

Local Plan for the Bradford District

Core Strategy Development Plan Document



Adopted July 2017



City of
BRADFORD
METROPOLITAN DISTRICT COUNCIL

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The Core Strategy 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 Core Policies.
- **Section 4** sets out the policies for each of the four sub areas within the District as well as the outcomes for these areas which the Plan is seeking to achieve by 2030.
- **Section 5** sets out thematic policies for Economy & Jobs, Transport & Movement, Housing, Environment, Minerals, Waste and Design.
- **Section 6** provides the implementation and delivery 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to name specific bodies, programmes and projects relevant at a particular point in time as these would quickly be out of date.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.

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. 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 Section 3 shows the main spatial strategy and policy dimensions of the Core Strategy. All maps and diagrams are listed on page ii to v.

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

Section 1

Introduction

This section sets out introductory information, including:

- What is the Local Plan
- What is a Core Strategy
- Key stages in formulating the Core Strategy
- The purpose of this document
- Supporting documents

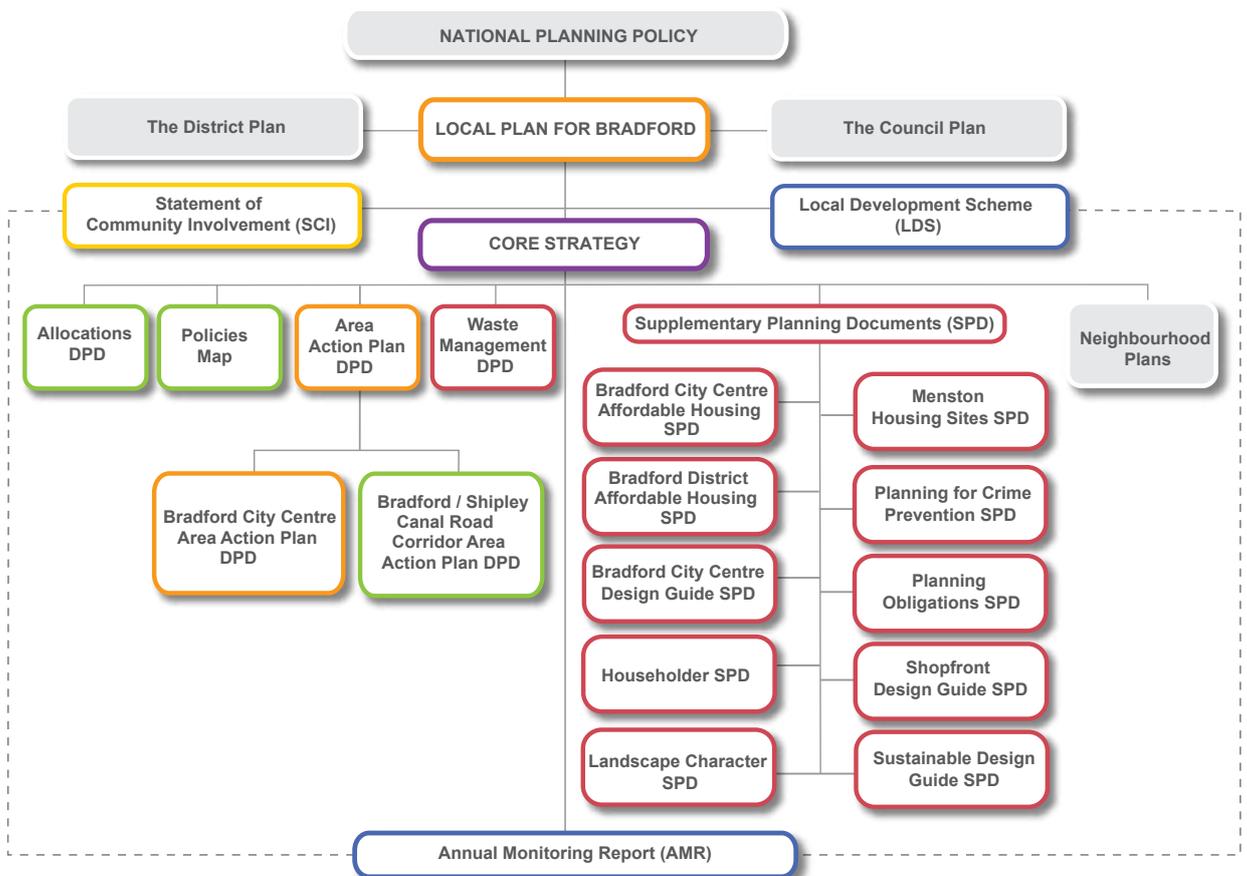
What is the Local Plan?

- 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 for development, growth and regeneration to our desire to protect and conserve and enhance our built and natural environment. We need to achieve a strategy for sustainable development that meets the needs of the present without compromising the ability of future generations to meet their own needs. 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 law to produce a statutory development plan for their area. 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 Plan. Bradford's Local Plan will cover the period up to 2030. National Planning Policy Framework (NPPF, March 2012) replaced the term Local Development Framework (LDF) with Local Plan to describe the development plan and also moved away from a series of development plan documents towards a single Local Plan. The NPPF states that additional development plan documents (DPDs) should only be used where clearly justified.
- 1.3 The different documents which the Council intends to produce as part of its Local Plan, are illustrated in Figure 1. Further details of these can be found in the adopted Local Development Scheme (LDS). The Council is preparing a set of Development Plan Documents (as set out in the LDS) rather than one single Local Plan. The justification for this approach is that significant work has already been undertaken to progress the Core Strategy and the other DPDs and the work needed to put in place a single comprehensive Local Plan would delay getting in place an up to date plan for the district if the Core Strategy was paused to wait for the detailed site allocations work to catch up. The Core Strategy will ensure a comprehensive set of up to date planning policies to support development and growth. It will also give some certainty to communities and development industry in particular provide the local planning policy framework for communities that are producing Neighbourhood Plans.
- 1.4 Further details relating to the Local Plan system are provided on the government's Planning Portal <http://www.planningportal.gov.uk> and a full Glossary of Terms and Acronyms can be found in the Appendix 1 of this document.

What is a Core Strategy?

- 1.5 The Core Strategy is the most important development plan document contained within the Local Plan. This is because it sets the strategy and framework within which all subsequent development plan documents are formulated.
- 1.6 Having assessed the issues facing the district, the Core Strategy includes a spatial vision for how different parts of the district will change. It determines the scale of development required to meet objectively assessed needs and the broad pattern of development to 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 also shapes where new employment, retail development, leisure and recreational facilities, transport infrastructure and supporting other community infrastructure are needed. In doing all of this the Core Strategy will work to deliver the priorities of Bradford’s Community Strategy.

Figure IN1: Bradford Local Plan - Family Tree



SECTION 1 Introduction

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 comprises of the following elements:

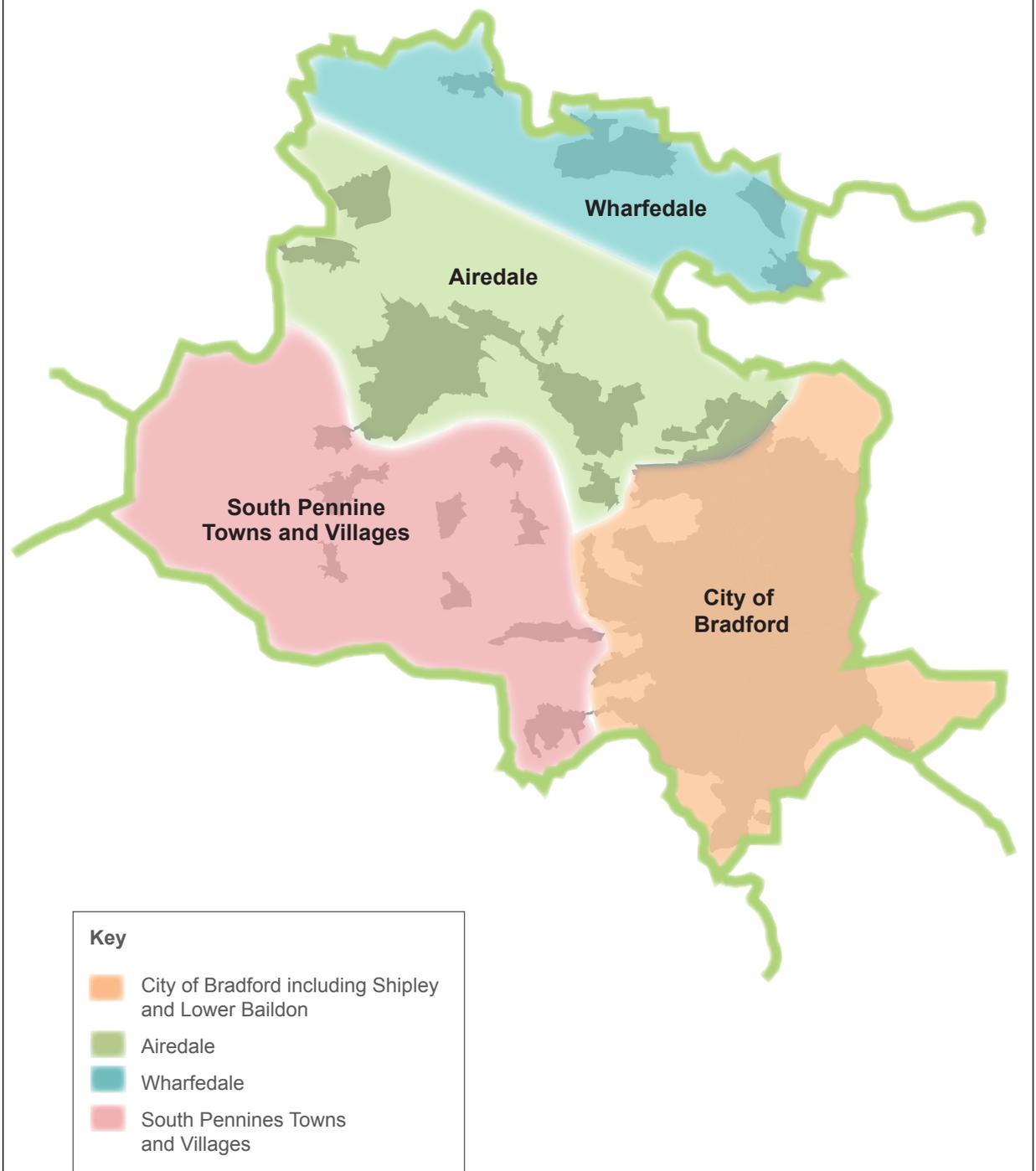
- **Background and Context (Section 2)** - this provides a summary of the key areas of work – evidence and information together with national and regional planning policies and guidance, which have influenced the Core Strategy and the chosen approach within it
- **Spatial vision (Section 3)** - for Bradford District up to 2030
- **Strategic objectives (Section 3)** - designed to achieve the spatial vision
- **A Spatial Strategy (Sections 3 and 4)** - which will help deliver the objectives comprising 2 elements:
 - **Strategic Core Policies** to control development in terms of overall scale, type and location along with transport;
 - **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.
- **Thematic policies relating to the key topics (Section 5)** - the economy, transport, housing, and the environment
- **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 with Eastburn; Wharfedale which includes Ilkley, Menston, Burley in Wharfedale and Addingham; and the South Pennine Towns and Villages including Queensbury, Thornton, and Haworth. These ‘Sub areas’ are illustrated in Figure IN2 opposite.

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 IN2: The Core Strategy Sub Areas



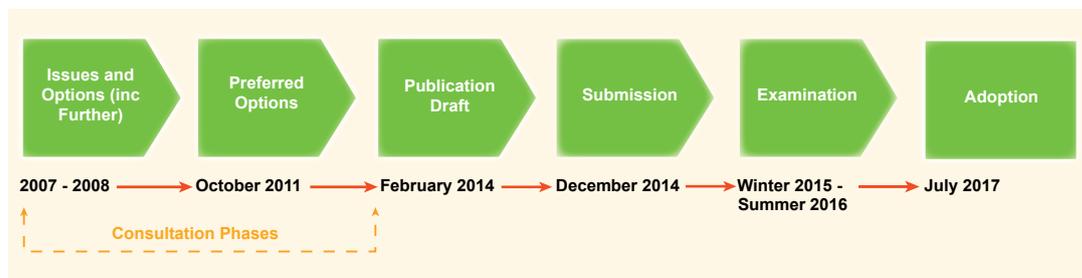
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Key stages in formulating the Core Strategy

1.12 The process and stages in producing development plan documents such as the Core Strategy 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 IN3 below.

Figure IN3: Stages in Producing Bradford's Core Strategy



1.14 The formulation and production of the Core Strategy reflects the extensive community engagement and consultation carried out at three previous stages and ongoing work with key partners including work to discharge the Duty to Cooperate.

1.15 In February 2007, the Council carried out public consultation on the issues the Local Plan should seek to address and the options to deal with them. A series of eight Topic Papers were published to kick start debate and stimulate discussions.

1.16 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 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.

1.17 A further stakeholder event with local mineral operators was carried out in February 2009 to test the minerals policies and related issues.

1.18 The Core Strategy Further Engagement Draft (CS FED) was issued for public consultation between October 2011 and February 2012. This set out the preferred option including draft policies as well as outlining the options not followed. This was supported by a Sustainability Appraisal (SA) and a range of technical studies which had informed the document and the chosen approach.

- 1.19 Following the publication of the Further Engagement Draft, the Council considered the National Planning Policy Framework (NPPF) issued in March 2012 and undertook updates to technical work including further studies as required to support the Publication Draft.
- 1.20 Information on the previous stages and the consultation and engagement, can be found on the Councils web site and in the supporting Statement of Consultation.
- 1.21 The Core Strategy was approved for submission to the government for examination by the Council in December 2013, which was then followed by its publication for formal representations. The Core Strategy and the representations were submitted to the government in December 2014. The appointed Inspector held hearings in March 2015 into a number of key matters and issues. Following the hearings further changes to the Plan were considered necessary to ensure the Core Strategy would be ‘sound’ (in line with national guidance, justified, effective and positively prepared) and capable of legal adoption. These Main Modifications were published by the Council in November 2015 for representations. The Inspector held a number of further hearings in May 2016 to consider a limited number of matters raised through the representations to the Main Modifications. A further set of very limited changes were proposed to the Main Modifications following these hearings. The Council received the Inspector’s Report in August 2016 which allowed the Council to proceed to adopt subject to a limited set of Main Modifications. Adoption was delayed by the Holding Direction made by the Secretary of State on 10 October 2016. Following withdrawal of the Holding Direction the Council adopted the Core Strategy in line with the Inspector’s Recommendation on 18 July 2017.
- 1.22 This document represents the last stage before the Council formally submits the Core Strategy to the Government for Independent Examination in Public (EiP). The Publication Draft will be issued for formal representations for a period of 6 weeks in line with the Government Regulations. At this stage representations are invited on the ‘soundness’ or otherwise of the plan to be considered by the Examining Inspector appointed by Government. The NPPF sets out the key tests of ‘soundness’ which are whether a plan is:
- **Positively prepared** – the plan should be prepared based on a strategy which seeks to meet objectively assessed development and infrastructure requirements, including unmet requirements from neighbouring authorities where it is reasonable to do so and consistent with achieving sustainable development;
 - **Justified** – the plan should be the most appropriate strategy, when considered against the reasonable alternatives, based on proportionate evidence;
 - **Effective** – the plan should be deliverable over its period and based on effective joint working on cross-boundary strategic priorities; and
 - **Consistent with national policy** – the plan should enable the delivery of sustainable development in accordance with the policies in the NPPF.
- 1.23 To this end the document, where appropriate, makes reference to key evidence and NPPF compliance issues in support of the approach.

Supporting Documents

1.24 The Council has published all of the main research and evidence that has been produced and commissioned in support of the Core Strategy. These are detailed in Section 2 and are available on the Local Plan website.

1.25 Other key documents which have influenced and informed the policy decisions in the Core Strategy include:

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

Sustainability Appraisal

1.26 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.

1.27 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.

1.28 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. A further initial Sustainability Appraisal report was issued in support of the Further Engagement Draft. This also demonstrates in compliance with SEA requirements how the reasonable alternatives to accommodating development have been tested and informed the chosen approach.

1.29 The Sustainability Appraisal (SA/SEA) Report including a non technical summary was made available with the Publication Draft. Updates were produced in support of the main modifications.

Habitats Regulations Assessment

1.30 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*).

1.31 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.

1.32 Under 'the Habitats Regulations', the Council is required to undertake an Appropriate Assessment of the policies and proposals in the plan, to ensure that these would not lead to adverse effects on the ecological integrity of internationally important habitats or species within or close to the district; particularly in relation to the South Pennine Moors. The assessment concluded that the Core Strategy could have adverse effects on the protected habitats and associated birds due to the extent of development located close to the moors and through increases in population. This has informed several policies as well as distribution and scale of development proposed in order deal with potential adverse impacts.

Equality Impact Assessment

1.33 The Council has a duty under the Equality Act 2010 to carry out an Equality Impact Assessment (EqIA) 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.

1.34 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.

1.35 An Initial Equality Impact Assessment (EqIA) of the Core Strategy of the Further Engagement Draft was 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. A further addendum EIA has been produced to review the changes and the new policies in the Publication Draft. 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 EqIA reports are available alongside this report.

Health Impact Assessment

1.36 The Core Strategy has been informed by a Health Impact Assessment (HIA) which is not a formal requirement. The HIA assesses the potential, positive and negative, health impacts of the plan on the population of the District. The Health Impact Assessment has been issued alongside the Core Strategy for information.

SECTION 1 Introduction

Section 2

Background and Context

This section sets out the background and context to the Core Strategy including:

- National Planning Policy
- The Leeds City Region
- The Evidence Base
- Alignment with Local Strategy
- A Spatial Portrait of the District

National Planning Policy

- 2.1 The National Planning Policy Framework (NPPF) was published in March 2012. This contains the government's planning policies for England and how these are expected to be applied, including the Local Plan, with the exception of provisions for nationally significant infrastructure projects, traveller sites and national waste planning policy which are contained in other publications. The Core Strategy has been prepared in accordance with the NPPF and advice on traveller sites and waste.
- 2.2 The purpose of the planning system is to contribute to the achievement of sustainable design. The policies that constitute the Government's view of what sustainable development means for the planning system are contained in thirteen themes for delivering sustainable development.

Local Planning Regulations

- 2.3 The Town and Country Planning (Local Planning) (England) Regulations 2012 came into force in April 2012, and this document has been prepared in accordance with these regulations.

The Leeds City Region

- 2.4 At the Yorkshire and Humber regional level several key strategies informed the earlier versions of the Core Strategy, particularly the Regional Spatial Strategy (RSS), the Regional Economic Strategy and the Regional Housing Strategy. Coordinated working on strategic matters is now undertaken at the City Region level.
- 2.5 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.
- 2.6 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.
- 2.7 Following the abolition of the Regional Assembly and the revocation of the RSS the Partnership has had 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 (April 2011). This statement reaffirms the commitment of the 11 authorities to the key principles of RSS in developing their development plan, in particular Core Strategies.
- 2.8 The Leeds City Region established its business-led board, the Local Enterprise Partnership Board, to work alongside the Leaders Board in order to effectively address the city region's economic challenges. The Leeds City Region Local Enterprise Partnership Plan was published in April 2012.
- 2.9 Some details of the Interim Strategy Statement and the LEP Plan are included in Appendix 2B.

