins the development plan up to date most notably the SHLAA, 5 year land supply assessment and AHEVA;

Commissioning further research as necessary;

9. REVIEW OF THE DEVELOPMENT PLAN

Updating the development plan and its strategic policies and allocations as necessary to ensure that goals relating to both overall housing growth needs and the effective use of land are achieved.

Appendix 7 National Policy

Title	Date
Planning Policy Statement 1: Delivering Sustainable Development	January 2005
Planning and Climate Change - Supplement to Planning Policy Statement 1	December 2007
Eco-towns - A supplement to Planning Policy Statement 1	July 2009
Planning Policy Guidance Note 2: Green Belts	January 1995 amended March 2001
Planning Policy Statement 3: Housing	November 2006
Planning Policy Statement 4: Planning for Sustainable Economic Growth	December 2009
Planning Policy Guidance 4: Industrial, Commercial Development and Small Firms	November 1992 (now cancelled)
Planning Policy Guidance 5: Simplified Planning Zones	November 1992
Planning Policy Statement 6: Planning for Town Centres	March 2005 (now cancelled)
Planning Policy Statement 7: Sustainable Development in Rural Areas	August 2004
Planning Policy Guidance 8: Telecommunications	August 2001
Planning Policy Statement 9: Biodiversity and Geological Conservation	August 2005
Policy Statement 10: Planning for Sustainable Waste Management	July 2005
Planning Policy Statement 11: Regional Spatial Strategies	July 2004
Planning Policy Statement 12: Local Spatial Planning	June 2004
Planning Policy Guidance 13: Transport	April 2001
Planning Policy Guidance 14: Development on Unstable Land	April 1990
Planning Policy Guidance 15: Planning and the Historic Environment	September 1994
Planning Policy Guidance 16: Archaeology and Planning	November 1990
Planning Policy Guidance 17: Planning for Open Space, Sport and Recreation	July 2002
Planning Policy Guidance 18: Enforcing Planning Control	December 1991
Planning Policy Guidance 19: Outdoor Advertisement Control	March 1992

Appendix 7 National Policy

Planning Policy Guidance 20: Coastal Planning (not relevant to Bradford)	October 1992
PPG21 replaced by Good Practice Guide on Planning for Tourism	May 2006
Planning Policy Statement 22: Renewable Energy	August 2004
Planning Policy Statement 23: Planning and Pollution Control	November 2004
Planning Policy Guidance 24: Planning and Noise	October 1994
Planning Policy Statement 25: Development and Flood Risk	December 2006
Minerals Policy Statement 1: Planning and Minerals	November 2006
Minerals Policy Statement 2: Controlling and Mitigating the Environmental Effects of Mineral Extraction in England	March 2005
Minerals Planning Guidance 2: Applications, permissions and conditions	July 1998
Minerals Planning Guidance 3: Coal Mining and Colliery Spoil Disposal	March 1999
Minerals Planning Guidance 4: Revocation, modification, discontinuance, prohibition and suspension orders	August 1997
Minerals Planning Guidance 5: Stability in surface mineral workings and tips	January 2000
Minerals Planning Guidance 7: Reclamation of mineral workings	November 1996
Minerals Planning Guidance 8: Planning and Compensation Act 1991 - Interim Development Order Permissions (IDOS): Statutory Provisions and Procedures	October 1991
Minerals Planning Guidance 9: Planning and Compensation Act 1991 - Interim development order permissions (IDOS): conditions	March 1992
Minerals Planning Guidance 10: Provision of raw material for the cement industry	November 1991
Minerals Planning Guidance 13: Guidelines for peat provision in England	July 1995
Minerals Planning Guidance 14: Environment Act 1995 - Review of Mineral Planning Permissions	October 1995
Minerals Planning Guidance 15: Provision of silica sand in England	September 1996

Appendix 8 Further Issues and Options - Summary of Four Options

Appendix 8 Further Issues and Options - Summary of Four Options

Option 1 – Regional Spatial Strategy Hierarchy

This option relates directly to the settlement hierarchy as set out in the Yorkshire & Humber Plan (RSS) as follows:

- Sub Regional City – Bradford/Shipley/Baildon south of Otley Road
- Principal Towns – Ilkley, Keighley
- Local Service Centres – Addingham, Baildon, Bingley, Burley in Wharfedale, Cottingley, Cullingworth, Denholme, East Morton, Harden, Haworth, Menston, Oakworth, Oxenhope, Queensbury, Steeton with Eastburn, Silsden, Thornton, Wilsden.

