



Bradford Local Plan Core Strategy Examination – Proposed Main Modifications

Further Hearing Statement

Representations on behalf of CEG Land Promotions Ltd (CEG)

Date: April 2016

MATTER 3: REVISED SPATIAL DISTRIBUTION OF DEVELOPMENT

(Policy SC5 and associated policies, including Policies BD1, AD1, WD1, PN1 & HO3)

The Council proposes to amend the Spatial Distribution and Location of Development in the submitted plan in respect of the Regional City of Bradford (including Shipley & Canal Road Corridor, Shipley and Bradford North-East), Airedale (including Silsden and Baildon), Wharfedale (including Ilkley, Burley-in-Wharfedale and Menston) and South Pennine Towns and Villages (including Haworth).

Key issue:

Is the proposed revised spatial distribution and location of development appropriate, effective, deliverable, locally distinctive and justified by soundly based, robust, proportionate and credible evidence, particularly in terms of delivering the proposed amount of housing, employment and other development, and is it positively prepared and consistent with the latest national policy?

a Regional City of Bradford

- 1.1 CEG's comments on Matter 3 primarily relate to the Wharfedale area and in particular Burley-in-Wharfedale. Nonetheless, CEG has previously provided comment on the proposed distribution to the Regional City of Bradford.
- 1.2 Overall it is considered that the proposed modifications to the spatial distribution in those other parts of the District as listed above can be considered to be sound (albeit representing the minimum redistribution to the Wharfedale area that renders it sound). They result in a more deliverable distribution of the overall housing requirement, justified on the basis of an up-to-date position on land supply as contained in the Council's latest SHLAA document dated July 2015 (SHLAA 3) (Ref. PS/G004i), the constraints identified by Historic England in certain parts of the District and the acknowledgement by the Council and Natural England, as reflected in the Council's updated Appropriate Assessment dated November 2015 (Ref.

PS/G004h), that additional housing can be delivered in those areas close to the South Pennine Moors without adverse impact upon its integrity.

- 1.3 Given that the revised distribution to these areas is logical, necessary and supported by the underlying evidence base that the Council has identified (such as the updated HRA), they are supported by CEG. This is without prejudice to CEG's other points about such evidence which reinforce the reasons why the evidence base strongly supports the ability of the Wharfedale area, and Burley-in-Wharfedale in particular, to accommodate such redistribution as a minimum.

c Wharfedale

i. *Why has the apportionment of development to the Wharfedale sub-area (including Ilkley [800-1,000], Burley-in Wharfedale [200-700], Menston [400-600]) been increased from 1,600-2,500 dwellings?*

- 1.4 Prior to any discussion on whether the increased apportionment of housing to the Wharfedale settlements is justified, it is important firstly to recognise that there are a number of underlying points affecting the general need to increase the overall figure of apportionment in this area in any event, in order to ensure that the full housing requirement of the District can be met and delivered. These points include, for example, the consequence of (amongst other things) the land supply and heritage constraints which exist in the other parts of the District, which has necessitated reductions in the apportionment to certain other settlements. The assessment of these settlements and the reasons for their reduction are set out in the proposed revisions to housing distribution as tabled by the Council during the course of the previous hearing sessions (Document PS/F019).

- 1.5 Turning to the case of Burley-in-Wharfedale, quite apart from the need to consider such redistribution to this area more generally, the increased figure is firstly justified in its own right in light of the proper reinstatement of the settlement as a Local Growth Centre. As the Council has identified, Burley-in-Wharfedale has all the essential requirements of such a Centre. It was identified previously as such in the assessments that form part of the evidence base. It was only downgraded because of the incorrect application of the earlier HRA approach, a matter again confirmed by the Council in its response to Main Modifications consultation¹. Its acknowledgement as such a Centre simply reflects the fact that it is a sustainable location to accommodate additional levels of housing beyond its overall population baseline, particularly

¹ Bradford Council in their response to comments made in objection to Main Modification 69 (Pages 80-81 of Appendix 6 of Bradford Council Statement of Consultation & Summary of Representations) states that the "main determinant" of the housing target changes was the revised HRA and that the previous HRA had made "incorrect assumptions" about the likelihood of impact from the planned development.

in light of the constraints in other parts of the District, as highlighted at paragraph 1.2 above.