The Evidence Base

- 2.10 It is important that the policies and proposals of the Core Strategy 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.
- 2.11 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. These items are also made available on the Council's website under 'Evidence Base'. Some of the key technical studies include:-
- Growth Study**
- 2.12 This study assesses the green belt functions of potential areas of change and looks at constraints on, and the sustainability credentials of, the potential choices. The work underpins the broad location strategy of the Core Strategy, in particular the broad locations for any urban extensions which may be required to meet future objectively assessed needs.
- Bradford District Housing Requirement Study**
- 2.13 The housing requirement for Bradford District used in the Core Strategy Further Engagement Draft was set out in the, now revoked, RSS. The NPPF makes clear that the Core Strategy must meet objectively assessed need and the Council commissioned consultants to undertake this study. The brief was to review the latest demographic information on population and households, other factors such as the economy and use this to project and derive a local housing need target. The initial study has been updated to take into account the latest interim household projections issued by government in April 2013.
- Bradford District Strategic Housing Market Assessment (SHMA)**
- 2.14 The SHMA was published in support of the Further Engagement Draft. It set out detailed information on the type mix and affordability of housing needs across the district and was the basis, in particular, for the affordable housing policies within the Core Strategy. Work on an update to the SHMA has been completed and used updated data and information to reflect changes in the housing market over the past 2 years and produced new estimates of future affordable housing need. The findings of the Housing Requirement Study were integrated into the SHMA update and informed its content.
- Bradford District Strategic Housing Land Availability Assessment (SHLAA)**
- 2.15 The first SHLAA for the district was published in support of the Core Strategy Further Engagement Draft. An update has been undertaken which looks at additional new sites including sites put to the Council and also smaller sites as a result of reducing the size threshold from 0.4ha to 0.2ha. This will assess the broad picture of potentially available land to deliver the location strategy and also update the 5 year supply of deliverable housing land. The focus is on whether sites are deliverable and does not make any recommendations on whether sites should be allocated for development.

2.16 **Bradford District Employment Land Review**
This study provides an appraisal of the current portfolio of employment land sites together with an estimate of the future need for employment land having assessed a range of factors which include future jobs growth and past employment land take up.

2.17 **Bradford District Retail & Leisure Study**
The study provides a comprehensive picture of future capacity for retailing and leisure in the District. It has also assessed the existing network of centres and the function and effectiveness of the current retail hierarchy.

2.18 **Local Infrastructure Plan**
The Council commissioned consultants to update and validate the work undertaken by the Council in support of the Core Strategy FED. This has entailed working with infrastructure delivery partners to assess future needs linked to the development strategy for critical infrastructure (e.g. transport and education). The resulting Local Infrastructure Plan itemises the shopping list of infrastructure, anticipated costs and how it could be delivered. This also demonstrates the infrastructure gap required to underpin the introduction of the Community Infrastructure Levy.

2.19 **Viability Assessment**
A requirement of the NPPF is that all plans should demonstrate that they are deliverable particularly in terms of ensuring development is not made unviable by the requirements of the Core Strategy. To this end consultants were commissioned by the Council to review the viability of the plan. This assessment of the Core Strategy FED informed the Core Strategy Publication Draft and will inform future evidence base work on housing and employment land.

2.20
In accordance with good practice the Council considers the gathering of evidence as a continual iterative process, both during and following plan preparation. Further updates are available on the Council's website.

Alignment with Local Strategy

2.21 **2020 Vision and The Community Strategy**
The Bradford District 2020 Vision provides a framework to promote and improve the social, economic and environmental well-being of present and future generations. It sets out the direction of travel for the District, the Council, other public agencies, businesses, voluntary organisations and the public. Delivery of the 2020 Vision is driven by the Community Strategy. The Community Strategy targets, goals and objectives will be delivered by the Council and its partners.

2.22 The current Community Strategy is for the period 2011-2014. To achieve the vision that:

“By 2020, Bradford district will be a prosperous, creative, diverse, inclusive place where people are proud of their shared values and identity, and work together to secure this vision for future generations”

The Community Strategy has the following four broad, high level outcomes:

1. **Bradford's economy is increasingly resilient, sustainable, and fair, promoting prosperity and wellbeing across the district;**
2. **Bradford becomes an increasingly inclusive district where everyone is able to participate in the life of their communities and neighbourhoods, and understands their rights and obligations;**
3. **Bradford's people experience improving good health, wellbeing and quality of life, irrespective of their community, background or neighbourhood;**
4. **Bradford becomes a more attractive district supported by good connectivity and infrastructure.**

Fourteen strategic aims are identified to achieve these outcomes.

2.23 The Council has commenced work on the preparation of the next Community Strategy, for the period 2014-2020.

2.24 The spatial vision and objectives for the Core Strategy have been developed from 2020 Vision and the Community Strategy.

Other District Strategies

2.25 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

2.26 These Strategies have been used to shape the Core Strategy in light of the more detailed technical evidence. The diagrammatic extent of the five regeneration priority areas is shown in Figure B1.

Chain of Conformity

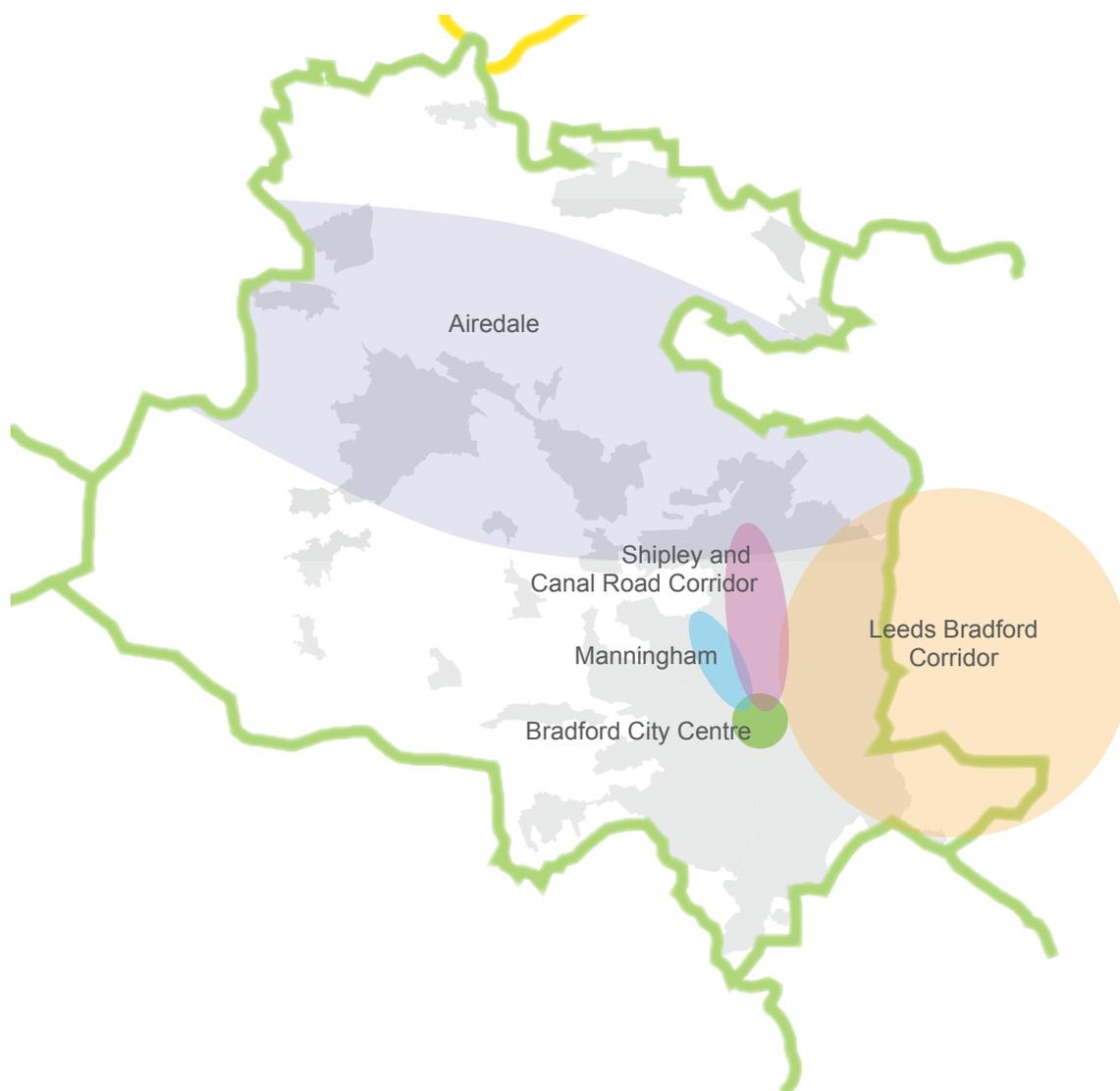
2.27 The Core Strategy must take account of national planning policy and has to demonstrate clear alignment with strategic policy at both the city region level and local level. In turn, the Core Strategy is an important means by which these higher level strategies and policies are implemented.

SECTION 2 Background and Context

2.28

The table in Appendix 2A shows how the Core Strategy objectives link to national, regional and city region planning policy and the Community Strategy. This demonstrates that the Core Strategy is clearly rooted in and conforms to higher level strategies and objectives.

Figure B1: Regeneration Priority Areas



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A Spatial Portrait of the District

2.29 The portrait below sets out the key spatial issues which have shaped the Core Strategy, though this is not a complete and exhaustive list.

2.30 Bradford is a large metropolitan authority which covers approximately 370 sq km (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 a Regional City.

Strategic Location

2.31 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

2.32 The District had a population of some 522,500 in 2011 which is estimated to increase to 595,799 by 2028, (Bradford District Housing Requirement Study February 2013) The size of this population growth forecast is significant, and is driven mainly by natural growth. 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

2.33 The Index of Multiple Deprivation 2010 ranked Bradford the 26th most deprived out of the 326 English Local Authorities, and 2nd most deprived out of the 21 in the Yorkshire and Humber Region. Of all Local Authorities in England, Bradford has the biggest gap between the ranking of its most deprived and its least deprived neighbourhoods. The most deprived areas in the district are concentrated in the inner city areas such as Manningham and Bradford Moor, and in Keighley. By contrast, the more affluent suburbs such as Ilkley, Ben Rhydding and Burley-in-Wharfedale rank among the least deprived areas in the country. Such a level of deprivation has been shown to have impacts that go beyond economic wellbeing and demonstrate the challenges faced by the District which need to be taken into consideration through the Local Plan process.

Economy

2.34 Bradford has the third largest economy in Yorkshire and the Humber behind Leeds and Sheffield. Bradford contributes £7.6bn to the UK economy and this is expected to grow to more than £8bn by 2016.

2.35 A series of major companies have their headquarters in the district, including Morrisons, Yorkshire Building Society, Provident Financial, Hallmark Cards, Pace, Freeman Grattan

SECTION 2 Background and Context

Holdings and Yorkshire Water. The city centre is a key driver accounting for 17% of all employment. Canal Road, Leeds Road and the M606 corridors are other major employment locations within the City of Bradford. Airedale provides the other key location for employment and is a well served transport corridor connecting the settlements of Keighley, Bingley and Shipley.

2.36 Manufacturing was traditionally the most significant sector and Bradford still has the fifth highest number of manufacturing jobs of any local authority district in the UK. Bradford manufacturers produce a fifth of the district's economic output. There are 7,800 employees in high and medium technology manufacturing accounting for a higher proportion of all jobs than Birmingham, Bristol or Cambridge with growing tele-health and digital sectors.

2.37 However it is the service sector that dominates Bradford's economy with sectors such as business and professional services seeing the fastest growth in recent decades. The District is overly reliant on public sectors employers mainly in health and education. The majority of these jobs are located in Bradford City with Airedale and South Bradford less reliant on public sector jobs.

2.38 Bradford is an enterprising district and has a higher proportion of self-employment and new business start-ups than most other UK cities. 24,700 people are self employed which is more than Manchester, Liverpool, Nottingham or Derby. The majority of businesses are small with 82% employing 10 or less employees.

2.39 Employment fell following the onset of recession in 2008 but there was growth between 2010 and 2011 and regional econometric forecasts project a 8.9% growth in employment to 2020 which will see the creation of 14,000 new jobs by 2020.

2.40 Nevertheless, worklessness and unemployment remains a significant issue for the District in particular young people. Bradford's employment rate improved in 2012 but unemployment also rose and Bradford's unemployment rate remains significantly higher than Leeds City Region and national rates. The highest concentrations of unemployment occur in areas close to Bradford City Centre and in outlying social housing estates such as Holme Wood, Buttershaw, Allerton, Thorpe Edge and Fagley. Unemployment is lowest in Wharfedale and the Pennine Hills. This pattern of under employment is reflected by patterns of deprivation that have remained largely unchanged over the last two decades.

2.41 Although educational attainment continues to improve, the District has a legacy of low workforce skills that poses a significant challenge as predicted jobs growth is likely to be concentrated in high and medium skilled occupations.

2.42 Bradford City Centre is the main focus for economic, educational, administrative and cultural activity within the District. Accounting for 1 in 6 jobs in Bradford District the City Centre offers real potential as an engine for growth and regeneration. The City Centre Growth Zone will provide a focus for investment and will drive growth by providing a distinct offer to businesses wanting to locate or expand in Bradford City Centre.



Bradford University

2.43 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 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

2.44 Bradford District has approximately 210,000 dwellings (derived from Council Tax data, 2013) occupied by around 200,000 households (CLG 2011 based Interim Household Projections). The District's housing stock is diverse, ranging from inner city back-to-backs to multi million pound mansions, 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.

2.45 The housing stock is also dominated by private sector dwellings, with levels of social housing well below the regional and national average (15%, 2011 Census).

2.46 The shortage of affordable housing is a major issue for both urban and rural areas. Affordability issues in Wharfedale, Airedale, the Worth Valley and some outlying suburbs of Bradford are where house prices are high. Affordability issues in the inner city are where income levels are low.

2.47 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.

2.48 There has been an increasing trend of households becoming at risk of being made homeless, largely caused by relationship issues and issues associated with the growing private rented sector.

Transport and Connectivity

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

2.50 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.

2.51 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 relatively high level of bus use throughout the urban area which is encouraged by a generally good quality and high frequency network.

SECTION 2 Background and Context

2.52 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, for example, commuting from Airedale, Wharfedale and Ilkley to jobs outside the District, mainly in Leeds.

2.53 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 along the major radial routes to and from the central part of the District.

2.54 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, where the rail network is at capacity in peak times. Car ownership in Bradford is also set to rise at a faster rate than nationally, due to a lower baseline level.

2.55 Air travel 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 LBIA is expected to play a much more important regional role in the future and thereby directly contributing to the economy of the region.

2.56 In the long term 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

2.57 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.

2.58 The habitats in the Bradford District are largely influenced by their 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 uplands support a wide range of bird species. 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.

2.59 Most of the agricultural land in Bradford consists of improved and semi-improved pastures on the upland fringes of the north-west of the District or the neutral (neither alkaline nor acidic) grasslands to the east and south of the City. Agriculture in Bradford is generally based around rearing stock, mainly sheep, although cattle rearing takes place in areas along the river valleys and on lowlands to the east of the district.

2.60 The countryside of the District is one of its greatest assets. Recognising the importance of the farming community, the Council will continue to work positively with farmers and landowners to find acceptable ways to diversify the rural economy in order to ensure that

the countryside can be sustainably managed in the future. As people visit the countryside in increasing numbers, reconciling conflicting demands requires skillful management. The Council is committed to countryside visitor management in partnership with the local community, voluntary groups and key stakeholders.

2.61 Bradford has a history of land and property being flooded through heavy downpours of rain and watercourses overflowing their banks. Potential sources of flooding within the District are main river flooding (i.e. the rivers Aire and Wharfe), localised incidents involving smaller becks and surface water drainage related problems.

2.62 A District Air Quality Strategy was adopted by the Council in April 2011. A district-wide approach is needed as air quality in Bradford is worse than in many other parts of the country, with many of these problems being attributable to transport.



Haworth Main Street

Built-Heritage

2.63 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. The District's 2,289 listed building entries on the National Heritage List for England range from 16th century farmsteads and parish churches to the houses and civic grandeur of Victorian expansion. The architectural and historic wealth of protected buildings and 59 designated conservation areas are highly valued for the essential contribution they make to local distinctiveness and environmental identity. The benefits of the built heritage to the economy and tourism have been demonstrated by successful regeneration projects.

2.64 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 rich heritage of the District to a global audience. The unique association of the Brontes with Haworth, the surrounding Pennine landscape and the wider district is demonstrated by sustained tourism. The District also benefits from designated historic landscapes and gardens, many of which are municipal parks, some restored to their Victorian glory and five with green flag status. A 16 mile navigable stretch of the Leeds and Liverpool Canal protected by conservation area designation with iconic historic structures such the Five Rise Locks, a historic battlefield and a complex assemblage of scheduled Bronze Age carved rocks demonstrate the wealth of heritage within the District.

2.65 Bradford also has a distinctive legacy of historic mill buildings. However, a relatively large number of these buildings are either empty or underused. There are three Grade II* Mills on the Heritage at Risk register and these and other protected heritage assets present regeneration challenges which will require proactive and inventive solutions to ensure their assured future in the identity of the District.

SECTION 2 Background and Context

Cultural Attraction and Tourism

2.66 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. Visitors are also attracted by the built heritage of the District, noted previously, which includes relics of Bradford's famous textile manufacturing past.

2.67 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.

Understanding Bradford District

2.68 Many of these issues are explored in more detail in the Understanding Bradford District report produced by the Council in September 2013. This report will inform future Council work on prioritisation as well as share accurate and reliable analysis of the District with Bradford's stakeholders. It aligns with the current Community Strategy and Bradford Council Corporate Plan, and will help inform subsequent work to refine both these documents.



Cartwright Hall



City Park

Section 3

Spatial Vision, Objectives and Core Policies

This section sets out a number of key elements of the Core Strategy including:

- A Spatial Vision
- Strategic Objectives
- The Strategic Core Policies
- Key Diagram

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 Local Plan. This vision emphasises local distinctiveness with a focus upon delivery. It gives expression to other strategies and programmes, including regeneration, economic development, transport, education, housing, health, waste, energy, recycling, environmental protection and culture. The vision has been derived from the challenges, issues, opportunities and aspirations expressed in the Community Strategy. It also draws upon the SA/SEA and baseline analysis report and was informed and tested through the public consultation.

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

3.3 The following is the spatial vision for the Bradford District which describes where the District should be by 2030. Section 4 includes place specific Sub Area spatial visions and policies for the City of Bradford (including Shipley and Lower Baildon), Wharfedale, Airedale, and the Pennine Towns and Villages. The plan objectives have been derived from the vision and used to establish the planning policies within the Core Strategy.

By 2030 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. 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 based 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 and wealth of environmental assets.

3.4 In support of the above vision, the following sets out place specific visions. These are developed further into Sub Area Policies in Section 4 for the City of Bradford (including Shipley and Lower Baildon), Wharfedale, Airedale, and the Pennine Towns and Villages.

3.5 The **Regional City of Bradford** has become the prime 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 city park 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.

- 3.6 The **Airedale** Corridor has realised its economic 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.
- 3.7 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.
- 3.8 Bradford District 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 at least 42,100 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.
- 3.9 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 whilst ensuring that the local rural economy thrives. Sensitive rural landscapes, such as the South Pennine Moors, have been protected and enhanced. Bradford's built heritage is key to the District's identity and its 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.
- 3.10 The World Heritage Site of **Saltaire**, which is a symbol of Bradford's proud history and built heritage, along with **Haworth**, with its Bronte heritage and the spa town of **Ilkley**

SECTION 3 Spatial Vision, Objectives and Core Policies

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, a new 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.

3.11 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** including access improvements by road and rail and significant improvements to rail links to London Kings Cross and other major cities, including the Manchester City Region. 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 and Low Moor** and improvements to **Bradford Interchange and Forster Square** stations have been essential in supporting sustainable housing and economic growth in these areas.