It was proposed that the Housing Requirement (approx 50,000 between 2008 - 2026) would be split as follows:

- 65% (32,500) in the Sub Regional City
- 30% (15,000) in Principal towns
- 5% (2500) in Local centres

In Bradford/Shipley/Lower Baildon housing development would be concentrated in

- Bradford City Centre
- Shipley and the Canal Road Corridor
- East Bradford
- Existing Mixed Use Areas

However, due to the scale of development required, Safeguarded Land as identified in the RUDP, and Green Belt releases around the whole of Bradford/Shipley area would also be necessary.

In Keighley and Ilkley housing development would be provided through

- Phase 2 housing sites and safeguarded land as identified in the RUDP
- Intensification (especially Ilkley)
- Major Green Belt releases

In Local Service Centres the extent of housing development in individual settlements will be dependent on the role of the settlement in the hierarchy. Development will be brought forward on brownfield sites and Phase 2 Housing sites as identified in the RUDP, and relate to local housing need in the settlement.

Employment development with this option would be concentrated in existing employment zones, as identified in the RUDP, South and East Bradford (possible Green Belt releases) and Keighley. Local Service Centres would only provide enough employment development to cater for local needs and to promote sustainability.

The initial SA recognised that the levels of development proposed in Ilkley and Keighley could have more detrimental impact on biodiversity and sensitive landscapes particularly South Pennine Moors SPA, than other options. Locations for future housing would be Bradford, Shipley, Baildon, Ilkley and Keighley, however could be difficult to identify allocations on scale needed that would bring people close to existing services. Low levels of development in local service centres limits potential to cater for community needs. Locations for employment would lead to continuation of existing journey options and modes of travel. This option underplays the potential of Airedale.

Appendix 8 Further Issues and Options - Summary of Four Options

Option 2 – Continuation of the Replacement Unitary Development Plan Locational Strategy (add diagram)

This option was based on the existing RUDP, but with modifications based on:

- Masterplan proposals
- Community consultation (May/June Workshops)
- Emerging Settlement hierarchy
- Modified RSS
- Existing transport infrastructure

From these the following settlement hierarchy was proposed:

- Sub Regional City – Bradford/Shirole/Baildon south of Otley Road
- Principal Towns – Ilkley, Keighley, Bingley
- Local Service Centres – Addingham, Baildon, Burley in Wharfedale, Cottingley, Cullingworth, Denholme, East Morton, Harden, Haworth, Menston, Oakworth, Oxenhope, Queensbury, Steeton with Eastburn, Silsden, Thornton, Wilsden.

It was proposed that the housing requirement (approx 50,000 between 2008 - 2026) would be split as follows:

- 50% (25,000) in the Sub Regional City
- 30% (15,000) in Principal Towns
- 20% (10,000) in Local Service Centres

In Bradford/Shirole/Lower Baildon housing development would be concentrated in:

- Bradford City Centre
- Shirole and Canal Road Corridor
- East Bradford
- Mixed Use Areas

However, both Safeguarded Land as identified in the RUDP, and Green Belt releases to the north, east and south of the Bradford/Shirole area will also be necessary.

In Keighley, Ilkley and Bingley housing development would be brought forward through:

- Phase 2 housing sites and safeguarded land as identified in the RUDP
- Intensification (especially Ilkley)
- Green Belt releases

In Local Service Centres development would mainly be concentrated in the settlements of:

- Queensbury
- Menston
- Steeton
- Thornton
- Silsden
- Denholme
- Burley
- Baildon

These settlements have been identified, as early analysis shows that these settlements have most potential for development through existing Phase 2 housing allocations and safeguarded land, as identified in the RUDP; and many are in well-connected transport corridors. In these settlements development would be allocated on:

- Brownfield sites (mainly former employment sites)
- Phase 2 Housing sites
- Safeguarded Land
- Green Belt releases

In other local centres development would be based on local need, and would be minor in scale.

Employment development would be concentrated in existing employment zones, as identified in the RUDP, South and East Bradford (possible Green Belt releases) and the Airedale Corridor. Local Service Centres would only provide enough employment development to cater for local needs and to promote sustainability.