1.6 Importantly the increased housing numbers identified and the revised status of settlements in the hierarchy reflect the conclusions of the Council's updated HRA dated November 2015, which establishes that there is no justification in habitat protection terms for the precautionary approach to housing distribution taken by the earlier Publication Draft and that the revised settlement distribution can, with mitigation where necessary, be delivered without any adverse impact on the integrity of the South Pennine Moors SPA or SAC alone or in combination with other plans or projects. This approach is also in accordance with the agreement reached between the Council, Natural England and CEG in the 'Note of Agreed Principles' (PS/F014) tabled during the course of the earlier hearing sessions. The change is therefore explained, logical and sound.

ii. Does the amended distribution of development properly reflect policy constraints (e.g. Green Belt), physical constraints, such as flooding, infrastructure, facilities, traffic and transport, heritage, landscape and environment (including the updated HRA), the latest land availability information, and cross-boundary implications?

1.7 The apportionment of 700 homes to Burley-in-Wharfedale is fully supported by up to date evidence and importantly is deliverable in the context of policy, physical and environmental constraints, as highlighted in the question.

1.8 CEG has been in pre-application discussions with Bradford Council over a period of months regarding proposals for the development of 500 homes alongside community uses including a new Primary School on the land in their control to the north west of Burley-in-Wharfedale. A planning application, accompanied by an Environmental Impact Assessment is at an advanced stage of preparation and public consultation has taken place. Accordingly a detailed master planning exercise has been undertaken, taking into account not only the environmental and policy constraints of the site and its immediate surroundings, but the settlement as a whole. The draft masterplan is included at **Appendix 1** to this statement. This demonstrates that the overall figure of 700 homes is fully deliverable in light of the constraints raised in the question. These are discussed in detail below:

- Green Belt

1.9 Policy WD1 as proposed to be modified states that "*Burley-in-Wharfedale will see the creation of 700 new homes through the redevelopment of sites within the settlement and **with a significant contribution from green belt changes, together with associated community facilities.***" (Our emphasis) It is considered that this is a sound and positive approach in the context of meeting the overall housing requirement and in this case the addition of the reference to a significant contribution coming from Green Belt changes. This is justified by the

evidence, particularly the land availability identified in SHLAA 3, published in July 2015. Importantly, and as explained below, the purposes of Green Belt and its function would not be prejudiced in delivering 700 new homes associated community facilities in this way.

- 1.10 Since the start of the Local Plan period in 2013, a total of 156 units² have been granted planning permission in Burley-in-Wharfedale, whilst there is a further live planning application on land outside of the Green Belt for 10 further units. The location of these sites is shown on the plan at Appendix 1 to this statement.
- 1.11 CEG's proposals are capable of delivering a further 500 units on land presently identified as Green Belt to the north west of the settlement, in an appropriate manner. It is considered that that this land represents the least sensitive area of Green Belt surrounding the settlement and could be removed without compromising the Green Belt's overall function or purposes, as identified at paragraph 80 of the NPPF. It would not result in coalescence with any other settlement, and in particular a significant physical gap with Ilkley further to the west (extending to at least 1.8km) would remain. It is also physically separate to the Burley-in-Wharfedale Conservation Area to the east and would not detrimentally affect its setting. Furthermore it would not lead to further potential erosion of the Green Belt in the future as the master planning of the CEG site would use existing physical constraints and additional landscaping to create a new robust and defensible western Green Belt boundary.
- 1.12 When combined with existing permissions, the CEG proposals demonstrate that 700 new homes are therefore deliverable with only a small amount of additional infill without prejudicing the strategic purposes and role of the Green Belt around Burley-in-Wharfedale. There will be no requirement to amend Green Belt boundaries in more sensitive locations such as to the east and south of the settlement.