3.12 Bradford District is a place that enables and encourages sustainable healthy 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



Looking over Leeming Reservoir towards Oxenhope

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

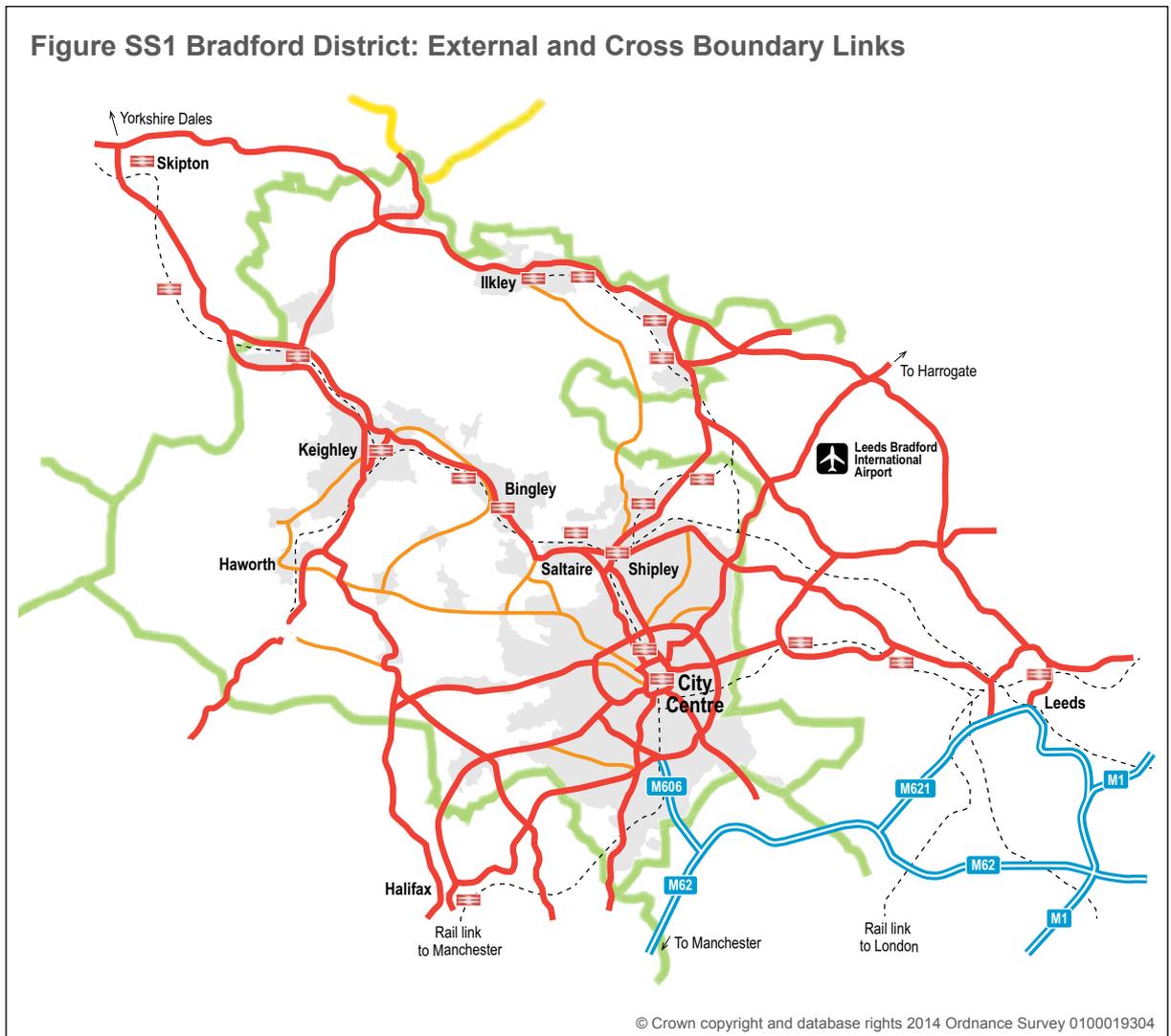
- 3.13 The following objectives indicate how the spatial vision for Bradford District will be delivered by the Council and its partners in making planning and investment decisions. Many of these objectives are identified as priorities in the Community Strategy and the Councils Corporate Plan.
- 3.14 The objectives are specific, achievable, attainable and realistic in what they seek to achieve in order to fulfil the vision over the plan period. The Performance Framework of the Core Strategy and the Annual Monitoring Report will measure whether the Council and its partners are meeting the spatial objectives.
- 3.15 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 in full in sustainable locations that reduce the need to travel and are well served by public transport and services, whilst prioritising, the use of deliverable and developable previously developed land. In so doing overcrowding within the existing housing stock should be reduced.
 3. Ensure that the appropriate critical infrastructure (including green and social) is delivered to support growth and the timing of development and infrastructure delivery are aligned.
 4. To provide a range of quality dwellings, in terms of type and affordability, in well designed neighbourhoods 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 housing growth, city living and enterprise where business thrives, generating opportunity, prosperity and jobs.
 6. To promote and support a successful growing economy with a wide range of 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.

SECTION 3 Spatial Vision, Objectives and Core Policies

- 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 enhance the District's biodiversity assets through careful landscape, woodland and waterways management. In particular the South Pennine Moors and upland fringe.
- 16.** Safeguard and enhance the District's natural and renewable energy resources, including water, agriculture, woodland and minerals, and promote the sustainable management of waste and recycling.

3.16

The high level outcomes related to the Spatial Vision and the Strategic Objectives are set out in Appendix 10.



3.17

Presumption in Favour of Sustainable Development

The policies of the Core Strategy provide a positive planning framework for guiding development and change in line with central government guidance. When considering development proposals the Council will take a positive and proactive approach that reflects the presumption in favour of sustainable development contained in the National Planning Policy Framework.

Policy P1: Presumption in Favour of Sustainable Development

The Council will always work proactively with applicants jointly to find solutions which mean that proposals can be approved wherever possible, and to secure development that improves the economic, social and environmental conditions in the Bradford District and wider Leeds City Region.



Planning applications that accord with the policies in this Local Plan (and, where relevant, with policies in Neighbourhood Plans) will be approved without delay, unless material considerations indicate otherwise.

Where there are no policies relevant to the application or relevant policies are out of date at the time of making the decision then the decision maker will grant permission unless material considerations indicate otherwise – taking into account whether:

- A. Any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the National Planning Policy Framework taken as a whole; or
- B. Specific policies in that Framework indicate that development should be restricted.

Strategic Core Policies

3.18

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 these 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. Manage the delivery of development and change to meet the needs of the District to 2030 in order to deliver the Spatial Vision and objectives and achieve sustainable development in line with National Planning Policy Framework and Policy P1.

B. Planning decisions as well as plans, strategies, programmes and investment decisions should seek to:

1. Transform economic, environmental and social conditions of the District, in particular the Regional City of Bradford including Bradford City Centre, Canal Road Corridor and Leeds Bradford Corridor as well as Airedale, and Shipley.
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, services including retail 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, protect and enhance the roles of the Principal Towns of Ilkley, Keighley and Bingley and the Local Growth Centres of Burley in Wharfedale, Menston, Queensbury, Thornton, Silsden and Steeton with Eastburn as hubs for the local economy, housing and community and social infrastructure and encourage diversification of the rural economy of the District.
6. Support the Local Service Centres as defined in Policy SC4 in providing for homes and local services.
7. Protect and enhance the District’s environmental resources including areas of international and national importance, such as the South Pennine Moors, the character and qualities of the Districts heritage, landscape and countryside and maximise the contribution they can make to the delivery of wider economic and social objectives.
8. Ensure resilience and become adaptable to environmental threats to the District and minimise the District’s exposure to those threats.
9. Avoid increasing flood risk, and manage land and river catchments for flood mitigation, renewable energy generation, biodiversity enhancement and increased tree cover.
10. Ensure that transport management and investment decisions support and help deliver the spatial strategy, in particular sustainable patterns of development, inclusive access to jobs and facilities, and shift to sustainable forms of movement.
11. Ensure that developments are of high quality and well designed and that they contribute to inclusive built and natural environments which protect and enhance local settings, and heritage and reinforce or create a sense of local character and distinctiveness.

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 Plan 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

SECTION 3 Spatial Vision, Objectives and Core Policies

- 3.19 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 strategic strengths and issues across the District. These high level priorities are further developed through the Sub Areas and Thematic policies.
- 3.20 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. There is a major opportunity to further strengthen and renew the Regional City of Bradford and Principal Towns as the prime focus for economic activity. Much remains to be done to create more attractive living and working environments. Criterion B (5), refers to supporting key hubs, these comprise a series of networks or convergence of functions of the individual towns and local centres where the growth of the local economy, an increase in the supply of housing and the development of the social structure of the community are all interrelated. The various components of the settlement when considered and addressed as a whole, can lead to a more balanced and sustainable centre. These locations, through their connected activity, will provide an important focal point for services, facilities and employment and cultural activity, improving their performance, management and attractiveness.
- 3.21 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 peripherality 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 have an essential part to play in helping to address exclusion, inequality and crime in the District.
- 3.22 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.
- 3.23 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.
- 3.24 More efficient and environmentally friendly movement patterns will be required to support a competitive economy, healthier lifestyles and a quality environment.
- 3.25 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.

- 3.26 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.
- 3.27 The recent growth of the District's 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 Region challenge.
- 3.28 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. Other settlements have the potential to grow in a managed and sustainable way in particular the Local Growth Centres derived in Policy SC4. 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, as well as for the important species and habitats they include. It also offers a key opportunity to stimulate new economic activity, particularly for more isolated and peripheral rural areas.
- Climate Change and Resource Use**
- 3.29 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.
- 3.30 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.
- 3.31 Ideally, therefore new development should 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.
- 3.32 Addressing climate change is a Strategic Core Policy as it is a priority both for the Council and national government. Thematic 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

Planning decisions as well as plans, strategies, investment decisions, 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. Require new development to use resources sustainably and reduce their environmental impact in particular by:

- 1. Utilisation of natural light and solar energy**
- 2. Achieving high standards of energy efficiency**
- 3. Taking the opportunities to produce and or access renewable energy**
- 4. Minimising water consumption and maximising the use of water recycling and sustainable urban drainage systems.**

OUTCOMES	INDICATORS	TARGETS
Greenhouse gas emissions have been reduced	Greenhouse gas emissions	Green house gases have been reduced in line with Council targets.
The District will continue to adapt successfully to the predicted impacts of climate change		
The impacts of new buildings on resource use will have been reduced	See HO9 Housing Quality	

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

3.33

The Yorkshire and Humber Climate Change Adaptation Study (2009) 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.

3.34

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.

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- 3.35 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 discharge 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.
- 3.36 Guidance from government and the Environment Agency advocates a partnership approach to flood risk, which was used to progress the Council's Strategic Flood Risk Assessment – Level 1. This 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.
- 3.37 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.
- 3.38 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.
- 3.39 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.
- 3.40 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.
- 3.41 Periods of high temperatures could also increase the likelihood of air pollution events. A Low Emission Strategy which aims to take a proactive approach to help maintain and improve air quality within the District, was adopted in 2013. 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.

3.42

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 District 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.

3.43

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.

3.44

To address climate change issues the spatial distribution, location and design of development should aim to achieve the best resource and energy efficiency and secure a 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 the spatial strategy.

3.45

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 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.



Rooftop solar panels

3.46

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.

3.47

The sustainability appraisal process has provided an assessment of vulnerability to climate change and the potential impact of the Core Strategy's proposals on environmental quality and natural resources. It has identified improvements in relation to the mitigation measures already included in the core strategy, many of which have been incorporated into the plans preparation in order to reduce its environmental impacts.

Working Together

3.48

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

Planning decisions as well as plans, strategies, investment decisions and programmes should be based on:

A. Effective collaboration between the Council, adjoining local planning authorities, the District's Town and Parish Councils, partners, stakeholders and communities within the District, Leeds City Region and beyond, 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 in order to 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 of sustainable modes of transport, including inter-city regional road and particularly rail and water transport links.**
- 9. Ensure Landscape and environmental management and enhancement.**

B. Effective discharge of the duty to cooperate in order to:

- 1. Address strategic cross boundary issues**
- 2. Align spatial development and mitigation of impacts of development**
- 3. Coordinate investment in infrastructure to support development**

OUTCOMES	INDICATORS	TARGETS
All plans, strategies, and investment decisions have collectively achieved identified District priorities.		
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 Plan Local Transport Plans Other strategies, plans, programmes and investment decisions
Regional, sub regional and local organisations	Strategies, plans, programmes and investment decisions

3.49 The Core Strategy has been drawn up to conform with the Regional Spatial Strategy for Yorkshire and the Humber which established the strategic framework for the Leeds City Region as well as the region. With the revocation of the RSS the LCR agreed to continue to work to the principals established in RSS. The Council will work under the duty to cooperate introduced in the Localism Act to ensure effective ongoing collaborate working with relevant bodies to positively address strategic cross boundary issues as well a deliver the ambitions of this plan.

3.50 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 everywhere 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 and investment Programme provide a key mechanism for collaborative working to fully realise the economic value of the Districts city, towns and hinterlands. This issue transcends regional boundaries given the close relationships of parts of the District with the Northwest region. In July 2012, the Leeds City Region Deal was agreed with central government to boost jobs and growth in the City Region. The Deal gives the local authorities that make up the Leeds City Region greater control over spending and decision making to ensure interventions are inline with the needs of the LCR economy. The City Deal includes a number of initiatives including a £1 billion fund to improve public transport and highways network, additional £400m fund to strengthen infrastructure across the city region and a programme to roll out ultra fast broadband infrastructure across the city region.

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3.51 The Leeds City Region is also currently developing a Strategic Economic Plan in response to central governments initiative to all Local Enterprise Partnerships (LEPs) to agree a Local Growth Deal for their areas. The Strategic Economic Plan will set out the economic ambitions for Leeds City Region and will be used to bid for a share of the Local Growth Fund, which provides LEPs with at least £2 billion funding each year between 2015 and 2020.

3.52 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.

3.53 There are functional linkages with adjoining areas, in particular Leeds, Calderdale, 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 Area policies.

3.54 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.

3.55 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

3.56 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.

3.57 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 up to 2030.

3.58 While broadly in line with the approach of the now revoked RSS the Core Strategy has taken the opportunity to the 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 settlement hierarchy approach.

3.59 The Core Strategy has made two significant changes. Firstly it has added a Principal Town (Bingley) reflecting the 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 the 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 and their ability to grow in a sustainable way.

3.60

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 of the settlement hierarchy. Figure SS2 illustrates the Districts settlements and their respective sub area grouping.

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. To support this role the Regional City will see the greatest proportion of development and growth as set out in policies HO3 and EC3.

B. The Regional 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. Planning decisions as well as 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 employers.**
- 2. Develop a strong sense of place which reinforces the distinct identity of the area through a 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. Maintain and strengthen the identity and roles of Bradford City Centre and Shipley Town Centre as accessible and vibrant focal points for high trip generating uses which support both the day and evening economy.**
- 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.**
- 7. Improve Connectivity between the Regional City of Bradford and the Airedale Regeneration Priority Area including access to the Regional City of Leeds via Otley Road.**

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.

C. Biodiversity, landscape and heritage assets define the character and setting of the Districts principal towns. Identifying potential for growth will be informed by the existing scale of the settlement, the contribution made by environmental assets and the importance of these assets and flood risk issues.

Planning decisions as well as 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, Regional Cities of Leeds and Bradford.**
- 3. Ensure that they provide the main focus for employment development in rural areas.**
- 4. Enhance the vitality and viability of their 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, Queensbury, Thornton, Steeton with Eastburn and Silsden are the most sustainable local centres and accessible to higher order settlements such as Bradford, Keighley and Ilkley. All are located along key road and public transport corridors and should therefore make a significant contribution to meeting the District's needs for housing, employment and provide for 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.

Planning decisions as well as Plans, strategies, investment decisions and programmes should seek to:

- 1. Improve accessibility from surrounding areas and improve their function as hubs for transport, local facilities, affordable and market housing needs.**
- 2. Develop new and improved 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, networks and corridors including the urban fringe to enhance biodiversity and recreation.**



Local Service Centres and Rural Areas

Within the Local Service Centres of Addingham, Baildon, Cottingley, Cullingworth, Denholme, East Morton, Harden, Haworth, Oakworth, Oxenhope, Wilsden the emphasis will be on a smaller scale of development comprising both market and affordable housing, together with the protection and enhancement of those centres as attractive and vibrant places and communities, providing quality of place and excellent environmental, economic and social conditions.

Planning decisions and plans, strategies, investment decisions and programmes should seek to:

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 and the reduction of isolation particularly through the development of high speed broadband access in rural areas.
3. Retain and improve local services and facilities, particularly in Local Service Centres.
4. Support economic diversification, including leisure and tourism offer, live work and home working.
5. Create new and improve existing green areas, networks and corridors including the urban fringe to enhance biodiversity and recreation.
6. Improve public transport links between Local Service Centres and to the Regional City of Bradford, Principal Towns of Ilkley, Keighley and Bingley, the Regional City of Leeds, and the Principal Towns of Halifax and Skipton.

OUTCOMES	INDICATORS	TARGETS
The City of Bradford, Shipley and Lower Baildon will provide a high quality of place and will be prime places to live, work and visit.	Population levels Population structure Migration Economic growth GVA Housing completions	More than 60% of housing development in the District as a whole to be focussed 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	



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OUTCOMES	INDICATORS	TARGETS
Burley in Wharfedale, Menston, Steeton with Eastburn, Silsden, Queensbury and Thornton will have made a significant contribution to meeting the Districts needs for housing, employment and associated community facilities.	Population levels Population structure Migration Economic growth GVA	
Addingham, Baildon, Cottingley, Cullingworth, Denholme, East Morton, Harden, Haworth, Oakworth, Oxenhope, Wilsden and rural areas will have seen smaller scale development to meet local needs.	Population levels Population structure Migration Economic growth GVA	

LEAD ROLES	MAIN MECHANISMS
Bradford Council	Local Plan 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

3.61

Policy SC4 applies to the Regional City of Bradford including Shipley and Lower Baildon as shown on the Key Diagram and in the sub areas in section 4. The Regional City of Bradford including Shipley and Lower Baildon will provide the prime focus of new housing development and of employment, shopping and health, leisure, business and public services in the District.

3.62

Focusing development, investment and activity on the Regional 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. Approximately 68% of 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 limitations in the Regional City to ensure that growth and regeneration is also fostered in the Principal Towns and to ensure that appropriate provision of a smaller scale is made for market and affordable housing in the Local Growth and Local Service Centres.

- 3.63 The Council 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.
- 3.64 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. 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. 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.
- 3.65 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 smaller settlements 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 adapted to modern needs. Where markets for housing and business premises are weak, this has led to concentrations of physical decline and under-investment often with high levels of exclusion as can be found in parts of the Regional City of Bradford.
- 3.66 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.
- 3.67 The Regional 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 the 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 Regional City of Bradford livelier, more attractive and more environmentally friendly.
- 3.68 The **Principal Towns within the District are Ilkley, Keighley and Bingley**, as identified on the Core Strategy Key Diagram and the Sub Areas in Section 4. 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

Figure SS2: The District Settlements



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an important focal point for services, facilities and employment – complementing and supporting the roles of the Regional Cities of Bradford and 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 three 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.

3.69 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.

3.70 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, their edges and landscape settings and historic buildings, areas and street patterns all have a strong influence on their character and distinctiveness.

3.71 The **Local Growth Centres within the District are, Burley in Wharfedale, Menston, Steeton with Eastburn, Silsden, Queensbury and Thornton**, as identified on the Core Strategy Key Diagram and in the Sub Areas in Section 4). They are the most sustainable local centres and vary in size and function but fulfil a 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, 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.

3.72 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.

3.73 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.

3.74 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 and shown on the Key Diagram and in the Sub Areas in Section 4.

SECTION 3 Spatial Vision, Objectives and Core Policies

- 3.75 A much slower pace and scale of growth, compared to urban areas, forms the overall approach in the settlements of Addingham, Baildon, Cottingley, Cullingworth, Denholme, East Morton, Harden, Haworth, Oakworth, Oxenhope and 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.
- 3.76 The Plan seeks to prevent the unnecessary dispersal of development to smaller settlements and open countryside while allowing for limited types of development in the open countryside in line with NPPF.
- 3.77 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.
- 3.78 Approximately 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 sustains the natural, cultural and historic environment of the District. Haworth and Bronte Country to the west of



Main Street, Haworth

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 ensuring that local people have access to local services is important to the quality of life experienced by rural communities.