The Initial SA recognised that the levels of development proposed for settlements close to South Pennine Moors SPA could have more detrimental impact on biodiversity and sensitive landscapes. Impact on heritage assets and local distinctiveness also needs to be considered. Wider dispersal makes it more difficult to promote use of on-site renewable energy. This option offers widest choice of locations for future housing and ability to influence house types and affordability. It reduces pressure on services but limits scope for new facilities from development gain. It may attract high levels of overall investment to locations favoured by market and improve ability to attract high quality jobs, but could limit resources for areas in need of regeneration. Dispersal of locations for employment and housing could lead to longer journeys.

Option 3 Focussed Growth Points around Bradford Sub Regional City (add diagram)

This option was based on the RSS hierarchy, with development focussed on growth points in and surrounding the north and east of Bradford/ShIPLEY/Lower Baildon, in line with the growth point initiative being promoted by the Leeds City Region.

The RSS settlement hierarchy would be used as follows:

- Sub Regional City – Bradford/ShIPLEY/Baildon south of Otley Road
- Principal Towns – Ilkley, Keighley
- Local Service Centres – Addingham, Baildon, Bingley, Burley in Wharfedale, Cottingley, Cullingworth, Denholme, East Morton, Harden, Haworth, Menston, Oakworth, Oxenhope, Queensbury, Steeton with Eastburn, Silsden, Thornton, Wilsden.

It was proposed that the housing requirement (approx 50,000 between 2008 - 2026) would be split as follows:

- 70% (35,000) in and surrounding the Sub Regional City
- 20% (10,000) in Principal Towns
- 10% (5,000) in Local Service Centres

In and surrounding Bradford/ShIPLEY/Lower Baildon housing development would be concentrated in the following growth points:

- Shipley and the Canal Road Corridor
- A new settlement at Esholt

Appendix 8 Further Issues and Options - Summary of Four Options

- An extensive Green Belt release to the east of Bradford at Holme Wood
- Bradford City Centre

With further development and or restructuring in:

- East Bradford
- Mixed Use Areas
- Safeguarded Land as identified in the RUDP

In Keighley and Ilkley housing development would be provided through:

- Phase 2 housing sites and safeguarded land as identified in the RUDP
- Intensification (especially Ilkley)
- Green Belt releases

In Local Service Centres the extent of housing development in individual settlements would be dependent on the role of the settlement in the hierarchy. Development will be brought forward on brownfield sites and Phase 2 Housing sites as identified in the RUDP that relate to local housing need in the settlement.

Employment development would be concentrated in existing employment zones, as identified in the RUDP, South Bradford and the growth areas around Bradford/ShIPLEY/Lower Baildon and Keighley. Local Service Centres would only provide enough employment development to cater for local needs and to promote sustainability.

The initial SA highlighted that environmental impact of strategic land releases at growth points would need to be assessed. Problems of poor air quality due to traffic congestion could become worse. Focusing development at growth points would help promote on-site renewable energy. This option offered residents a more limited range of locations for housing. There would be greater opportunities for pooling development gain to achieve improved facilities, however a significant influx of people into a few communities could put pressure on social cohesion. It could also reduce levels of overall investment attracted to district as seeks to limit growth in locations most favoured by market and also underplays the potential of Airedale. Journeys to employment should be relatively short, but not necessarily readily achievable by sustainable means within existing transport capacity and infrastructure.

Option 4 Dispersed Growth Points

This option is based on the concept of sustainable dispersed growth points linked to:

- RSS growth point initiative
- Masterplans
- Existing transport corridors

This approach introduces a new tier in the settlement hierarchy, which would promote local growth centres based on well located settlements in the key transport corridors as follows:

- Sub Regional City – Bradford/ShIPLEY/Baildon south of Otley Road
- Principal Towns – Ilkley, Keighley
- Local Growth Centres – Bingley, Burley in Wharfedale, Menston, Steeton with Eastburn, Silsden, Queensbury, Thornton
- Local Service Centres – Addingham, Baildon, Cottingley, Cullingworth, Denholme, East Morton, Harden, Haworth, Oakworth, Oxenhope, Wilsden.