- Flood Risk

- 1.13 The delivery of 700 new homes in Burley-in-Wharfedale can be accommodated without the need to develop in areas of high flood risk. CEG's emerging masterplan for its site (Appendix 1) ensures that all of the 500 homes, alongside the proposed Primary School can be delivered on land identified on the Environment Agency flood risks maps as being Flood Zone 1 (i.e. at the lowest risk of flooding). This is in addition to those sites referred to earlier in this statement that already benefit from planning permission.
- 1.14 SHLAA 3 further demonstrates that the capacity of sites outside of high flood risk areas is considerably in excess of 700 units. Accordingly, there is a

² It is acknowledged that this figure includes a recent planning permission at Greenholme Mills, Burley-in-Wharfedale for 92 units (Ref. 15/03339/MAF) which is presently the subject to a claim for Judicial Review.

sufficient pool of sites to accommodate this figure without the need to utilise land in higher flood risk areas.

- Heritage

- 1.15 There are no major heritage constraints which would prevent the delivery of 700 new homes in Burley-in-Wharfedale. Unlike other settlements in the District, no concerns have been raised by Historic England.

- Ecology / Protected Species

- 1.16 As discussed earlier in this statement, the Council's Appropriate Assessment dated November 2015 and published alongside the proposed Main Modifications confirms that the revised settlement distribution can, with mitigation where necessary, be delivered without any adverse impact on the integrity of the South Pennine Moors SPA or SAC alone or in combination with other plans or projects. CEG's site, as indeed is the case for many of the other SHLAA sites in Burley-in-Wharfedale, is identified in the Council's updated HRA as an unconstrained site (categorised as green in its traffic light ranking), based on the surveys of foraging SPA birds.

- Landscape

- 1.17 There are no landscape designations around Burley-in-Wharfedale which would prevent the delivery of 700 homes. Work being undertaken as part of CEG's emerging proposals, demonstrates that the land to the west of the settlement is relatively contained in landscape terms, when topographical, existing vegetation and the built form is taken into consideration. It is considered that any landscape impacts resulting from such a level of housing would be localised and would not be unacceptable to the wider landscape character.

- Infrastructure

- 1.18 It is noted that respondents objecting to the proposed modification increasing the apportionment to Burley-in-Wharfedale to 700 homes state that the existing infrastructure is not able to cope with such a level of development. This is not based upon evidence, or justified analysis. It is CEG's position that either the existing infrastructure is able to accommodate such a level of housing, or indeed the level of housing now proposed is capable of being accommodated in way to provide the critical mass to allow for meaningful improvements to key infrastructure beyond the existing position. This is discussed in further detail below:

Doctors Surgery Capacity

- 1.19 Burley-In-Wharfedale is served by Grange Park Surgery, located centrally in the settlement and is currently accepting new patients. Health and Social Care

Information Centre (HSCIC) data for 2014 identifies that the surgery has 6,598 registered patients and 5.30 FTE GPs.

1.20 This gives a ratio of 1 GP per 1,245 patients. Based on published HSCIC data this is lower than the average for:

- NHS Airedale, Wharfedale and Craven Clinical Commissioning Group: 1,441
- West Yorkshire NHS Area team: 1,627; and
- England: 1,530

1.21 Based on the delivery of 700 new homes in the settlement and an average household size for the local area (2.4 residents per household) from the 2011 census, this would give a gross increase of 1,680 residents.

1.22 Assuming a worst case scenario that every new resident were to be registered to the practice (i.e. the unlikely event that none of the new residents being already registered at the practice, or would stay with existing practices), this would only affect the ratio to 1GP per 1,561 patients. Whilst this would be higher than the local Commissioning Group average (1,441) it would be similar to the England average (1,530) and still lower than the West Yorkshire NHS area team average (1,627).