Location of Development

3.79

Policy SC5 supported by Policies HO2, HO3, HO4, HO6, HO7 and EC3 provides a clear framework and sequential approach for producing within the Local Plan a supply of development sites which prioritises the use of deliverable previously developed land, focuses as much development as is practicable and viable within the existing urban area and therefore minimizes the amount of dispersal of development to edge of settlement locations and the need for changes to Green Belt.

3.80

It is a policy which should be applied to the production of the site allocating DPD's.

Strategic Core Policy 5 (SC5): Location of Development

A. In accordance with the rest of the Strategic Core Policies, and with Policies HO2, HO3, HO4, HO6, HO7 and EC3, 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 deliverable and developable previously developed land and buildings provided that it is not of high environmental value 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 Greenfield opportunities within the settlements.**
3. **Third priority to Local Green Belt releases to the built up areas of settlements in sustainable locations.**
4. **Fourth priority to larger urban extensions in sustainable locations**

Subject to above:

B. In identifying and comparing sites for development, the Local Plan 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 improving and development of the Strategic Road Network including junctions and schemes identified in the Spatial Vision.**
3. **Meets or can be mitigated in order to meet 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 Appendix 3</p> <p>Conformity with transport investment and management priorities set out in Policy TR7</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 Plan

3.81 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, HO3, HO4, HO6 and HO7 and will help deliver the brown field strategy as outlined in Appendix 6.

3.82 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

3.83 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 deliverable sites within the existing built up area are maximised. Policy SC4 and SC5 promotes transforming urban areas of the City and the Principal Towns.

3.84

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 expense of driving out important employment and community uses from the hearts of the Regional 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.

3.85

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.

3.86

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.



Cycling along the Leeds and Liverpool Canal

SECTION 3 Spatial Vision, Objectives and Core Policies

Green Infrastructure

- 3.87 Work on developing the concept of Green Infrastructure (GI) has been carried out by Natural England, the Environment Agency and by regional and sub-regional planning bodies. A key aim is to raise the status of GI to that of more traditional forms of infrastructure.
- 3.88 The NPPF supports an approach which recognizes the multiple benefits that open land can provide, particularly in relation to habitats for wildlife and opportunities for recreation, water management and food production. It emphasizes the need to plan positively for the creation, protection, enhancement and management of networks of biodiversity and green infrastructure and encourages the protection and enhancement of valued landscapes. Natural England supports the view that GI should take account of the 'landscape context, hinterland and setting, as well as strategic links of sub-regional scale and beyond'.
- 3.89 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.
- 3.90 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.
- 3.91 Defining GI forms an element in a place-shaping agenda that seeks to recognise the character and distinctiveness of different locations. The quality 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 (SPD) represent an important starting point in identifying design principles. Implementing GI needs to deliver landscape or public realm creation, enhancement or restoration.
- 3.92 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



Roberts Park, Saltaire

3.93

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.

As a Strategic Core Policy GI provides a common thread that links other important issues in the Core Strategy; local resilience to climate change (in relation to the provision of flood water storage, sustainable drainage and urban cooling), sustainable transport and housing, tourism, health and well-being and making space for water. Particular aspects of GI have been developed in the environment theme policies relating to biodiversity, recreation and open space, heritage, design and landscape. Providing high quality areas of natural greenspace on a suitable scale will assist in mitigating the adverse effects of increased recreation on the South Pennine Moors SPA/SAC.

Strategic Core Policy 6 (SC6): Green Infrastructure

A. Planning decisions as well as Plans, policies, strategies and investment decisions 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.

B. 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. Mitigating the adverse effects of increased recreation upon the South Pennine Moors SPA/ SAC will be a priority.

C. At a district level, Green Infrastructure is considered to be land which already contributes towards, or has the potential to contribute towards the following:

1. Retention, creation and enhancement of important habitats and ecological networks
2. Resilience to climate change and sustainable design
3. Important attributes of natural greenspace, connectivity to other greenspaces and a local need for open space



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4. Valued landscapes and local distinctiveness and amenity, particularly within the urban core
5. Historic parks and landscapes and the setting for heritage assets
6. Improving opportunities for walking, cycling and horseriding, establishing strategic green links and enhancing the rights of way network in urban and rural parts of the district

Green spaces and corridors which can be assessed as making a significant contribution towards the above criteria will be protected.

Further work to define Green Infrastructure will be carried out through the preparation of the other Local Plan documents. Locations for development will be identified that offer opportunities to enhance Green Infrastructure and principles for design will be set out to deliver this.

OUTCOMES	INDICATORS	TARGETS
Green infrastructure has improved and a more accessible and healthy environment is available.	Proposals identified in the City Centre AAP, Shipley and the Canal Road Corridor, Allocations DPD and Neighbourhood Plans Funding accessed through working in partnership with key stakeholders and Leeds City Region Green Infrastructure Strategy Management agreements achieved	
Social and economic benefits of green infrastructure recognised and promoted in other DPDs and local strategies.	Health and wellbeing	

LEAD ROLES	MAIN MECHANISMS
Bradford Council	Local Plan Development Management
Forestry Commission	Regional Forestry Strategy English woodland Grant Scheme
Community Forest Partnerships	White Rose Forest Plan Forest of Bradford
Environment Agency	Strategies, plans and programmes
Natural England	Strategies, plans and programmes
Sport England	Leeds City Region Green Infrastructure Strategy

3.94 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.

3.95 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.

Fig SS3: Opportunities to improve Green Infrastructure linked to key areas of change

- 1. Bradford Shipley Canal Road Corridor Urban Eco-settlement**
Establish innovative means of low carbon living and create space for water management and sustainable transport routes
- 2. Bradford City Centre**
Improve connectivity and enhance the quality of the public realm to achieve greater prosperity and contribute towards urban cooling
- 3. Leeds Bradford Corridor**
Co-ordinate improvements in the environmental quality of neighbourhoods and the accessibility and value of green space
- 4. Great Northern Trail and other routes identified in the Rights of Way Improvement Plan**
Improve the network of recreational routes and sustainable transport options leading to healthier lifestyles
- 5. Leeds-Liverpool Canal Corridor and key beck corridors**
Enhance their positive contribution to recreation, tourism, transport, heritage, biodiversity and environmental quality within the district
- 6. Regeneration programmes in the urban core of the Regional City and Keighley**
Help to achieve improvements in environmental quality and encourage healthier lifestyles
- 7. For identified urban extensions, local green belt releases and proposals to develop Greenfield sites**
Incorporate the character of the surrounding landscape, achieve sustainable design and networks of green spaces

3.96 Policies and proposals in the City Centre AAP, the Shipley and Canal Road Corridor AAP, the Allocations DPD and Neighbourhood Plans 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

SECTION 3 Spatial Vision, Objectives and Core Policies

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.

3.97 The identification of urban extensions and local green belt releases and proposals to develop greenfield sites can represent opportunities 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 identified urban extensions, local green belt releases and proposals to develop greenfield sites, a GI and landscape plan will need to be provided, in advance of development taking place that conforms to the briefs set out in Local Plan Documents or specified in advance. 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.

3.98 The Public Rights of Way network in Bradford District includes over 1100km of public footpaths, bridleways and restricted byway. Some of these routes form parts of locally and nationally recognized promoted routes such as the Dales Way, the Bronte Way and the Great Northern Railway Trail. However a large proportion of the network does not form part of any high profile promoted route but does perform a vital role in the day to day lives of Bradford and people employed in the District. The Rights of Way Improvement Plan aims to assess the extent to which the network meets present and likely future needs and includes actions to secure an improved network. The rights of way network represents an important resource and work on identifying strategic green infrastructure networks needs to reflect this.



Great Northern Railway Trail

3.99 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.

3.100 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. Efforts will be made to secure management arrangements to enhance and maintain areas of open space that are readily accessible to those living in the urban areas.

3.101

Green Belt

The Bradford District has a long established green belt which performs a number of key green belt functions.

Strategic Core Policy 7 (SC7): Green Belt

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

B. Exceptional circumstances require Green Belt releases in order to deliver in full the longer term housing and jobs growth in the District as set out in Policy HO3 and Policy EC3. These changes will be delivered by a selective review of Green Belt boundaries in locations that would not undermine the strategic function of Green Belt within the Leeds City Region and that would accord with the Core policies and the strategic patterns of development set out in Policies SC5 and SC4. The Decisions on allocations on Green Belt land will be assessed against the purposes of including land in Green Belt as set out in national guidance. The selective review will be undertaken through the Allocations DPD in consultation with local communities and stakeholders.

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
The general extent of the Districts Green Belt has been revised following a selective review.	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 Plan	

3.102 The general extent of the Green belt in the District is shown on the Key Diagram. In general the District's Green Belt has helped to achieve the aims set out in NPPF. However, the Council considers, having reviewed the evidence and all reasonable alternatives, that exceptional circumstances exist which justify and require a change to the Green Belt in order to meet its development needs for housing in full and in order to support long term economic success of the District. It is clear based on the land supply in the SHLAA that in order to meet the Housing Requirement under Policy HO1 in full would necessitate change to Green Belt to accommodate around 11,000 dwellings, given land supply constraints in non Green Belt land. This is supported by evidence in the Growth Study that land is available in the Green Belt in sustainable locations which would also not prejudice the strategic function of Green Belt. The evidence from the Employment Land Review suggests a limited mix of land of the right size and locations to ensure a quality offer for the plan period, with only around 50 hectares considered still suitable. To this end the Plan under Policy EC3 identifies a new land supply of at least 135 hectares needs to be allocated which includes at least 84 hectares of new land currently not within the known supply. To this end the policy identifies 3 strategic areas which reflect key market locations where land could be made available in order to ensure a suitable offer of deliverable large sites in good market locations which are not available within the land supply in non Green Belt locations.

3.103 Therefore, 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 2030 as set out in policies HO1, HO3 and EC3, as well as ensuring a Green Belt which lasts beyond the plan period. Based upon the current evidence of need and land supply a selective review of the Green Belt is required to meet the unmet needs which cannot be accommodated in non Green Belt areas. Localised changes to the Green Belt will be made in sustainable locations to meet identifiable development needs for which locations within the Regional City of Bradford, the Principal Towns, Local Growth Centres and Local Service Centres are not available. Any such changes will be considered in the context of Policies SC1 – SC5, and is allowed for by Policy SC7(B).

3.104 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 be established to last beyond the plan period. However, given the current evidence on land supply and constraints within the District the Council considers that the extent of the Green Belt beyond 2030 will need to be considered strategically in future plan reviews. The Local Plan will establish a Green Belt which is capable of lasting beyond the plan period given the contribution of windfall within the plan period will allow the allocated supply of sites to last longer and establish a Green Belt boundary to at least 2030.

Protecting the South Pennine Moors and their zone of influence

3.105 Assessment under the Habitats Regulations is an integral part of preparing a plan and is necessary to ensure that the plan in question does not lead to adverse effects on the integrity of any European site through impacts on any species, species assemblage and/or habitats for which the European site is designated. The NPPF recognises the importance of the Habitat Regulations by stating in paragraph 119 that the presumption in favour of sustainable development does not apply where development requiring appropriate assessment under the Birds or Habitats Directives is being considered,

planned or determined. The Assessment of the Core Strategy, required under the Habitat Regulations, assessed the potential impacts of policies and proposals in the plan on four nature conservation sites of European importance, the North and South Pennine Moors SAC and SPA.

3.106

The Assessment identified a range of likely significant effects that could result from the Core Strategy:

- Loss of supporting habitats (directly or indirectly);
- Increased emissions to air;
- Collision mortality risk and/ or displacement from wind turbine developments;
- Recreational impacts including walkers, dogs, trampling and erosion, and
- Urban edge effects.

3.107

Following recommendations, data was gathered to allow further assessment of loss of supporting habitat and recreational impacts on the South Pennine Moors. The distribution and magnitude of impacts differs between the four designated areas. Evidence is presented in HRA Reports to indicate that, if left unmitigated, impacts are likely to be of a greater magnitude in relation to South Pennine Moors sites due to their relative proximity and accessibility to development proposed within the District.

3.108

The zone lying within 2.5km of the South Pennine Moors SPA and SAC was identified in the HRA Report as the area most frequently utilised by SPA qualifying species. To improve understanding of the use of the moorland fringe by birds of the SPA, surveys were undertaken to record bird activity. While caution needs to be applied to the baseline survey and assessment work that has been carried out to date in relation to definitively identifying areas of importance for foraging birds, it is considered to be adequate for the purposes of a strategic plan. Sites have been identified which may be of importance and further assessment can take place at the allocations stage.

3.109

The hierarchy of Habitats Regulations Assessment of plans and policies means that proposals can be subject to further and more detailed assessment when more information is available in a lower tier plan. In the context of the Bradford Core Strategy, based on the information available, sufficient flexibility over the exact location, scale or nature of development needs to be retained to enable adverse effects on site integrity, in relation to the impact pathways identified, to be avoided. The level of mitigation that could be needed, in-combination impacts and the risks associated with having limited data available need to be considered.

3.110

Appropriate Assessment of the Allocations DPD will need to be able to demonstrate that, in relation to the impact pathways identified, the level of development proposed, including in-combination impacts, will not have an adverse effect on the integrity of the SPA/SAC.

3.111

The information in the HRA Report justifies setting out a broad zone of influence policy and the identification of avoidance and mitigation measures. The purpose of the policy set out below and the overall approach is to avoid potential adverse impacts on the South Pennine Moors SPA and SAC, yet to allow development to take place in locations and on a scale where potential impacts are at such a level that there is confidence that avoidance and mitigation measures can be effective.

3.112

A wide range of policies contribute towards an overall approach of avoidance of impacts and management and mitigation measures; Strategic Core Policy 2 Climate Change and Resource Use, Strategic Core Policy 6 Green Infrastructure, Policies EN1 and EN2 relating to Open Space and Biodiversity and Policy EN6 Energy.

Strategic Core Policy (SC8): Protecting the South Pennine Moors SPA and the South Pennine Moors SAC and their zone of influence

In this Policy:

- **Zone A is land up to 400m from the South Pennine Moors Special Protection Area (“SPA”) and South Pennine Moors Special Area of Conservation (“SAC”) boundary;**
- **Zone B is land up to 2.5km from the SPA and SAC boundary; and.**
- **Zone C is land up to 7km from the SPA and SAC boundary.**

Subject to the derogation tests of Article 6(4) of the Habitats Directive, in all Zones development will not be permitted where it would be likely to lead, directly or indirectly, to an adverse effect (either alone or in combination with other plans or projects), which cannot be effectively mitigated, upon the integrity of the SPA or the SAC.

In conducting the above assessment the following approach will apply:

In Zone A no development involving a net increase in dwellings would be permitted unless, as an exception, the development and/or its use would not have an adverse effect upon the integrity of the SPA or SAC.

In Zone B it will be considered, based on such evidence as may be reasonably required, whether land proposed for development affects foraging habitat for qualifying species of the SPA.

In Zone C, in respect of residential developments that result in a net increase of one or more dwellings, it will be considered how recreational pressure on the SPA or SAC, that such development might cause, will be effectively mitigated. The mitigation may be:

- (i) such that the developer elects to offer, either on-site and / or deliverable outside the boundary of the development site, such as the provision of accessible natural greenspace and/or other appropriate measures; or**
- (ii) in the form of a financial contribution from the developer to:**
 - 1. The provision of additional natural greenspace and appropriate facilities to deflect pressure from moorland habitats and the long-term maintenance and management of that greenspace.**
 - 2. The implementation of access management measures, which may include further provision of wardens, in order to reduce the impact of visitors**
 - 3. A programme of habitat management and manipulation and subsequent monitoring and review of measures.**



To mitigate impacts on the SPA and SAC due to the increase in population, an SPD will set out a mechanism for the calculation of the financial contributions, by reference to development types, the level of predicted recreational impact on the SPA or SAC, and the measures upon which such contributions will be spent.

OUTCOMES	INDICATORS	TARGETS
Sites where mitigation would be required have been identified.	Further survey work has taken place and an approach to mitigation in relation to sites used for foraging by SPA qualifying bird species has been identified. An SPD relating to management and mitigation measures and funding has been produced and adopted.	
A range of management and mitigation measures, and a funding mechanism, have been identified that will allow direct and indirect impacts to be managed and mitigated.	Areas of alternative natural greenspace have been identified for protection. Additional areas of appropriate alternative natural greenspace have been identified and created. A site improvement plan has been produced for the South Pennine Moors SPA/SAC by Natural England.	
LEAD ROLES	MAIN MECHANISMS	
Bradford Council Natural England	Local Plan EU Habitat Regulations	

3.113 The detailed review of available evidence presented in the HRA Report indicates that the approach should in the first instance seek to restrict residential development within 400m of the SAC/SPA boundary in order to avoid the risk of urban edge effects, as set out in Zone A. This is because, in most cases it will not be possible to be reasonably certain that such adverse effects could be avoided or alleviated at this distance.

3.114 In addition to recreational pressure, urban edge moorlands are subject to a number of additional pressures from people’s use and abuse of these areas of land. Urban edge effects are the collective term used to refer to these pressures. They include: fly tipping, dumping of garden waste and resultant introduction of invasive/ alien plants; traffic causing air pollution and rat running along minor roads and tracks, off-road vehicles leading to track erosion, disturbance to (conservation) grazing livestock, increased incidence of wildfire and predation from domestic pets and urban scavengers.

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3.115 In relation to Zone B, the review of the literature relating to the behaviour of SPA qualifying bird species and survey data presented in the HRA Report, indicates that a number of species travel as far as 2.5km from the SPA boundary to forage (and in some cases further). The area up to 2.5km from the SPA boundary is referred to as the Supporting Habitat Management Zone in the HRA Report.

3.116 Within Zone B, consideration needs to be given to whether land being proposed for development affects the foraging habitat of qualifying bird species, which may involve the collection and assessment of additional data. Further work will seek to ensure that important areas regularly used by these birds can be appropriately protected from development and its associated impacts. Taking forward an approach to identify and deliver mitigation measures, where required within this zone, will form an important element in future planning.



Lapwing

3.117 Increased emissions to air were identified as an impact pathway in the HRA Report. However, linking pollution loads to Core Strategy proposals is not straightforward and at present proposals are not sufficiently specific and data is not available to fully assess the nature of impacts. The HRA Report therefore recommended that more detailed testing and traffic modelling should be undertaken to inform work on the Allocations DPD.

3.118 Recreational impacts were identified as a key impact pathway and were subject to further investigation. Information presented in the HRA Report identified a range of issues including trampling and erosion, the effects of dogs and disturbance in relation to routes and access points.

3.119 Zone C in Policy SC8 identifies a zone of visitor influence extending up to 7km from the boundary of the South Pennine Moors SPA/SAC based on visitor survey data, using postcode of origin and point of access to the SAC/SPA. Research carried out on distances travelled to visit European Sites for recreation in other parts of the country and supported by Natural England has indicated an average distance travelled to reach the site of between 5 and 7km. The indicative zones are shown in Appendix 14.

3.120 The HRA Report makes a number of broad recommendations in relation to management and mitigation measures and considers that an integrated management plan is needed to assess relative benefits that could be achieved from a mix of interventions. Further analysis of the visitor survey data, together with the outputs from the bird and habitat surveys, will refine the overall approach, in relation to the provision of greenspace, access and habitat management measures and monitoring. The Council will then be in a position to define in greater detail the most appropriate range of measures. As part of the process of reassessing existing open space, responding to the need for additional areas of recreation open space and identifying green infrastructure, consideration will be given to the potential of such areas to provide alternative natural greenspace and to deflect pressures from more sensitive upland areas.

3.121 The evidence base for the forthcoming SPD will inform the identification and delivery of opportunities for additional greenspaces, improvements to existing areas and visitor access and management measures. These will be set out in a Strategic Access Management and Monitoring (SAMM) Strategy to better manage access arrangements

within the SAC/SPA, in conjunction with the provision of alternative recreational spaces, which will allow appropriate, feasible and publicly acceptable means of mitigating residual impacts to be identified. An approach will be adopted that sets out a mechanism for the calculation of the planning contribution towards the most beneficial mix of the management and mitigation measures identified in the policy. Where funding needs to be pooled from a number of development proposals, consideration will be given to include such measures in the Regulation 123 List of the Community Infrastructure Levy Regulations.