Housing Requirement (approx 50,000 between 2008-2026) would be split as follows:

- 65% (32,500) in and surrounding the Sub Regional City
- 10% (5,000) in Principal Towns
- 20% (10,000) in Local Growth Centres
- 5% (2500) in Local Service Centres

In and surrounding Bradford/Shipley/Lower Baildon housing development would be concentrated in the following growth points:

- Shipley and the Canal Road Corridor
- A new settlement at Esholt
- An extensive Green Belt releases to the east of Bradford e.g. Holme Wood
- Bradford City Centre

With further development and or restructuring in:

- East Bradford
- Mixed Use Areas
- Safeguarded Land as identified in the RUDP

In Keighley and Ilkley housing development would be brought forward through:

- Phase 2 housing sites and safeguarded land as identified in the RUDP
- Intensification (especially Ilkley)
- Green Belt releases

In Local Growth Centres housing development would be brought forward through:

- Phase 2 housing sites and safeguarded land as identified in the RUDP
- Green Belt releases

In Local Service Centres the extent of housing development in individual settlements would be dependent on the role of the settlement in the settlement hierarchy. Development will be brought forward on brownfield sites and Phase 2 Housing sites, as identified in the RUDP, and relate to local housing need in the settlement.

Employment development would be concentrated in existing employment zones, South Bradford and the growth areas around the sub regional city, and the Airedale Corridor. Local Service Centres would only provide enough employment development to cater for local needs and to promote sustainability.

The initial SA recognised that environmental impact of strategic land releases at growth points would need to be assessed, particularly impact of identifying local growth points on South Pennine Moors SPA, sensitive landscapes and local distinctiveness. Residents would be offered a choice of potential locations for housing at identified growth points, with limited new provision in Ilkley and Keighley meaning less change to housing stock here. More focused development would result in greater pressure on infrastructure and a significant influx of people into a few communities. This option seeks to make maximum use of sustainable transport corridors and wider connectivity links, however this could mean less support for major facilities and regeneration proposals in city centre. It recognises the potential in Airedale.

Appendix 8 Further Issues and Options - Summary of Four Options

Appendix 9 Open Space Standards

The Bradford Open Space, Sport and Recreation Study identified local provision standards for the following typologies:-

Typology	Accessibility standard
Parks and gardens	All settlement areas within 400m of a local park and/or 1,200m of district park and/or of a borough park
Natural/semi-natural greenspace	All settlement areas within 120m of a site up to 0.66ha and/or 1200m of a site between 0.66ha and 1ha and/or 900m of a site between 1ha and 10ha and/or a site of more than 10ha.
Amenity greenspace	All settlement areas within 120m of a site up to 0.66ha and/or 1200m of a site between 0.66ha and 1ha and/or 900m of a site between 1ha and 10ha and/or a site of more than 10ha.
Provision for children and young people	All settlement areas within 400m of a LEAP (pedestrian route) and/or 1000m of a NEAP (pedestrian route) and/or 1000 of a site greater than a SEAP (Straight line distance)
Allotments	All settlements areas within 120m of a site up to 0.66ha and/or 1200m of a site between 0.66ha and 1ha and/or 900m of a site between 1ha and 10ha and/or a site of more than 10ha
Cemeteries	No accessibility standard identified
Civic spaces	No accessibility standard identified

Outdoor Sports Facilities

Standard	Bradford North	Bradford South	Bradford West	Keighley	Shipley
Quantity	0.78	1.03	0.91	1.39	1.10
Quality	Site quality rating of good (as defined by Sport England Electronic Toolkit)				
Accessibility	Teams to have access to appropriate site at relevant time				

English Nature Accessible Natural Greenspace Standard (ANGst) is:

- That no person should live more than 300m from natural greenspace of at least 2ha in size
- 2km from 20ha site
- 5km from 100ha site
- 10km from 500ha site

Appendix 10 Spatial Vision and Strategic Objectives - Expected Outcomes

Spatial Vision and Strategic Objectives – Expected Outcomes by End of Plan Period (2028)