1.23 Importantly, these figures are based on an assumption that GP provision would remain unchanged. Ratios would therefore reduce if the practice increased GP provision, based on the additional funding it would receive as a result of the increased patient numbers.

1.24 In summary it is considered that the existing Doctors Surgery provision in Burley-in-Wharfedale is capable of accommodating the additional homes.

Primary Education

1.25 Admissions data for the two existing Primary Schools in Burley-in-Wharfedale indicates that they are both operating at or close to capacity. Furthermore Bradford Council in its capacity as Local Education Authority has advised CEG in recent meetings that neither Primary School has scope to expand in situ, beyond short term measures. Rather than worsening an existing problem, the increase in housing numbers for Burley-in-Wharfedale to 700 instead creates the necessary and important opportunity to alleviate the existing state of affairs, as it provides a critical mass to deliver a new primary school. CEG's proposals are intended to deliver this and have been subject to detailed and positive discussions with the Local Education Authority.

1.26 Conversely a lower housing figure for Burley-in-Wharfedale would not deliver this critical mass, or indeed a site for a new school. Instead it would exacerbate an existing issue without providing a meaningful solution.

Secondary Education

- 1.27 The level of proposed housing across Wharfedale falls some way short of what would be required to justify a further secondary school (circa. 10,000 new houses). The Local Education Authority in its discussions with CEG has indicated that their preference is to see Ilkley Grammar School expand to accommodate the additional pupils generated by the planned housing. This could be either on site, or potentially through a full or partial off-site relocation. Off-site relocation to a site in Ben Rhydding has previously been explored and this the site identified at that time remains in the ownership of the Council.
- 1.28 All of Burley-In-Wharfedale is within the 'Priority 1' catchment area of Ilkley Grammar School and at the last in-take all children in the Priority 1 area secured a place at the school.
- 1.29 Secondary education provision is therefore not a barrier to the delivery of 700 homes in Burley-in-Wharfedale.

Rail Capacity

- 1.30 Unlike some other Local Growth Centres, Burley-in-Wharfedale benefits from a railway station with excellent rail links into both Bradford and Leeds. Whilst the line may experience some limited congestion at peak times, this is largely over a very short period of the day.
- 1.31 Arriva Rail North (ARN) has recently been awarded the operating franchise for the Wharfedale line. Although a redacted version of the final franchise agreement is yet to be published by the DfT, CEG has been advised that ARN has committed, as part of the franchise, towards significant station and capacity improvements at the Burley-in-Wharfedale Station. It is understood that ARN are seeking to introduce new rolling stock to enable peak time trains to be extended to 6 carriages. This will significantly contribute towards matters of perceived over-crowding. As part of this ARN are investigating a mechanisms to deliver this and it may be that funding streams from proposed new housing within Wharfedale can assist in the early delivery of these improvements. But once again, the delivery of 700 new homes with the associated custom this would bring only serves to enhance the economic viability of such improvements for the rail operator.

Highway Capacity

- 1.32 Burley-in-Wharfedale benefits from direct access to the A65 – a strategic transport corridor. CEG's highways engineers advise that the typical Annual Average Daily Traffic (AADT) flow along this stretch of the corridor would therefore be in the order of 20,000 total vehicles per day. Although this is a reasonable level of traffic, the very function of the A65 is that of a regionally important distributor type road and as such it was designed to perform this function and carry this level of traffic.

1.33 In addition any new developments resulting from the proposed levels of housing will need to minimise and control their respective impacts and consider opportunities to make improvements to the network, as well as through the promotion of sustainable development which is at the heart of current government policy.

- Cross Boundary Implications

1.34 This has largely been addressed in CEG's response to Matter 2 (Settlement Hierarchy). It is considered that the provision of 700 homes in Burley-in-Wharfedale would not have any direct cross-boundary implications. It has been demonstrated above that such a provision is capable of being accommodated and it would not be reliant on service provision in other local authority areas. It is significant that no other neighbouring authority has objected to the increased apportionment of housing to Burley-in-Wharfedale, or to any other the settlement where housing numbers have increased.