3.122 Differences in the scale of impacts that individual projects can have, will need to be recognized. Larger scale developments may be expected to explore ways of avoiding or mitigating their adverse impacts through on-site measures.

3.123 In conjunction with other interested parties, the Council is committed to developing a long term mitigation strategy to ensure that planned growth can be accommodated without having an adverse effect upon the integrity of the South Pennines.

Making Great Places

3.124 Good design is key in terms of realising the spatial vision and strategic objectives for the District. It can help to create memorable and attractive neighbourhoods, streets, buildings and spaces which are safe and accessible to all. Therefore it is important to ensure that the development growth planned in the Core Strategy contributes to creating great places for people. Strategic Policy SC9 sets out what is expected in terms of the overall quality of place in the District and seeks to embed the principles of good design at all levels of decision making. It provides a framework for the more detailed design policies DS1 - DS5 in Section 5.

Strategic Core Policy SC9: Making Great Places

A. Planning decisions as well as plans, development proposals and investment decisions should contribute to creating high quality places, and attractive, cohesive, sustainable settlements through:

- 1. Understanding the place and wider context, and taking opportunities to improve areas and make them as good as they can be.**
- 2. Being place specific by responding to the District's distinctive features and character, and being appropriate to the local context.**
- 3. Creating a strong sense of place through the design of the buildings, streets and spaces.**
- 4. Providing a well connected network of attractive routes and spaces that are safe and easy to move around for all members of the community.**
- 5. Designing places which can adapt to changing circumstances and needs, and which will function well over the long term.**

SECTION 3 Spatial Vision, Objectives and Core Policies

OUTCOMES	INDICATORS	TARGETS
New development will be well designed and will contribute to making great places.	Proposals identified in the Area Action Plans, Allocations DPD and Neighbourhood Plans Building for Life assessments of major housing schemes Recommendations of the Design Review Panel	
LEAD ROLES	MAIN MECHANISMS	
Bradford Council	Local Plan Development Management Supplementary Planning Documents Design Review Other strategies, plans, programmes and investment decisions	

3.125 Design proposals should be based on a good understanding of the existing place, its key issues and characteristics and the opportunities which exist to improve it. This should be a collaborative process between different professionals and local interests and should seek to involve communities and key stakeholders in identifying aspirations and ideas, whilst also having regard to any relevant strategies and plans which may exist for the area.

3.126 Responding to, and taking advantage of, the District's distinctive features including its topography, waterways, green networks and landscape features as well as its patterns of development and built form can help create memorable places and reinforce local character. This can be further supported through the arrangement of buildings, routes and spaces and their relationship to each other to provide variety and interest, and attractive, well defined street scenes. Designs should be appropriate to their local context in terms of scale, density, layout and appearance and should not have an adverse impact on the character and amenity of the area.

3.127 Creating a well connected network of routes and spaces which feel safe and are accessible for all can help to encourage people to travel on foot or by bike rather than by car. This can help to promote healthier and more sustainable lifestyles as well as encouraging social interaction between different members of the community.

Delivering the Core Policies

3.128 Delivering the major step-change required to achieve the Spatial Vision and the implementation of the Core Policies (policies SC1-SC9) will involve actions on the ground by investors and development decisions taken about particular places and sites, and through other Local Plan Documents, Supplementary Planning Documents and strategies.

3.129 The Core Policies set the strategic direction for change. Subsequent sections in the Core Strategy identify the actions required to achieve this. 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.

Managing Growth

- 3.130 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.
- 3.131 The Core Policies provide the starting point for planning growth in the District in a proactive, 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.
- 3.132 The focus for growth is to create a strong polycentric network of the City, Principal Towns, Local Growth Centres and Local Service Centres which serves to address decentralisation and provides a focus for providing services, facilities and employment opportunities at the heart of communities across the whole of the District. A concentrated approach to growth of settlements in the hierarchy is more efficient in terms of the use of land, infrastructure, service delivery and essential transport connections.
- 3.133 The approach to managing growth in urban and rural areas of the District is set out in the Strategic Core Policies and is then set out in more detail in the Sub Area Section.

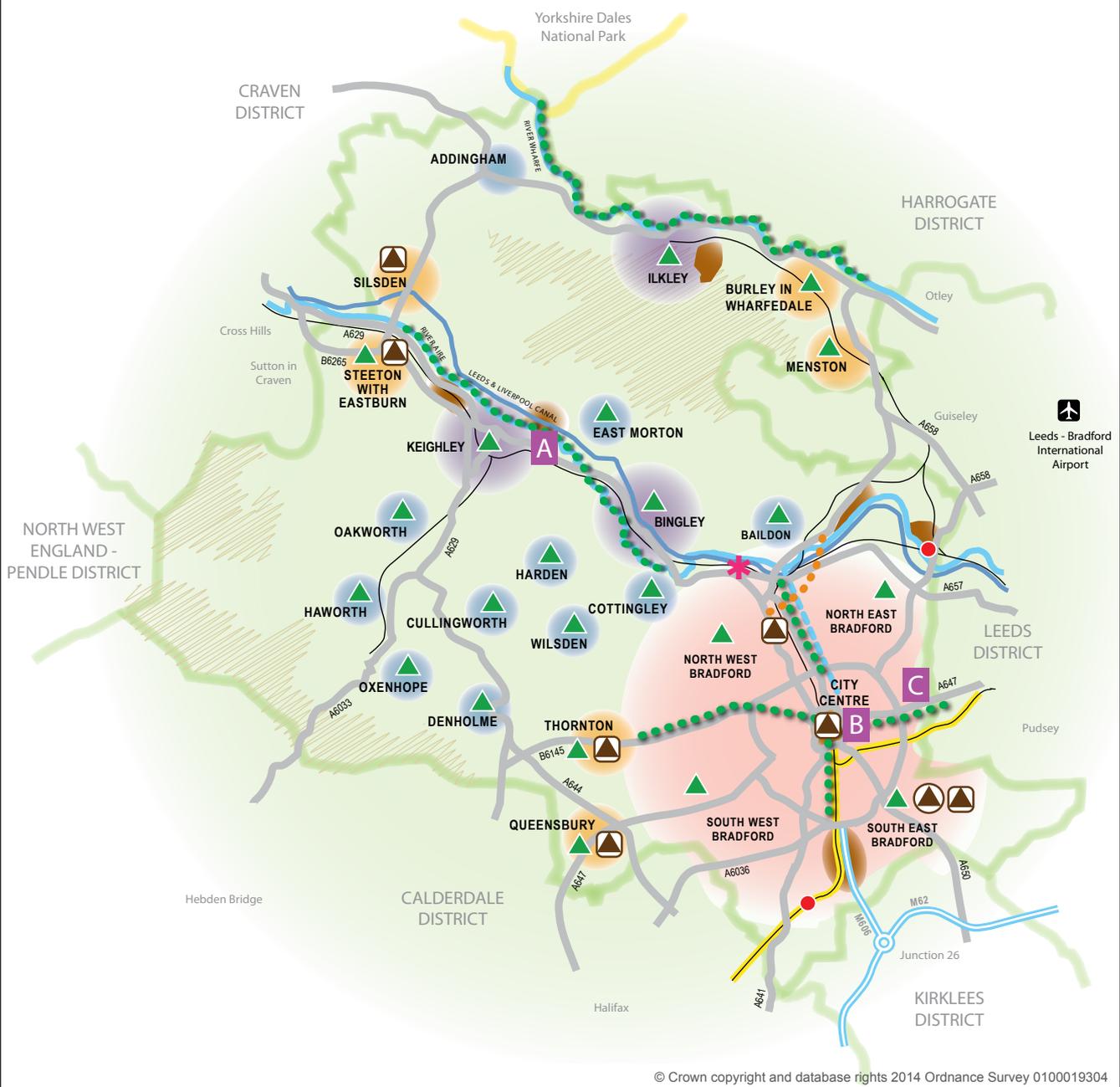
Sub Area Policies

- 3.134 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.
- 3.135 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.
- 3.136 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 housing market areas.
- 3.137 Section 4 sets out four sub area planning policy frameworks which relate to the areas shown on Figure IN1. While these sub areas have been identified as separate areas for the purposes of this plan they clearly do not function independently of each other

SECTION 3 Spatial Vision, Objectives and Core Policies

and there are a number of interrelationships. 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-area planning strategies – all of the thematic-based policies set out in Section 5 will also need to be taken account

Key Diagram - Location Strategy



of when making planning decisions and preparing plans in relation to 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.

3.138

Managing Change Over Time

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, renewal 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.

KEY	
Settlement Hierarchy Categories (Policy SC1, SC4, SC5)	
	Regional City (Policy BD1) (City of Bradford with Shipley & Lower Baildon) 66%
	Principal Towns (Policy AD1, WD1) (Ilkley, Keighley & Bingley) 16%
	Local Growth Centres (Policy AD1 WD1 PN1) 12%
	Local Service Centres (Policy AD1, WD1, N1) 6%
Other Notations	
	Economic Growth Area (Policy EC1)
	Urban Extension (Policy HO2) - Holme Wood and SE Bradford
	Growth Areas (Policy HO2) - City Centre, Shipley and Canal Road Corridor, Silsden, S.E Bradford, Steeton with Eastburn, Thornton, Queensbury
	Potential Localised Green Belt Deletions <small>*Locations are only indicative and may include other settlements</small>
Regeneration Partnerships	
	Airedale
	Bradford City Centre
	Leeds Bradford Corridor
	District Boundary
	Yorkshire Dales National Park Boundary
	Main Roads
	River / Beck
	Motorway
	Leeds and Liverpool Canal
	Proposed Bradford Canal
	Railway Line
	Electrification of Caldervale Line
	Proposed New Railway Station
	Proposed Road Infrastructure
	UNESCO Saltaire World Heritage Site
	Green Infrastructure Corridor (Policy SC6)
	General Extent of Greenbelt (Policy SC7)
	South Pennine Moors SPA and SAC (Policy SC8)

SECTION 3 Spatial Vision, Objectives and Core Policies

Section 4

Sub Area Policies

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

- 4.1 Regional City of Bradford including Shipley and Lower Baildon
- 4.2 Airedale
- 4.3 Wharfedale
- 4.4 Pennine Towns and Villages

Each sub area is supported by a:

- Spatial policy
- Investment priorities policy
- Sub area spatial vision of the area by 2030
- Outcome framework

Section 4: Sub Area Policies

4.1 The Regional City of Bradford

including Shipley and Lower Baildon



SECTION 4.1 Sub Area Policies: The Regional City of Bradford including Shipley and Lower Baildon

Sub Area Policy BD1: The Regional City of Bradford including Shipley and Lower Baildon

A. Strategic Pattern of Development

In accordance with Policies H03 and EC3, the Regional City of Bradford (including Shipley and Lower Baildon) will accommodate 27,750 dwellings and at least 100Ha of new employment land in the period up to 2030.

The broad distribution of housing development is shown as follows:

	Number of residential units
Bradford City Centre	3,500
Shipley & Canal Road Corridor	3,100
Shipley	750
North East	4,400
South East	6,000
South West	5,500
North West	4,500

Affordable housing requirements are set out in Policy HO11

B. Urban Regeneration and Renewal priorities:

1. Bradford City Centre will see intensification of uses with the creation of 3,500 new homes and new jobs by 2030. New homes will be created in a number of ways including on new sites, redevelopment opportunities and re-use of existing buildings, including a range of house types and sizes. New jobs will be created in the professional, financial, knowledge and creativity sectors. Within the City Centre there will be a requirement for high quality public realm linked to the City Park and other open spaces providing a unique setting for shopping, tourism, culture and leisure experiences, as well as a new Central Business District supplying grade A office space. Regeneration of the City Centre will be supported through effective management and enhancement of the historic environment.
2. The Shipley and Canal Road Corridor will see the creation of 3,100 new homes by 2030. New homes will be provided in a range of locations in particular the centre section. As part of the Urban Eco Settlement ambitions the Corridor will deliver sustainable buildings with innovative and contemporary architecture, Bolton Woods wildlife area and a linear park and water features 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, and improvements to Frizinghall station and new road infrastructure including Canal Road Corridor Improvements and the Shipley Eastern Link Road. Opportunities to further improve public transport will be taken wherever possible.



SECTION 4.1 Sub Area Policies: The Regional City of Bradford including Shipley and Lower Baildon

3. Peripheral communities, in particular Allerton, Bierley, Holme Wood 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 Regional 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 opportunities. This will be achieved via development and remodelling within the existing urban area together with an urban extension at Holme Wood and other smaller local green belt changes in sustainable locations, if required. Improvements to the highway network infrastructure will provide access to the urban extension at Holme Wood and improve connections to the Motorway network and communities in Kirklees and Leeds to the South East of Bradford. Improvements will also be made to the walking and cycling network.
2. North East Bradford, will see the creation of 4,400 new homes with associated community facilities, in particular open space and recreation facilities. The new homes will be delivered by a mix of sites but will include some local green belt changes in sustainable locations. A new high quality employment opportunity including research and development and commercial enterprise will be located at Apperley Bridge (complemented by a new railway station and improvements to the Harrogate Road / New Line Junction). Walking and cycling networks will be enhanced including the upgrading of the canal towpath between North Bradford and Leeds.
3. North West Bradford, will see the creation of 4,500 new homes. The new homes will be delivered by a mix of sites including redevelopment and intensification within the urban area and a substantial contribution from green belt changes in sustainable locations. Provision will be made for associated community facilities including schools, greenspace, open spaces and facilities for younger people, and high quality bus services providing links to Bradford City Centre. Improvements will be made to the Outer Ring Road in this quadrant to reduce delays for orbital traffic. Bus priority measures will be introduced on some radial routes and conditions for pedestrians and cyclists will be improved.
4. South West Bradford will see the creation of 5,500 new homes. The new homes will be delivered by a mix of sites including redevelopment and intensification within the urban area and a significant contribution from green belt changes in sustainable locations. Provision will be made for associated community facilities. Improvements will be made to the Outer Ring Road in this quadrant to reduce delays for orbital traffic. Bus priority measures will be introduced on some radial routes and conditions for pedestrians and cyclists will be improved.
5. Shipley will see the creation of 750 new homes by 2030 together with associated community facilities and new employment opportunities. 

SECTION 4.1 Sub Area Policies: The Regional City of Bradford including Shipley and Lower Baildon

The new homes will be delivered by a mix of sites but will include some local green belt changes in sustainable locations. The location and design of development will have regard to the requirement within Policy EN3 to conserve those elements which contribute to the Outstanding Universal Value of Saltaire.

D. Economic Development

1. The Regional City of Bradford will be the principal focus for 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 the 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 Leeds 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 Regional Cities of 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 universal value' of the UNESCO World Heritage Site 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 improve access to job opportunities within the Regional City of Bradford and Leeds City Region in particular for disadvantaged communities.

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. To improve green links between urban area and open countryside linked to new development.
3. Improve and enhance recreation provision in support of new development
4. Improve and enhance green infrastructure network within the urban area along the Shipley & Canal Road Corridor, within Bradford City Centre and to the East and West along key public transport corridors, in particular the Leeds Bradford Corridor. Aim to create space for water along the Bradford



SECTION 4.1 Sub Area Policies: The Regional City of Bradford including Shipley and Lower Baildon

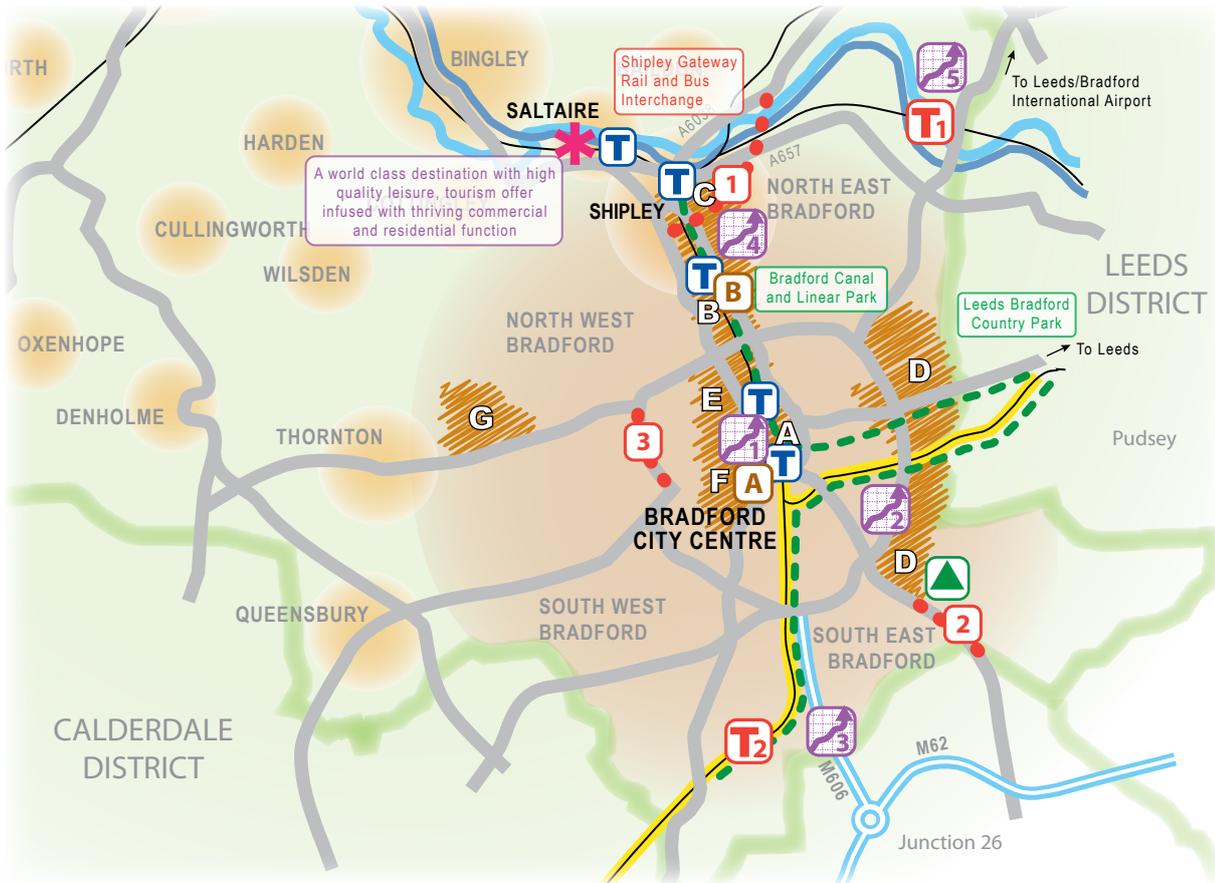
Beck Corridor to reduce flood risk and improve the quality, management and biodiversity value of water and adjoining land.

5. Conserve and enhance the area's designated and undesignated heritage assets in particular those in the Bradford City Centre, Little Germany, Goitside and the Registered Battlefield at Aldwalton Moor.
6. Use the opportunities provided by significant increase in development to maximise renewable energy generation and energy efficiency, including neighbourhood CHP.
7. Enhance fragments of habitat, where species take refuge, and improve connectivity between such areas to encourage inter-action between people and wildlife.

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 through application of accessibility standards.
2. Improvements to Bradford Interchange station and Bradford Forster Square station in Bradford City Centre.
3. Develop light railway or New Generation Transport (trolleybus) linking Bradford Interchange, and Bradford Forster Square.
4. Develop new railway stations at Low Moor and Apperley Bridge.
5. Improve public transport within and to Bradford City Centre and Shipley Town Centre including enhancements to the Caldervale, Airedale and Wharfedale lines and provide new bus priority measures and other public transport enhancements where feasible on radial routes to both centres.
6. Develop critical road and public transport infrastructure in South East and North West Bradford, the Canal Road Corridor and to the East of Shipley to ensure the viability and delivery of housing and economic growth in the Regional City of Bradford
7. Improve the inner and outer ring roads as well as key transport corridors through the design and appearance of new development and landscaping alongside them, and in accordance with the proposals identified in the Infrastructure Plan
8. Implement stronger demand management in the Regional City of Bradford as the economy recovers.
9. Improve public transport access between Regional Cities of Bradford and Leeds through the Leeds Bradford Corridor.
10. Improve highway and public transport access to Leeds Bradford International Airport, including a new rail or tram train link from Bradford and Shipley and improvements to the junction of Harrogate Road and New Line.
11. Improve and provide new cycling and pedestrian infrastructure. Improve public rights of way and canal towpaths.