Outcomes by end of Plan Period (2028)	Contextual Indicators	Headline Indicators
City of Bradford and the towns along Airedale and Wharfedale have been transformed and are attractive, cohesive and safe places where people want to live, work, invest and spend time in.	Economic growth (GVA). Urban regeneration. Population levels. Population structure. Migration. House prices. Crime.	Amount of development by settlement type. Population change by settlement type. Quality of place Vitality and Viability Assessments
The district's needs for housing, business and commerce are met, whilst promoting development of previously developed land and in sustainable locations that reduces the need to travel and minimises the need to travel by car.	Traffic volume. Transport use. Access to services.	Accessibility of housing Accessibility of jobs development to public transport services. Progress on achieving modal shift.
Critical infrastructure including physical, community, social and green infrastructure is in place to support sustainable growth and sustainable communities.	Urban regeneration. Historic and cultural assets. Landscape and countryside quality. Green infrastructure.	Amount of development on previously developed land. Amount of development on greenfield land
A good range of quality dwellings, in terms of type and affordability has been developed to cater for the current needs and future growth of the District.	Housing affordability. House Types and Tenure Access to facilities.	Amount of development by settlement type. Quality of place.
Bradford District has an important role in the Leeds City Region economy by creating conditions where business thrives, generating opportunity, prosperity and jobs.	District productivity. Location of job growth. Sectoral change. Education & skill levels. Business start ups. Unemployment. Income levels. Index of sustainable economic well-being	Amount of land developed for employment by type (B1b, B1c, B2 & B8) by District area and settlement type. Amount of retail, office & leisure development in city and town centres.
A successful and growing economy is promoted and supported by fostering indigenous firms and by attracting inward investment in the high value creative, innovative and knowledge based industries.	Sectoral change. Basic skills Education & skill levels. Business start ups. Unemployment. Income levels. Index of sustainable economic well-being	Amount of land developed for employment by type (B1b, B1c, B2 & B8) by District area and settlement type. Amount of retail, office & leisure development in city and town centres.

Appendix 10 Spatial Vision and Strategic Objectives - Expected Outcomes

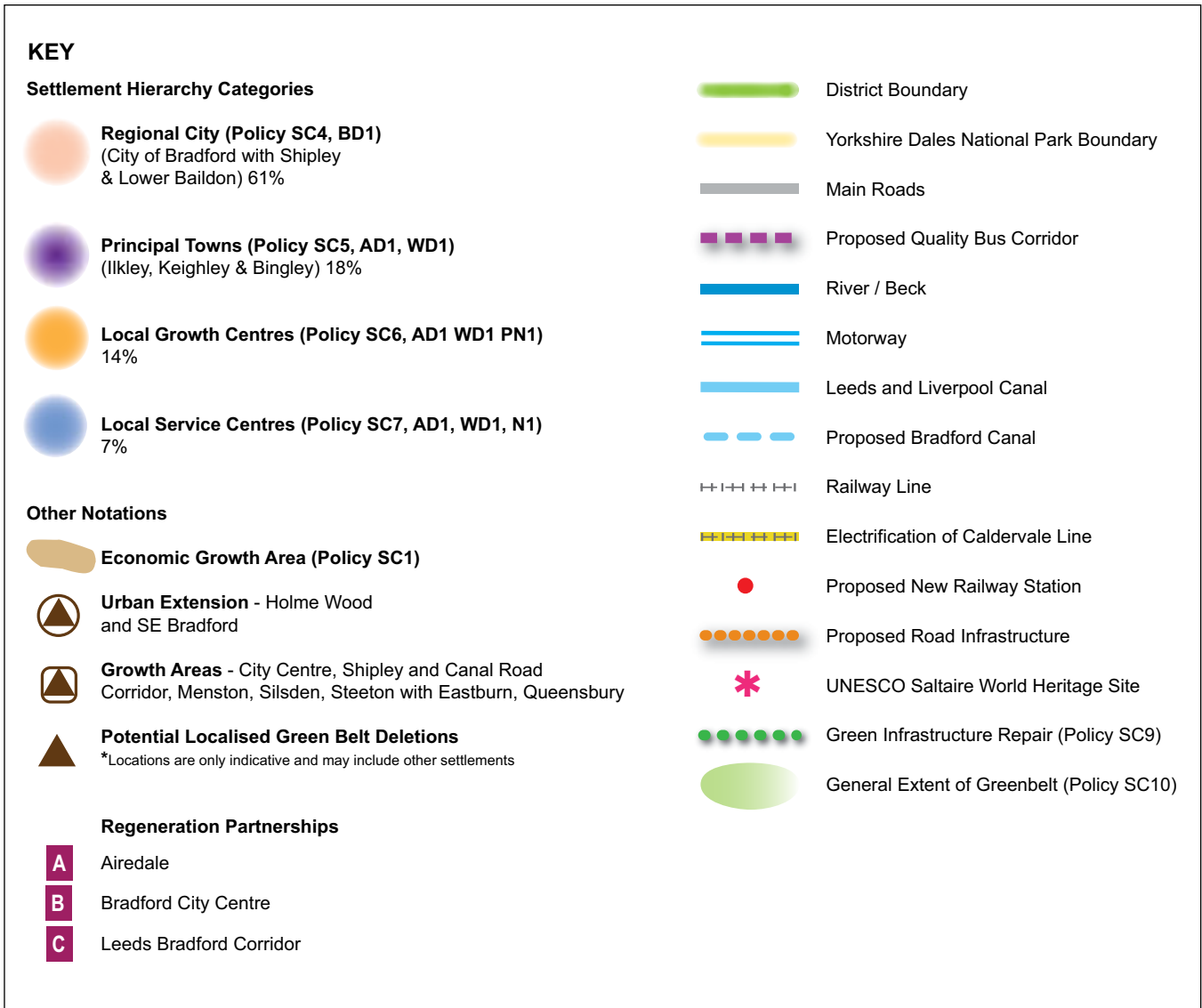
Outcomes by end of Plan Period (2028)	Contextual Indicators	Headline Indicators
The role and image of Bradford City Centre has be promoted, managed and developed as a regionally significant business, commercial, shopping, civic and cultural area.	Sectoral change Education & skill levels. Business start ups. Unemployment. Income levels. Index of sustainable economic well-being	Amount of development on previously developed land. Amount of land developed for employment by type (B1b, B1c, B2 & B8) by District area and settlement type. Amount of retail, office & leisure development in city and town centres. Vitality and Viability Assessments
Support has been given to the University of Bradford and the district's colleges and schools in investing in buildings and spaces to ensure a well educated and skilled workforce.	Sectoral change. Basic skills Education & skill levels. Business start ups. Unemployment. Income levels. Index of sustainable economic well-being	Educational attainment Quality of place
Excellent public transport and highway systems to increase the level of accessibility within the District and the establishment of good connections with other parts of the Leeds City Region and the country by ensuring safety, efficiency and sustainability.	Traffic volume. Transport use. Access to services. Accident statistics	Accessibility of housing Accessibility of jobs development to public transport services. Progress on achieving modal shift.
Bradford is a diverse city where socially inclusive, healthy and vocal communities live and where the needs of citizens are met through improved access to good quality homes, jobs, shopping, cultural facilities, health and education provision and community facilities for a growing population.	Unemployment. Basic skills. Workforce skills & training. Culture. Health. Deprivation. Crime. Community well-being. Race and faith relations Sport and physical activity.	Amount of development by settlement type and in regeneration areas. Change in areas with fragile housing markets. Community, sport and green infrastructure provision in regeneration areas.
Creation of clean, safe, sustainable, attractive and accessible built and natural environment in order to foster a sense of civic pride and responsibility.	Air Quality Crime. Community well-being.	Quality of Place