Alternative Housing Figures

1.35 It is noted that in their response to the Main Modifications, Burley-in-Wharfedale Parish Council has indicated that a figure of 350 new homes would be "*more acceptable*". Whilst recognition that increased numbers of housing *are* acceptable for Burley-in-Wharfedale is welcomed, this particular figure does not appear to be based on an informed assessment as to how it has been derived, or based upon any analysis of delivery, or infrastructure capacity. There is no analysis provided as to why such a lower figure would result in a more appropriate strategy for the settlement, the implications for the delivery of infrastructure if growth is limited in this way (such as for primary school education) nor indeed how the resultant shortfall in meeting the District-wide requirement could be accommodated in other settlements.

1.36 Based upon the evidence provided by SHLAA 3, such an alternative figure would still require development of land presently located within the Green Belt. Indeed Bradford Council in the earlier Publication Draft of the Core Strategy acknowledged that this would be the case even at 200 units.

1.37 As noted above, the lower figure advocated by the Parish Council would also not provide the critical mass to provide a new Primary School that is needed to improve capacity in the village. In effect it would instead worsen an existing problem. In summary the proposed alternative figure of 350 is not justified; would not result in a plan that could be considered to be positively prepared; and as such cannot be considered a sound alternative to the modification being advanced by Bradford Council.

iii. Is the amended distribution of development likely to be deliverable over the plan period, and does it reflect an appropriate balance between brownfield and greenfield land?

- 1.38 The delivery of 700 houses within Burley-In-Wharfedale is considered deliverable in the plan period. As explained in the paragraphs above, over 150 units of that figure already benefits from planning permission, whilst it is considered that CEG's proposals for 500 homes – a proposal upon which pre-application discussions have already commenced – is expected to take 7 years to deliver, based on an annual delivery rate of 70 units per annum. In this regard a total of 700 units is clearly deliverable within the plan period to 2030. Its deliverability is further highlighted by the Council's Local Plan Viability Assessment Update, dated December 2014 (Ref EB/046). This demonstrates that the Wharfedale area is the most economically viable part of the District for the development of new housing and is integral to delivering Bradford's affordable housing needs.
- 1.39 The figure also reflects an appropriate balance between brownfield and greenfield land. Draft Policy HO6 provides a target of 15% of new homes within Local Growth Centres being accommodated on previously developed sites. Whilst that is a target across all Local Growth Centres and is not to be applied to individual settlements, it is clear that in the case of Burley-in-Wharfedale this target is capable of being achieved. All of the 156 dwellings granted planning permission in Burley-in-Wharfedale since 2013 have been on previously developed land. This amounts to over 20% of the 700 homes figure. Accordingly even if all the balance is met on greenfield land, the target has already been met.

Appendix 1 –

Land west of Burley-in-Wharfedale – Draft Framework Masterplan



- Contractors are not to scale dimensions from this drawing
- Site boundary
 - Existing Cat A/B tree
 - Existing hedgerow
 - Main street
 - Secondary street
 - Minor street
 - > Pedestrian desire line
 - PROW
 - Advisory cycle route
 - Parking
 - Linear park
 - Pocket park
 - Informal open space
 - New planting
 - Surface water drainage
 - 1 Primary school (1FE)
 - 2 Allotments
 - 3 Wetland area

Drawing based on survey information by others

N

Reproduced by permission of
© CROWN COPYRIGHT and database right 2008
All rights reserved.
Ordnance Survey Licence number
AL 1000 21854

Client
CEG

Project
**LAND WEST OF
BURLEY-IN-WHARFEDALE**

Description
FRAMEWORK MASTERPLAN

Station
Planning

Scale 1:2500@A3	Drawn JW	Date APR 16
Job number 31620	Drawing number 301	Revision F

Original size 105mm @ A1