Figure BD1: Spatial Vision Diagram – Regional City of Bradford by 2030



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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
- Urban Extension - Holme Wood and SE Bradford
- BD1D Economic Development
- BD1E Environment
- BD1F Transport
- Trainline
- River
- Canal
- Road
- Existing train station
- Proposed train station
- UNESCO Saltaire World Heritage Site

- Shipy Eastern Link Road / Canal Road Improvements
- South East Bradford Improvements
- Outer Ring Road Improvements

Growth Areas

- Bradford City Centre
- Shipley and Canal Road Corridor

Economic Development

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

Transport

- Apperley Bridge
- Low Moor

SECTION 4.1 Sub Area Policies: The Regional City of Bradford including Shipley and Lower Baildon

Outcomes by 2030

- 4.1.1 **The following is the outcome envisaged at the end of the plan period (2030) following the implementation of policies, proposals and programmes outlined in this Core Strategy. It constitutes a high level description of how the area will look by 2030.**
- 4.1.2 Peripheral communities, such as, **Allerton, Bierley, Buttershaw , Holme Wood Ravenscliffe, Thorpe Edge,** 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. 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. Transport infrastructure in South East Bradford and around the Outer Ring Road has been improved significantly to reduce congestion and promote more sustainable modes of travel.
- 4.1.3 Regeneration of Bradford City Centre has been driven by key developments which have taken forward the original vision of the Alsop Masterplan and the City Plan; including the landmark City Park, the creation of a high quality central green business district, high quality mixed use commercial developments, such as Westfield Bradford, redevelopment of the former Bradford Odeon, and the Channel Urban Village. The City Centre has also benefited from a wide range of hotel developments as well as a major swimming pool facility.
- 4.1.4 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.
- 4.1.5 The City Centre housing market is very buoyant following the development of a broad range of homes, together with the provision of convenience shops, linear parks and community facilities to support this, helping to create a city centre which is well used both day and night. The University and College have been fully integrated into the City Centre through the development 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.
- 4.1.6 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.
- 4.1.7 Heritage-led regeneration initiatives have secured a sustainable future for the historic buildings of the City Centre, especially in Little Germany and Goitside, and the re-use of these buildings has contributed towards meeting the needs for offices and new homes in the City Centre.

SECTION 4.1 Sub Area Policies: The Regional City of Bradford including Shipley and Lower Baildon

- 4.1.8** 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 a green linear park reaching into the City Centre and beyond. This greening has also acted as a catalyst in attracting firms and businesses to the City Centre.
- 4.1.9** 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 linear park and Canal Road Greenway 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 the improvement of Frizinghall railway station, Bolton Woods and the new waterways and open spaces and wildlife areas. There have been significant improvements to connectivity and accessibility by road, rail, bus, walking and cycling between Shipley and Bradford City Centre delivered through the Connecting Airedale project.
- 4.1.10** 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



Shipley Town Centre

SECTION 4.1 Sub Area Policies: The Regional City of Bradford including Shipley and Lower Baildon

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. Enhancements to the facilities at Shipley station and a good mix of office, residential, retail and leisure 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.

4.1.11

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 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.

4.1.12

Baildon, Charlestown and Apperley Bridge 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 Apperley Bridge 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 which has fast frequent services to Skipton, Airedale, Bradford and Leeds. The business park at Apperley Bridge has created a wide range of direct and indirect employment and training opportunities for the people of Bradford district and the wider city region.

Sub Area Policy BD2: Investment Priorities for the Regional 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, improvements to railway stations and maximise the potential of heritage assets.



SECTION 4.1 Sub Area Policies: The Regional City of Bradford including Shipley and Lower Baildon

C. To provide infrastructure to support site assembly, manage flood risk, and improve access to Bradford City Centre, Shipley town centre as part of regeneration initiatives on the Shipley and Canal Road Corridor including development of a Shipley Eastern Relief Road.

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

E. To support a local and sustainable urban extension in SE Bradford at Holme Wood through development site assembly, improvements to the quality and capacity of public transport through application of the accessibility standards including improved highway infrastructure and enhancement of the landscape setting and its role for recreation.

F. Towards additional strategic highway and rail improvements as identified in the Infrastructure Plan.

G. To support the development and extension of high speed broadband especially in rural and other less accessible areas.

Section 4: Sub Area Policies

4.2 Airedale



SECTION 4.2 Sub Area Policies: Airedale

Sub Area Policy AD1: Airedale

A. Strategic Pattern of Development

In accordance with Policies H03 and EC3, Airedale will accommodate 8,450 dwellings in the period up to 2030 and an increase of new employment land of at least 30 Ha particularly in the digital technology sector. The broad distribution of housing development is shown as follows:-

	Number of residential units
Keighley	4,500
Bingley	1,400
Silsden	1,200
Steeton with Eastburn	700
Baildon	350
Cottingley	200
East Morton	100

Affordable housing requirements are set out in Policy HO11.

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

Keighley will see the creation of 4,500 new homes and associated community facilities, in particular health provision, local shops and sporting facilities. The new homes will be delivered by a mix of sites including existing capacity within urban area together with a significant contribution from green belt in sustainable locations. Central Keighley will see comprehensive regeneration including housing, starter units for small and medium sized businesses, business park premises for larger digital, design and knowledge and service sectors. 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 focused on historic buildings such as Dalton Mills. Traffic management schemes will be introduced in Keighley Town Centre and Hard Ings Road Improvement will be completed.

Bingley will see the creation of 1,400 new homes through redevelopment of sites within the urban area and some local green belt changes in sustainable locations. Employment will be created in financial, professional and public services, town centre office space and retail and leisure schemes at 5 Rise shopping centre, former Bradford and Bingley HQ and Lilycroft Mill.

Silsden will see the creation of 1,200 new homes with associated community facilities and the creation of Silsden Rural Business Park. Supporting highway infrastructure will be provided together with good walking and cycling links to Silsden and Steeton railway and bus interchange station.



Steeton and Eastburn will see the creation of 700 new homes including some local green belt changes in sustainable locations and associated community facilities and high quality employment areas with good walking and cycle links to Silsden and Steeton railway and bus interchange station.

Baildon will see the creation of 350 new homes including from sites within the urban area together with some local green belt changes in sustainable locations and associated community facilities.

Cottingley and East Morton will see a smaller scale of housing development including some local green belt changes in sustainable locations.

C. Economic Development

1. Keighley and Bingley will 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.
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 .
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.
6. Support initiatives for the sustainability and diversification of agricultural and rural enterprise and for the extension of high speed broadband to rural communities.

D. Environment

1. Protect and enhance landscape character and the range of habitats and diversity of species found in the wetlands, woodlands, Pennine Uplands and upland fringe areas of Airedale
2. Protect and enhance the integrity of the South Pennine Moors SPA/ SAC and identify measures to support valuable upland fringe habitats. For the protection of the South Pennine Moors SPA, avoid and/or mitigate loss or deterioration of important foraging land within the SPA's zone of influence, and mitigate the impact of increasing visitor numbers.
3. Improve green infrastructure along the Airedale river, canal and public transport corridors.
4. Protect and enhance river, beck and canal corridors, their value for



SECTION 4.2 Sub Area Policies: Airedale

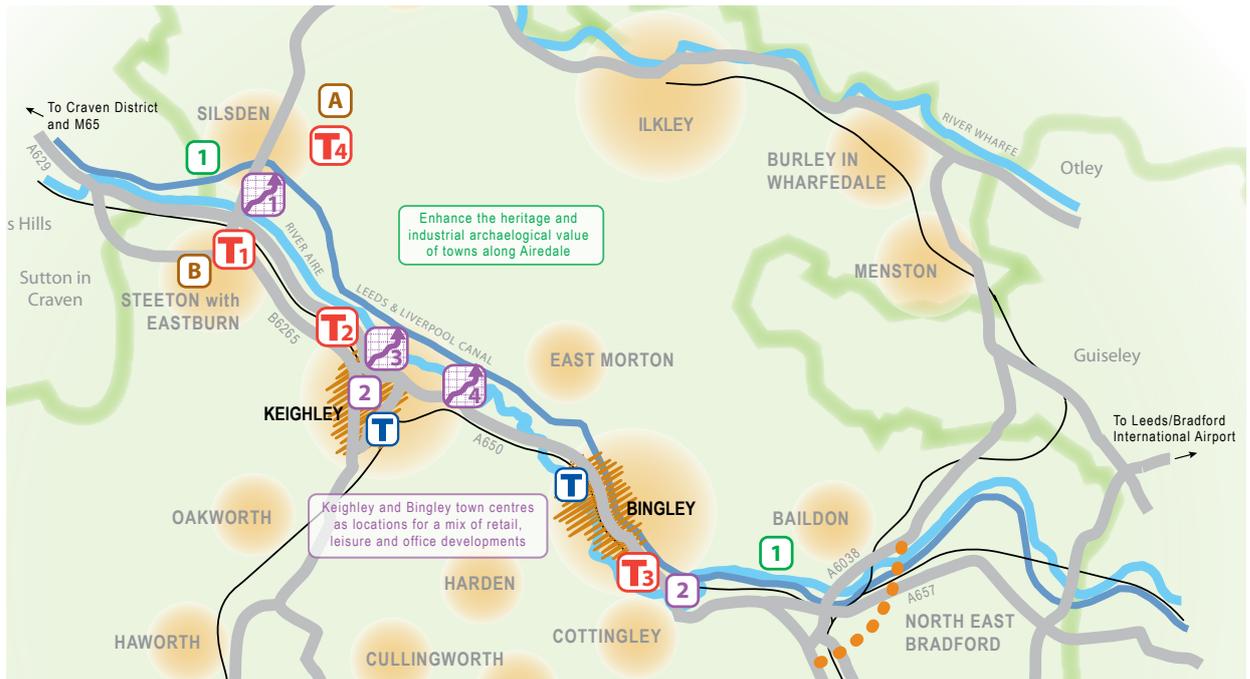
biodiversity and heritage, potential for reducing flood risk and role in improving connectivity between urban and rural areas. Recognise that development could lead to opportunities for improving green infrastructure and flood storage provision, particularly in relation to the Upper Aire.

5. Woodland, groups of trees and habitats are key elements in the landscape and efforts should be made to increase tree cover, particularly in areas where development might be located.
6. Conserve and enhance the designated and undesignated heritage assets of the Airedale Corridor in particular those within the boundary of the Keighley Townscape Heritage Initiative and elements which make a significant contribution to the distinct character of this area including: the mills, chimneys and associated housing of its textile heritage in particular Saltaire World Heritage Site, the buildings and structures associated with the Leeds and Liverpool Canal and the prehistoric landscapes.
7. Use the opportunities provided by increased development in the Principal Towns of Keighley and Bingley and the Local Growth Centres of Silsden and Steeton with Eastburn to maximise renewable energy generation and energy efficiency through CHP and hydro energy.

E. 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 through the application of accessibility standards (see Appendix 3).
2. Develop bus rail interchange facilities at Steeton and Silsden Station and Bingley station including enhanced bus network and pedestrian/cycle links to/from both stations.
3. Improve sustainable transport facilities and links within and between the towns and villages in Airedale, including cross valley links. Improve and provide new cycling and pedestrian infrastructure. Improve public rights of way and canal towpaths.
4. Develop critical road infrastructure in accordance with the Connecting Airedale Transport Improvement Project including transport improvements to Hard Ings Road and Keighley Town Centre and any significant highway infrastructure required to facilitate development to the East of Silsden.
5. Improve key transport corridors where feasible, including A650 (Airedale Corridor between Keighley and Bradford), A629/A644 (Keighley to Queensbury) and A6038 (Otley Road).
6. Implement stronger demand management in Airedale as the economy recovers.
7. Improve public transport access between Airedale, Regional Cities of Bradford and Leeds, as well as Craven.
8. Improve public transport access to Leeds Bradford International Airport by encouraging more direct public transport connections from Keighley and Bingley and through the development of rail or tram train link via Shipley.

Figure AD1: Spatial Vision Diagram – Airedale by 2030



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Key

Airedale Policy AD1

-  AD1B Urban Regeneration and Renewal Priority Areas
-  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

Environment

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

Transport

-  Bus and Rail Interchange at Silsden and Steeton
-  Hardings Road / Keighley Town Centre Improvements
-  Bingley Interchange
-  Highway Improvement to East of Silsden

SECTION 4.2 Sub Area Policies: Airedale

Outcomes by 2030

4.2.1 **The following is the outcome envisaged at the end of the plan period (2030) following the implementation of policies, proposals and programmes outlined in this Core Strategy. It constitutes a high level description of how the area will look by 2030.**

4.2.2 **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 have included the reinvention of Market Hall, Cavendish Court and redevelopment of Cavendish Retail Park and the former Keighley College site into high quality vibrant mixed use areas. Keighley has also born witness to heritage led regeneration, including the conversion of Dalton Mills, Keighley Townscape Heritage Initiative and Cliffe Castle Park, in addition to waterfront access to the East 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. Keighley is an accessible town which has seen growth in housing including living over the shop, new builds and 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 the Regional Cities of Bradford and Leeds as well as 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.

4.2.3 **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 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 and redesigned Jubilee Gardens and improvements to the river walk, park and visitor centre for the Five Rise Locks as well as the creation of a



Top: Keighley Campus
Above: Bingley

bus interchange outside the railway station, improved parking and transport improvements. Bingley has also seen the creation of new 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.

4.2.4 Silsden has become an important small town for Airedale and adjoining lower Craven, with the creation of Silsden 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 complemented by investment in local schools.

4.2.5 Steeton with Eastburn is a settlement full of character with Airedale Hospital providing an excellent range of employment opportunities. It 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 and Regional Cities of Bradford and Leeds.



The Leeds and Liverpool Canal at Silsden



Woodlands Mill, Steeton

Sub Area Policy AD2: Investment Priorities for Airedale

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.



SECTION 4.2 Sub Area Policies: Airedale

C. To provide infrastructure to support site assembly, manage flood risk, and improve access between Airedale to Bradford City Centre, Shipley Town Centre as part of regeneration initiatives on the Shipley and Canal Road Corridor and the Connecting Airedale initiative (including Hard Ings Road Improvements).

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 Regional Cities of Bradford and Leeds and through the application of accessibility standards (see Appendix 3).

E. Support a number of local green belt releases in sustainable locations that meet accessibility standards to Keighley, Bingley, Silsden and Steeton with Eastburn through development site assembly, improvements to the quality and capacity of public transport, improvements to cycling and walking facilities.

F. To support the development and extension of high speed broadband especially in rural and other less accessible areas.

G. To work with Yorkshire Water and the Environment Agency to understand fully the water and waste water infrastructure requirements needed to support growth and ensure that development proposals are aligned with investment in asset management and catchment management plans.

Section 4: Sub Area Policies

4.3 Wharfedale



Sub Area Policy WD1: Wharfedale

A. Strategic Pattern of Development

In accordance with Policies H03 and EC3, Wharfedale will accommodate 2,500 dwellings and at least 5 Ha of new employment land in the period up to 2030. The Council will work closely with partner organisations to ensure that this development is sensitively managed to create vibrant and sustainable communities.

The broad distribution of housing development is shown as follows:

	Number of residential units
Ilkley	1000
Burley In Wharfedale	700
Menston	600
Addingham	200

Affordable housing requirements are set out in Policy HO11

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

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

Ilkley will see the creation of 1,000 new homes focused on urban redevelopment opportunities together with a significant contribution from green belt changes in sustainable locations. Provision will be made for associated community facilities, in particular new schools as required and provision of recreation and open space to address current deficiencies.

Addingham will see the creation of 200 new homes and associated community facilities.

Burley in Wharfedale will see the creation of 700 new homes through redevelopment of sites within the settlement and with a significant contribution from green belt changes, together with associated community facilities.

Menston will see the creation of 600 new homes based on existing permissions and other opportunities within the settlement boundary and from some local green belt changes together with associated community facilities.

C. Economic Development

1. Ilkley will have an important role as the Principal Town in Wharfedale with cultural, retail, tourism and leisure functions.
2. Support the role of Ilkley Town Centre as a location for a mix of retail, leisure and office development, on an appropriate scale, benefiting from excellent rail and road connectivity.



3. Support the centres of Burley In Wharfedale, Addingham and Menston for limited retail and leisure development to meet day to day needs and benefit from excellent road and/or rail links.
4. The creation of high quality employment land at Ilkley.
5. Support initiatives for the sustainability and diversification of agricultural and rural enterprise and for the extension of high speed broadband to rural communities.

D. Environment

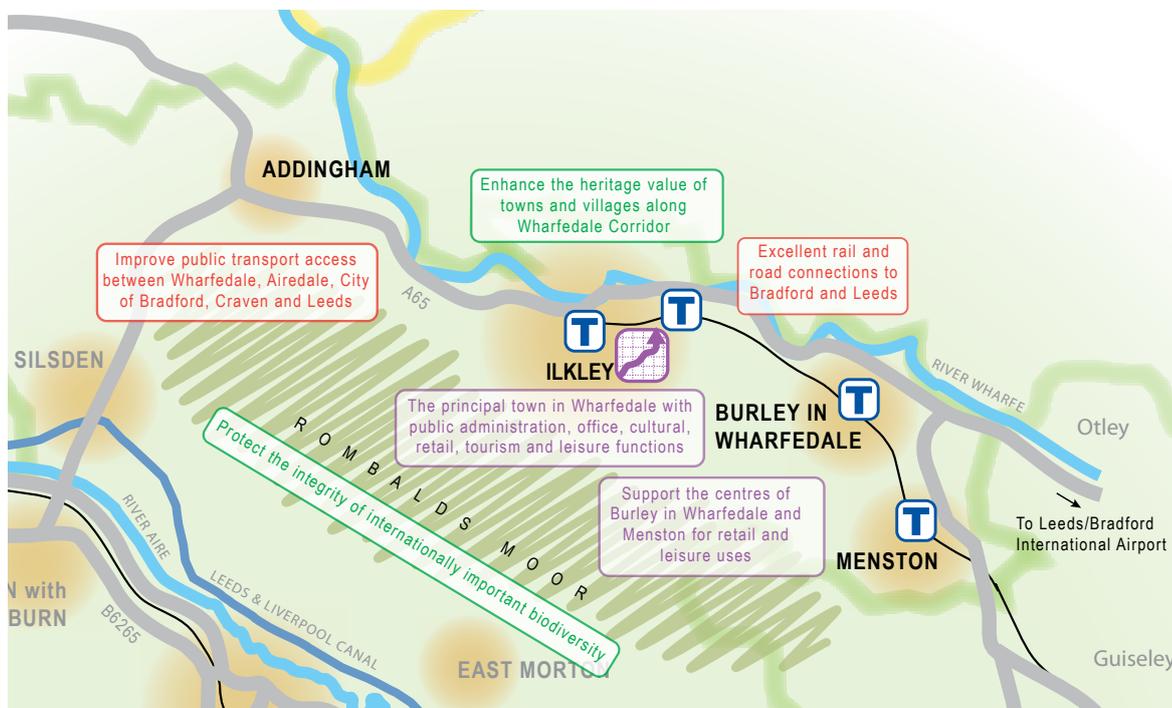
1. Recognise the importance of cultural associations, ecological significance, archaeological interest (as the setting of pre-historic remains) and landscape character of Rombald's Ridge and its contribution towards the setting and visitor appeal of Ilkley.
2. Protect and enhance the integrity and mosaic of moorland habitats of Ilkley Moor and Rombalds Moor, areas of importance to the North Pennines SPA/ SAC and views from Rombald's ridge towards the Yorkshire Dales.
3. For the protection of the South Pennine Moors SPA, avoid and/or mitigate loss or deterioration of important foraging land within the SPA's zone of influence, and mitigate the impact of increasing visitor numbers.
4. Protect and enhance the role of the River Wharfe, as a key green infrastructure corridor and the ecosystem services it provides in relation to biodiversity, water quality, flood risk reduction, formal and informal recreation and connection to national assets beyond the District boundary.
5. Recognise the importance of field patterns, tree cover and the wider context of moorland, river and woodland in providing habitats for a diverse range of species and contributing towards Wharfedale's distinctive character and its role as a gateway to the wider countryside.
6. Conserve and enhance the designated and undesignated heritage assets of the Wharfe Valley especially those elements which make a significant contribution to the distinct character of this area including the distinctive Victorian and Edwardian heritage of Ilkley and the prehistoric landscapes and rock art of Rombald's Moor.