Appendix 10 Spatial Vision and Strategic Objectives - Expected Outcomes

Outcomes by end of Plan Period (2028)	Contextual Indicators	Headline Indicators
Safeguarding, enhancement and promotion of the diverse historic built and natural heritage of the District which has helped reinforce the local distinctiveness of places.	Urban regeneration Rural renaissance	Condition of listed buildings Condition of conservation areas Quality of Place
To reduce the impact of climate change through mitigation and adaptation, particularly through reducing pollution, energy consumption, the risk of flooding, and promoting the use of renewable energy and securing the means to become locally self sufficient.	Greenhouse gas emissions. Air quality. Water quality. Annual temperature & rainfall. Woodland cover. Ecological footprint. Local sites in active management. Wild bird population.	Landscape and Countryside quality. Condition of SSSIs. Development taking place contrary to sustained objections from EA on flood risk. Amount of waste to landfill. Installed renewable energy capacity.
Provision of accessible and varied opportunities for leisure and recreation including access to the countryside and the utilisation of green infrastructure spaces and routes for walking and cycling.	Community well being Health Sport and physical activity. Transport use. Access to services.	Community, sport and green infrastructure provision in regeneration areas. Condition of walking and cycling routes Condition of outdoor and indoor sports facilities Condition of parks and gardens Condition of landscape and countryside
Safeguarding and management of the District's South Pennine Moors Special Protection Area and biodiversity assets through careful landscape, woodland and waterways management.	Water quality. Bathing water quality. Sea level change. Annual temperature & rainfall. Woodland cover. Ecological footprint. Local sites in active management. Wild bird population.	Condition of landscape Condition of woodland
Safeguarding and management of the District's natural and renewable energy resources, including water, agriculture, woodland and minerals, and promote the sustainable management of waste and recycling		

Appendix 10 Spatial Vision and Strategic Objectives - Expected Outcomes

Appendix 11 The Key Diagram - Location Strategy



Appendix 11 The Key Diagram - Location Strategy