E. 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 sustainable transport opportunities 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 as the economy recovers.
4. Improve public transport access between Wharfedale, Airedale and the Regional Cities of Bradford and Leeds, as well as Craven.
5. Improve surface access and public transport access to Leeds Bradford International Airport by encouraging more direct public transport connections from Ilkley.

SECTION 4.3 Sub Area Policies: Wharfedale

Figure WD1 Spatial Vision Diagram – Wharfedale by 2030



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Key

Wharfedale Policy WD1

-  WD1C Economic Development
-  WD1D Environment
-  WD1E Transport
-  Trainline
-  River
-  Canal
-  Road
-  Existing train station

Outcomes by 2030

4.3.1

The following is the outcome envisaged at the end of the plan period (2030) following the implementation of policies, proposals and programmes outlined in this Core Strategy. It constitutes a high level description of how the area will look by 2030.

4.3.2

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. As well as economic growth, the town has also seen housing growth to meet the needs of local residents with high quality housing developments 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 and the setting of pre-historic remains.



The Cow and Calf Rocks, Ilkley Moor

4.3.3

Within Wharfedale **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 settlements 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 Bradford and Leeds.



Main Street, Burley in Wharfedale



Main Street, Menston

SECTION 4.3 Sub Area Policies: Wharfedale

4.3.4

The village of **Addingham**, on the edge of the Yorkshire Dales National Park, has retained its character and sense of place whilst seeing a smaller scale of housing development and provision of local facilities. The village has also benefited from good bus connections to the principal town of Ilkley, the town of Silsden and neighbouring Skipton.



Addingham

Sub Area Policy WD2: Investment Priorities for Wharfedale

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 between Ilkley, Burley in Wharfedale 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 the Regional City of Bradford and Airedale.

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

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

F. To support the development and extension of high speed broadband especially in rural and other less accessible areas.

Section 4: Sub Area Policies

4.4 South Pennine Towns and Villages



SECTION 4.4 Sub Area Policies: South Pennine Towns and Villages

Sub Area Policy PN1: South Pennine Towns and Villages

A. Strategic Pattern of Development

In accordance with Policy H03, the South Pennine Towns and Villages will accommodate 3,400 dwellings in the period up to 2030. The Council will work closely with partner organisations to ensure that this development creates vibrant and sustainable communities. The broad distribution of housing development is shown as follows:

	Number of residential units
Queensbury	1000
Thornton	700
Cullingworth	350
Denholme	350
Harden	100
Haworth	400
Oakworth	200
Oxenhope	100
Wilsden	200

Affordable housing requirements are set out in Policy HO11

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

The Local Growth Centres of Queensbury and Thornton will between them see the creation of new employment and 1,700 new homes from sites within the urban area together with a significant contribution from green belt change in sustainable locations. Provision will be made for associated community facilities, in particular for children and younger people taking advantage of the excellent bus and road connections to the Regional City of Bradford, the Principal Town of Keighley and the town of Halifax.

The Local Service Centres of Cullingworth, Denholme and Haworth will between them see the creation of 1100 new homes principally from sites within the existing settlement boundaries together with some local green belt changes. Provision will be made for associated community facilities in particular, health care facilities at Denholme, a community centre at Cullingworth and recreational facilities in Haworth.

The Local Service Centres of Harden, Oakworth, Oxenhope and Wilsden will see between them the creation of 600 new homes from sites within the existing settlement boundaries together with some local green belt changes. Provision will be made for associated community facilities, in particular, health care, open space and recreational facilities at Harden, Oakworth and Oxenhope to address current deficiencies. Allocation of employment land will support local services



and in locations and on a scale that respect both the character and ecological integrity of the area.

C. Economic Development

1. Support the economic diversification of settlements 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 Keighley and the town of Halifax.
3. Promote sustainable tourism that respects the Bronte heritage of Haworth and Thornton, the Bronte Parsonage Museum and the importance of the Keighley and Worth Valley Steam Railway.
4. Support initiatives for the sustainability and diversification of agricultural and rural enterprise and for the extension of high speed broadband to rural communities

D. Environment

1. Protect and enhance the biodiversity and landscape character of the Pennine Upland, Wilsden, Worth and North Beck Valley, in particular the cultural associations of the Bronte landscape and the dense patchwork effect of stone wall field boundaries
2. Protect the ecological integrity, the wilderness appeal and wide open skylines of the South Pennine Moors from adverse impacts, and, enhance the value and connectivity of upland fringe habitats. For the protection of the South Pennine Moors SPA, avoid and/or mitigate loss or deterioration of important foraging land within the SPA's zone of influence, and mitigate the impact of increasing visitor numbers.
3. Value the historic networks of narrow winding lanes, footpaths and packhorse trails and encourage their use for recreation linked to the local, regional and national cycle and footpath routes.
4. Conserve and enhance the designated and undesignated heritage of the Pennine towns and villages especially those elements which make a significant contribution to the distinct character of this area including: the mills, chimneys and associated housing of its textile heritage; and the buildings and landscapes associated with the Brontes.
5. The close proximity of open moorland to the Pennine Towns and Villages, the significance of heritage assets and viewpoints mean that development, whether sited at the edge of settlements or associated with groups of farm buildings and even on a local scale, must be sensitively managed.
6. Manywells has been restored to create a new country park to enhance biodiversity and create a place for informal recreation.

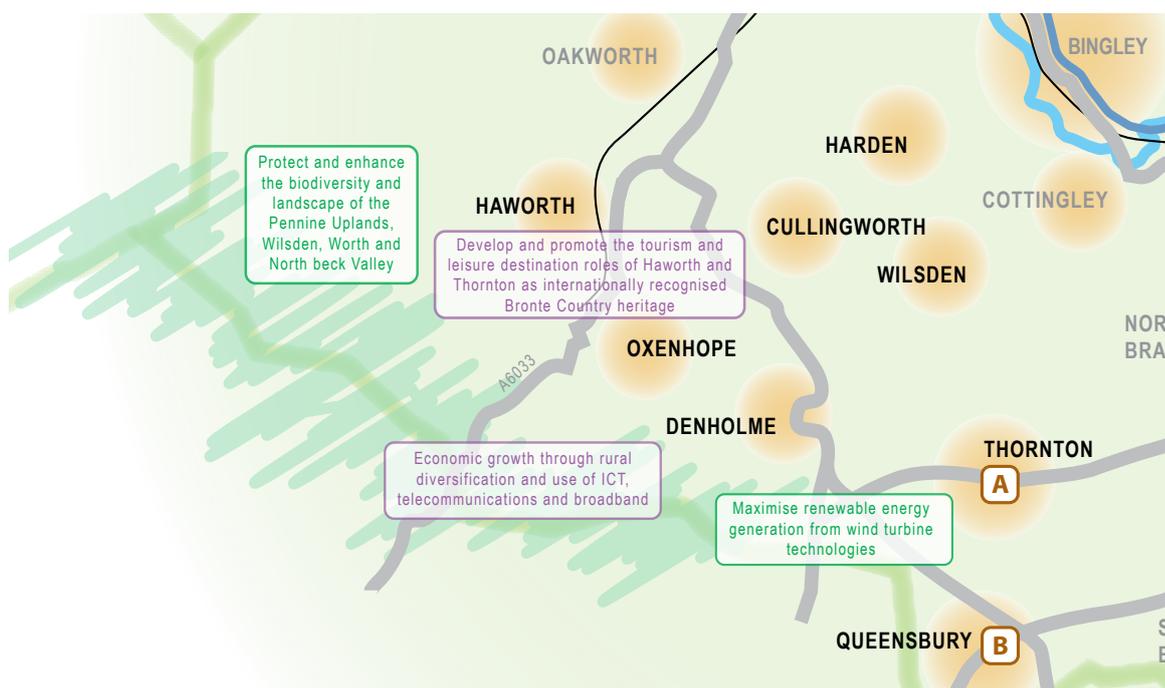


SECTION 4.4 Sub Area Policies: South Pennine Towns and Villages

E. 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 South Pennine Towns and Villages as the economy recovers.
4. Improve public transport, cycling and walking access as appropriate between the South Pennine Towns and Villages, the Regional City of Bradford and neighbouring Principal Town of Halifax.
5. Support improved transport links within the Pennine towns and villages and to the Regional City of Bradford, the Principal Towns of Keighley, Ilkley, Bingley and Skipton and the Town of Halifax particularly for the Local Growth Areas of Queensbury and Thornton.

Figure PN1: Spatial Vision Diagram – Pennine Towns and Villages by 2030



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Key

Pennine Towns and Villages Policy PN1

- PN1D Economic Development
- PN1E Environment

Growth Areas

- A Thornton
- B Queensbury

- Trainline
- River
- Canal
- Road

Outcomes by 2030

4.4.1 The following is the outcome envisaged at the end of the plan period (2030) following the implementation of policies, proposals and programmes outlined in this Core Strategy. It constitutes a high level description of how the area will look by 2030.

4.4.2 **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 benefits 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.

4.4.3 **Haworth** continues to function as a widely recognised asset to the District 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 providing accommodation for visitors, specialist shopping and dining experience as well as a popular location for film and television productions. The success of Haworth has also helped to increase the numbers of visitors to the other heritage assets along the Airedale corridor.



4.4.4 **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.



4.4.5 The Pennine Villages of **Oakworth, Oxenhope, Harden, Wilsden, Cullingworth** and **Denholme** have retained their individual characters and sense of place whilst seeing a smaller scale of housing development and the provision of amenities served by improved bus and rail links to Keighley town centre, Bradford City Centre, Bingley, Queensbury and neighbouring Halifax.



Top: Bronte Parsonage Museum, Haworth
Middle: Oxenhope Railway Station
Bottom: Oakworth

Sub Area Policy PN2: Investment Priorities for the Pennine Towns and Villages

To manage change in the Pennine Towns and Villages on a scale that meets needs for housing, employment and renewal, enhances green infrastructure, heritage assets, community facilities and improves sustainable means of transport Partnership working between the public and private sectors, key stakeholder bodies and local communities should focus on:

- A. Improving public transport, particularly to Queensbury, Thornton and Haworth, to enhance the ease of movement and improve access to jobs within the Regional City of Bradford, Airedale Corridor and Calderdale particularly for disadvantaged communities**
- B. Supporting sustainable economic, retail and leisure development where this is of a scale appropriate to the settlement, involves the re-use of an existing building, is located on land of the least environmental or amenity value and provides sensitive enhancement of heritage assets or public realm.**
- C. Managing flood risk, and improve access between Pennine Towns and Villages to Bradford City Centre, Keighley Town Centre and Halifax Town Centre as part of district wide regeneration initiatives.**
- D. Encouraging locally based enterprises, initiatives that develop community resilience and sustainable regeneration and tourism that respects the character of the South Pennines.**
- E. Showing respect for and enhancing the moorland setting, character and integrity of traditional gritstone buildings and features, routes and viewpoints associated with the Brontes, early stages of agriculture and development of the textile industry.**
- F. To support the development and extension of high speed broadband especially in rural and other less accessible areas.**

Section 5

Thematic Policies

This section sets out series of thematic policies under three sub sections as follows:

■ **Planning for Prosperity**

- 5.1 Economy and Jobs
- 5.2 Transport and Movement

■ **Planning for People**

- 5.3 Housing

■ **Planning for Places**

- 5.4 Environment
- 5.5 Minerals
- 5.6 Waste Management
- 5.7 Design

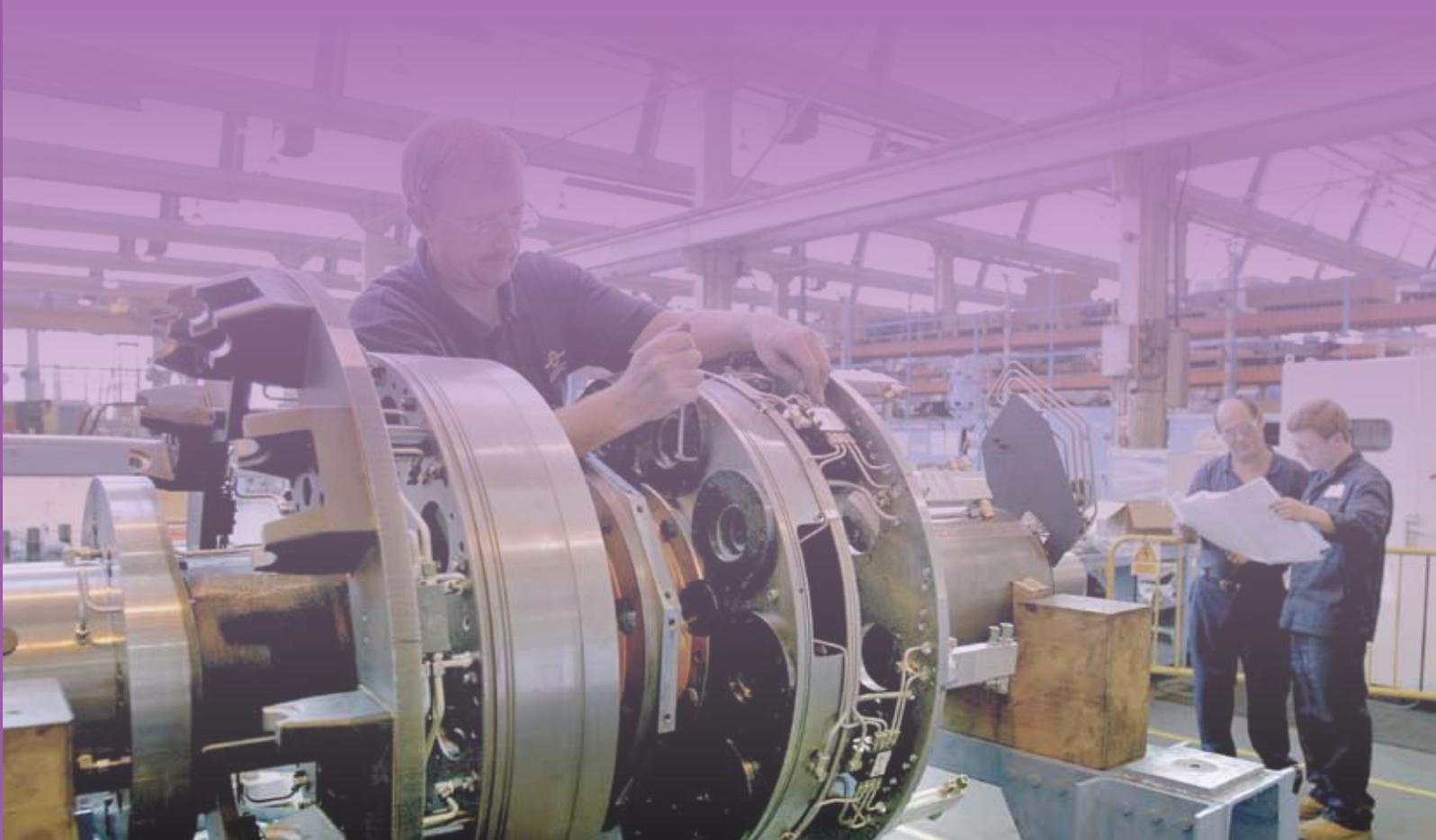
Section 5: Thematic Policies

Planning for Prosperity

5.1 Economy and Jobs

This section includes Policies which seek to provide support for economic development and job creation, including:

- Scale and distribution of new employment land;
- Support for existing employment uses and their growth;
- Retail policy including maintaining the vitality and viability of centres.



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, together with its principal 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 an attractive high quality environment across the District and 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.

5.1.2 In recent years, the Bradford urban area, Bradford City Centre, the M606 corridor and Airedale have been the main centres of the District's economic regeneration successes and achievements. Policy will continue to exploit their roles as dynamic locations of choice for future economic growth. The District also 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 will enable places to tailor their economic development approach to local circumstances.



M606 corridor

Creating a Successful Economy

Introduction

- 5.1.3** The purpose of this policy is to establish the operational priorities for stimulating and managing the economy in spatial terms across the District, and to set out monitoring and delivery mechanisms accordingly. In this respect, a broad policy for a competitive Bradford District sets the context for economic prosperity.
- 5.1.4** In supporting Strategic Core Policy 1, the overall approach and key spatial priorities, Policy EC1 will help transform economic conditions across the District and manage and spread the benefits of economic growth as part of the wider Leeds City Region. It will enhance the role of Bradford as an important business location, with the principal towns and growth centres as hubs for the local economy. It will also help encourage diversification of the rural economy. The Policy will help support the renewal and regeneration of urban and rural areas thus contributing to the aims of Strategic Core Policy 3 – Working Together to Make Great Places together with Strategic Core Policy 4 which determines the hierarchy of settlements and their role in the economic development of the District. The principal areas for future economic growth will be located in the Airedale Corridor, in Bradford City Centre and the Principal Towns, in the M606 corridor and in the North East and South East Bradford-Leeds interface. These Economic Growth Areas will provide a range of sites for new high quality employment opportunities and commercial enterprise.
- 5.1.5** Policy EC1, together with EC2, EC3 and EC4 provide sufficient coverage to comply with the policy content guidance set out in Section 1 of the National Planning Policy Framework (NPPF), ‘Building a Strong Competitive Economy’ and the guidance on Plan Making. One of the 12 Core Planning Principles in the NPPF is that planning should proactively drive and support sustainable economic development to deliver the homes, business and industrial units, infrastructure and thriving local places that the country needs. Planning should support sustainable economic growth, and local authorities should plan proactively to meet the development needs of business and support an economy fit for the 21st century. In drawing up local plans, planning policies should set out a clear economic vision and strategy for their area which positively and proactively encourages sustainable economic growth.
- 5.1.6** Policy EC1 is very much an overarching policy that brings together the various mechanisms which will lead to the creation of a competitive local economy for Bradford as part of the Leeds City Region. This policy along with the subsequent policies relating to Economy and Jobs is underpinned by a range of strategies and evidence including the Regional Economic Strategy 2006-2015, Bradford Local Economic Assessment, Understanding Bradford District Report, Bradford District Employment Land Review and Bradford District Retail and Leisure Study.

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 and planning decisions should help to deliver:



SECTION 5 Thematic Policies: Planning for Prosperity, Economy and Jobs

- 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 revitalised 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, further and higher 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 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 District's unique environmental assets and challenges, including extraction industries, sustainable construction, renewable energy, resource and waste efficiency and environmental technologies and the 'low carbon economy'.**
- L. ICT and communications infrastructure, installation and take up of high speed broadband, particularly as a priority in rural and peripheral areas of the Bradford District.**
- M. Support diversification and sustainability of agricultural and rural businesses**
- N. A wide range of initiatives to ensure more diverse, competitive and successful economies in the rural areas of the Bradford District.**

SECTION 5 Thematic Policies: Planning for Prosperity, Economy and Jobs

OUTCOMES	INDICATORS	TARGETS
<p>Economic growth of the District to be consistent with Core Strategy Vision and approach.</p> <p>The District has developed a modern and successful economy which is entrepreneurial, competitive and knowledge driven and based on a modern sectoral mix.</p> <p>Economic restructuring and diversification and the district through upskilling of the workforce.</p> <p>City of Bradford including Shipley Town Centre and the Canal Road Corridor, Keighley, Ilkley and Bingley have developed as key drivers of the District's productivity.</p> <p>There has been growth in businesses related to the District's unique environmental assets.</p> <p>There has been significant improvement in access from rural areas to economic opportunities.</p>	<p>Overall Employment Rate Corporate</p> <p>New Business Registration Corporate</p> <p>Super Broadband Connectivity Corporate</p>	
LEAD ROLES	MAIN MECHANISMS	
<p>Bradford Council</p> <p>LGYH/Yorkshire Forward</p> <p>Leeds City Region Partnership</p> <p>Bradford District Partnership - Local Strategic Partnership</p>	<p>Local Plan,</p> <p>Development Management, Economic Strategies and Masterplans,</p> <p>Local Economic Assessments,</p> <p>Integrated Regional Strategies,</p> <p>Investment Decisions</p> <p>LCR Investment Plans and Decisions</p> <p>The Big Plan - Community Strategy</p>	

SECTION 5 Thematic Policies: Planning for Prosperity, Economy and Jobs

- 5.1.7 This policy sets out the broad approach to delivering and managing economic development. It supplements the Core Vision and Strategic Objectives of the Plan, and pulls together the District wide economic issues essential to creating a sustainable and competitive economy. It sets the overall context and direction in which strategies and initiatives are applied, in terms of targets, spatial location, development management, business support and job creation. The Policy sets the framework for agencies, partners, developers and investors to collectively achieve the strategic objectives of the Spatial Vision of the Plan.
- 5.1.8 Bradford's economy is underlined by a range of important factors which define its future growth. Bradford has a rapidly growing household structure with a large proportion of the population made up of people in the lower age groups and therefore a growing labour force. Whilst this in itself will stimulate economic growth, there is a need to ensure future jobs provision.
- 5.1.9 The local economy is third highest of the Region. It largely comprises of small enterprises although the District is home to a number of large businesses with recognised brands operating on an international scale. It is also home to successful creative, cultural and tourism based enterprises attracting a large visitor economy. The economic strategy of the Plan will help nurture these operations.
- 5.1.10 Unemployment, worklessness and economic inactivity are increasing and the working age population is growing. Skill levels are below regional averages and the proportion of people with no qualifications is growing. The District remains a low pay area reflecting a weak private sector jobs growth and too few high value knowledge businesses. The city centre needs revitalising. Growth in the visitor economy is dependant on regeneration, a better shopping experience and improving the quality and accessibility to the District's attractions. Only a modest level of economic growth is anticipated over the next few years, with reduced levels in public expenditure
- 5.1.11 The Core Strategy supports a vision of transformational change for Bradford, with a priority for economic growth and job creation, particularly in the business, retail and service sectors in the city and town centres. There is policy support for emerging clusters such as the design and technology and niche manufacturing industries across the District and 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 residing within the District to the local employment opportunities. This can be achieved by improving access to skills, to training and to education, matching the necessary skilled personnel to the anticipated growth sectors. The Core Strategy will underline all of these objectives by providing the right conditions and planning policies to sustain economic development

Supporting Business and Job Creation

Introduction

5.1.12

With the need to provide and maintain new jobs within the District, and thus reducing the numbers registered for job seekers allowance, and as a consequence, the requirement for additional land to accommodate potential economic growth, a policy of supporting business and job creation is essential. Policy EC2 will help transform the economic and social conditions of the District through the provision of jobs. It will help manage and spread the benefits of continued growth of the Bradford economy and will help support the renewal and regeneration of urban and rural areas, an objective of Strategic Core Policy 3.

5.1.13

Policy EC2 reflects the Governments commitment through the NPPF, paragraph 18, to securing economic growth in order to create jobs and prosperity, building on the country's inherent strengths. Paragraph 20 of the NPPF states that local authorities should plan proactively to meet the development needs of business and support an economy fit for the 21st century. Under Paragraph 21 the document adds that authorities should set out a clear economic vision and strategy for their area which positively and proactively encourages sustainable economic growth; and, set criteria, or identify strategic sites, for local and inward investment to match the strategy and to meet anticipated needs over the plan period. In ensuring the vitality of town centres it states that planning policies should be positive, promote competitive town centre environments and set out policies for the management and growth of centres over the plan period.



Broadway shopping centre

SECTION 5 Thematic Policies: Planning for Prosperity, Economy and Jobs

Policy EC2: Supporting Business and Job Creation

The Council will support the delivery of at least 1600 new jobs annually in the District in the period to 2030 through:

A. Planning for a supply of at least 135 ha of developable employment land over the Local Plan period by allocating a range of sites for general employment purposes. Such land allocated for employment purposes will not be granted permission for alternative uses.

B. Implementing major regeneration initiatives and proposals across the District.

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

OUTCOMES	INDICATORS	TARGETS
Jobs created on allocated employment land	<p>Total employment jobs created, analysed against the employment requirement and the area targets. IND1(EJ)</p> <p>Total employment floorspace created, analysed against the employment requirement and area targets; by type of employment; for the District, DPD area and policy area. Operational</p> <p>Remaining employment land supply, analysed against the employment requirement and area targets; for the District, DPD area and policy area. Operational</p>	<p>Annual delivery of 1600 jobs</p> <p>IND1(EJ)</p>

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

5.1.14

The 2011 Regional Econometric Model projection produced a forecast of 26,726 new jobs by the year 2028, an average of approximately 1572 jobs annually. Employment was anticipated to be driven by growth in the business, professional, finance, service and health sectors with manufacturing experiencing an overall decline. It has been calculated that this job growth equates to 146 hectares of employment land in the B Use Class across the District. However, 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 requirement. Whilst the current economic trend indicates a growth of approximately 1600 jobs per annum (excluding retail and Wholesale - REM June 2014), the theoretical need is potentially much greater. It is estimated that by 2030, a total of 55,298 (15.7%) of the working population will be claiming 'Out of Work' benefits. 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 2030 is 4424 jobs per annum which is in reality, an unattainable aspiration. 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 it is through policy EC2 an attempt is made to mitigate these circumstances.

5.1.15

Whilst the 2011 REM projection produced a requirement for 146 hectares of employment land, recent projections and calculations for the B class uses have been much lower. As Bradford aims to be more aspirational in providing for jobs growth, the requirement for employment land will be based on Bradfords past performance and the development of land for employment uses. General take-up of employment land in the District has been monitored as an annual total since 1993. Up until March 2013 the total take up of allocated employment land has been 258.7 hectares, a yearly average of 12.8 hectares. Development after-use has been monitored since 2001 by Use Class and by location, providing a better analysis of economic performance District wide. Between July 2001 and March 2013, the total amount of land developed for employment purposes under 'Use Classes' B1, B2 and B8 has been 105.8 hectares, an annual average of 9 hectares. During this period, the economy has emerged from the 1991 recession, through the economic peak of 2007/8 and also from the double dip recession of 2009/10. Given the wide range of economic cycles attained, this period provides a reasonable basis for future projection of employment land requirement. Extending forward the average amount of land developed for B class uses of 9.0 hectares to 15 years (the Plan period), this gives a total requirement of 135 hectares. However, this allocated land does not include the anticipated jobs growth in the retail, health and education and service sectors because these uses are usually planned around specific local service needs and local population changes.

5.1.16

The Employment Land Reviews incorporated an assessment of the deliverability and potential market demand of the employment land within the Council's employment land portfolio. This included remaining allocated employment sites from the Replacement Unitary Development Plan together with other sites which had planning backing such as an extant planning permission. The current employment land portfolio as determined at 1st April 2014 amounted to 116.03 hectares in total. This comprises of 106.68 hectares of land allocated in the Replacement Unitary Development Plan together with 9.35 hectares of land with other forms of planning backing such as planning permission. The assessment of this land indicates that, for the purposes of providing a new portfolio of employment land that will endure for the plan period and will secure opportunities for new investment and sustained economic growth, only 51.57 hectares are considered

potentially suitable. Within the Bradford area, where the proposed allocation is at least 100 hectares, the current supply of potential good employment sites is 33.39 hectares, a shortfall of 66.61 hectares. In Airedale, the supply is 18.18 hectares giving a shortfall of 11.82 hectares. There are no sites allocated in Wharfedale of reasonable market demand giving a requirement of 5 hectares. However, these figures will be re evaluated at Allocations stage when the details of all sites will be considered against a broad range of factors including competing demands for other land uses such as housing, infrastructure requirements, environmental impacts, and physical characteristics such as access.

Employment Land Requirement

Introduction

5.1.17 Policy EC3 identifies the potential areas of search for a portfolio of employment sites that are attractive to developers and investors and also provide employment opportunities for the working age population of the District. It sets the contribution each of the constituent geographical areas of the District can make to the supply. It also identifies sources for new sites through extant strategies and regeneration initiatives. The breakdown of the employment land supply for the City of Bradford and the Airedale and Wharfedale corridors is calculated solely on existing population distribution across these individual areas. Wharfedale has a slightly smaller ratio because of the limited developable land area as a result of the Habitats Regulations Assessment.

5.1.18 The policy will contribute to Strategic Core Policy 1 through the management of growth, helping to transform economic and environmental conditions across the District, particularly the identified regeneration areas. It will also support Strategic Core Policies 3 and 4 as it keys into the various programmes and regeneration initiatives and provides a platform for any new strategies that will address economic development. Strategic Core Policy 4 establishes a hierarchy of settlements with key differences in the scale and nature of development envisaged between the different parts of the District and sets priorities for investment decisions. Policy EC3 follows on directly from these principles with the provision of employment opportunities appropriate to the function of each settlement, as described in paragraph 5.1.22. The

policy is also consistent with the Sub Area policies which set the framework for development for the four sub areas of Bradford, Airedale, Wharfedale and the Pennine towns and villages.

5.1.19 The policy also reflects the guidance given in NPPF to planning for and delivering sustainable economic development. Under paragraph 160, the NPPF recommends that Local Planning Authorities should have a clear understanding of business needs within the economic markets operating



5.1.20

in and across their area. To achieve this they should prepare a robust evidence base to understand needs and likely changes in the market. They should use this evidence base to assess the need for land for economic development, the existing future supply of land available and its sufficiency and suitability to meet the identified needs. Policy EC3 is underpinned by the *'Bradford District Employment Land Review'*, *'The Bradford Local Economic Assessment'* and the 2013 Report, *'Understanding Bradford District'*.

Policy EC3 makes provision for selective Green Belt deletions using the 'exceptional circumstances' allowed under Paragraph 83 of NPPF. The 'exceptional circumstances' arise from the need to provide additional jobs through economic growth and inward investment by meeting the development needs of business and supporting an economy fit for the 21st century. It is not only the quantity of available employment land that is important but the quality of supply in the right locations to attract inward investment and provide jobs. The current supply of employment land is largely comprised of small sites and in locations that would provide for local services only. The economic strategy of the Plan is to provide a portfolio of larger, flexible sites in highly accessible locations to meet the demands of modern enterprise.

Policy EC3: Employment Land Requirement

A. The planned requirement for at least 135 ha of employment land within the District will be distributed between the different parts of the District as follows:

- 1. 100 ha within City of Bradford**
- 2. 30 ha in the Airedale Corridor**
- 3. 5 ha in the Wharfedale Corridor**

B. The required employment land to be identified in the allocations DPD 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 current and emerging masterplans including that for the Shipley and Canal Road Corridor (including Manningham), City Plan for Bradford City Centre and the Leeds Bradford Corridor.**
- 5. New sites which are considered suitable for employment use.**

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 International Airport and Apperley Bridge Rail Station.**
- 2. Within South East Bradford**
- 3. East and North East of Keighley**

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OUTCOMES	INDICATORS	TARGETS
<p>Employment land developed for employment purposes</p> <p>Maintaining a supply of employment land in the right locations</p>	<p>Total employment floorspace created, analysed against the employment requirement and area targets; by type of employment; for the District, DPD area and policy area. Operational</p> <p>Remaining employment land supply, analysed against the employment requirement and area targets; for the District, DPD area and policy area. Operational</p>	
LEAD ROLES	MAIN MECHANISMS	
<p>Bradford MDC</p> <p>Developers</p>	<p>Proactively manage all planning applications and the allocation of land</p>	

5.1.21 For the spatial distribution of employment land, the City of Bradford is taken as a single spatial entity and includes Shipley. 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 local residents with a reasonably even level of access to new employment opportunities.

5.1.22 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

Sustainable Economic Growth

Introduction

- 5.1.23 **A strategy for economic growth is more than provision of new sites for employment purposes. It is also about managing the existing commercial stock, retaining its function and ensuring that it continues to provide job opportunities for the District's residents as well as investment potential for the District's entrepreneurs. It is important therefore that the District can create the right conditions and provide the opportunities for sustainable economic growth. This 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. The policy will help ensure that the right type of economic development is directed to the most appropriate locations and is in keeping with the local environment.**
- 5.1.24 The policy is aligned with the other broad policy areas of the Core Strategy, both at strategic level and sub area level. It conforms to the Spatial Vision and its broad objectives of exploiting the role of the City of Bradford and the towns along Airedale and Wharfedale as dynamic locations of choice for economic growth and investment.
- 5.1.25 Policy E4 is consistent with the NPPF guidance where planning policies should seek to address potential barriers to investment. NPPF states in paragraph 21 that in drawing up Local Plans, local planning authorities should:
- set criteria, or identify strategic sites, for local and inward investment to match the strategy and to meet anticipated needs over the plan period;
 - support existing business sectors, taking account of whether they are expanding or contracting and, where possible, identify and plan for new or emerging sectors likely to locate in their area. Policies should be flexible enough to accommodate needs not anticipated in the plan and to allow a rapid response to changes in economic circumstances;
 - plan positively for the location, promotion and expansion of clusters or networks of knowledge driven, creative or high technology industries;
 - identify priority areas for economic regeneration, infrastructure provision and environmental enhancement; and
 - facilitate flexible working practices such as the integration of residential and commercial uses within the same unit.
- 5.1.26 NPPF adds in paragraph 28 that planning policies should support economic growth in rural areas in order to create jobs and prosperity by taking a positive approach to sustainable new development.
- 5.1.27 Criterion D recognises that there are key locations within the main urban areas where existing industrial and business uses predominate. 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

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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.

Policy EC4: Sustainable Economic Growth

The Council through planning and development decisions and supporting economic development tools will seek to manage economic and employment growth in a sustainable manner. These mechanisms will include:

- 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:
 - 1. Location**
 - 2. Accessibility**
 - 3. Adjacent land uses**
 - 4. Environmental impacts**
 - 5. Market significance – where it can be shown that the site has been continuously marketed for employment uses at local land values for a period for at least 2 years.****
- D. Identifying Strategic Employment Zones within the Allocations DPD and Area Action Plan DPD's 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 , support for live – work opportunities and through the extension of high speed broadband to rural communities.**



H. Supporting the provision of live- work premises.

I. Ensuring that new developments of more than 1000 sq metres of non residential floorspace will meet 'BREEAM Very Good' standards on buildings and by 2019 will meet 'BREEAM EXCELLENT' unless, having regard to the type of development involved and its design, this is not feasible or viable.

OUTCOMES	INDICATORS	TARGETS
	Process policy, no indicators	

5.1.28

Implementation of the Policy will be carried out initially by the Council, ensuring there is an adequate supply of employment sites and suitable locations to accommodate future economic development proposals as set out in Policy EC3. Those aspects of the policy relating to the appropriateness of development and their conformity to the wider Policy framework of the Core Strategy will be enforced through the Councils Development Management process when development proposals or changes of use are submitted to the Council for approval. Policy EC4 links to those policies within the strategy and the NPPF which set out the physical, social and environmental criteria against which all new proposals are tested.

City, Town, District and Local Centres

Introduction

5.1.29

The role and performance of the City, District, Town and Local centres is important to a prosperous District. Town centres are at the heart of their communities and are centres of economic activity including retail, leisure, residential and community provision with accessible public transport connections. The following policy sets out the network and hierarchy of centres and the role each will play including the type and scales of development appropriate in each centre. Policy EC5 delivers on Core Strategy Spatial Objective 6, 7 and 10.

5.1.30

In line with the National Planning Policy Framework paragraph 23 - 27, Policy EC5 seeks to ensure the continued vitality of town centres beyond just retail. The policy defines a hierarchy of centres and sets local threshold when assessing the impact of planning application for retail, leisure and office development in an edge of centre or out of centre locations.

5.1.31

Continued regeneration of existing city and town centres across Bradford District is a Council priority as highlighted in the Bradford Community Strategy 2011-2014. Policy EC5 will therefore support town centre regeneration programmes in order to create a prosperous district.

5.1.32

The Council has prepared a Bradford District Retail & Leisure Study (May 2013) in order to assess the vitality and viability of existing centres and assess the capacity and need for

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additional retail and commercial leisure (cinema, bingo, bowling sectors only) floor space. The Bradford District Retail & Leisure Study has provided the evidence base for Policy EC5.

- 5.1.33 The Study has highlighted that due to the current market conditions and the growth of internet sales, there is sufficient retail floor space in the District (if all extant planning permissions for convenience and comparison retailing across the District are implemented) up to 2028 based on the current market share being retained.
- 5.1.34 The Council will therefore seek to prioritise city and town centres and focus on delivery of these extant planning permissions to ensure that all of the identified residual capacity up to 2028 is met in order to serve the future shopping needs of the District's community. The Council's priority is to retain its focus of resources on the implementation of The Broadway Shopping Centre redevelopment with its development partners. The Broadway Shopping Centre will meet the city centre capacity for comparison shopping and is essential to help transform Bradford as a major shopping destination and enhance market share.
- 5.1.35 The delivery of the proposed Worth Valley Shopping Centre in Keighley, the proposed supermarket at the former Bradford and Bingley Building Society headquarters in Bingley and the proposed Tesco supermarket in Ilkley will ensure that all of the retail floor space capacity in these town centres are fully met.
- 5.1.36 The Council will continue to assess the retail needs and capacity of the District and will take a proactive approach in relation to any future opportunities that may arise for new comparison and convenience retail developments, based on the location of such proposals, and the qualitative and economic benefits which occur from development.
- 5.1.37 Based on the market share analysis drawn from the 2012 household survey and data on recent trends for commercial leisure facilities, the Bradford District Retail & Leisure Study has concluded that the existing commercial leisure facilities (cinema, bingo, bowling sectors only) in the District are satisfactory and the principal focus for the Council should be on retaining these facilities over the plan period.
- 5.1.38 The Council recognises that there is scope to diversify the city and town centres and improve the evening economy through the promotion and enhancement of leisure and cultural facilities which will complement the role and function of city and town centres. There are opportunities to improve the quality and the range of restaurants, bars, public houses and evening entertainment uses within the city and town centres.
- 5.1.39 The Council will continue to assess the commercial leisure needs and capacity of the District and will take a proactive approach in relation to



Photo: George Wood Photography

Photo top: The Alhambra Theatre, Bradford City Centre.
Photo above: Sunbridge Wells underground retail complex.

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any opportunities that may arise for commercial leisure developments, based on the location of such proposals, and the qualitative and economic benefits which occur from development.

- 5.1.40 Policy EC5 links to Strategic Core Policy 1 and 4, BD1, AD1, WD1, PN1 and will enhance the role and function of existing and proposed new centres within the City of Bradford, Airedale and Wharfedale and South Pennines. Policy EC5 will ensure that the city centre and principal town centres have a competitive role and function within the Bradford and wider LCR economy in support of EC1. It will also support the diversity of existing city and town centres through the use of simplified planning guidance and Local Development Orders in support of ID6.
- 5.1.41 Policy EC5 complies with NPPF paragraph 23 - 27 as it establishes a hierarchy of centres and sets local threshold when assessing the impact of planning application for retail, leisure and office development in an edge of centre or out of centre locations.
- 5.1.42 In line with paragraph 160-161 of the NPPF, the Council has a clear understanding of land or floor space for economic development, including both the quantitative and qualitative needs for all foreseeable types of economic activity over the plan period, including for retail and leisure development. The Council, through the Bradford District Retail & Leisure Study and the Annual Retail Floor Space Monitoring Update Report also understands the role and function of town centres and the relationship between them, including any trends in the performance of centres.
- 5.1.43 The Bradford District Retail & Leisure Study is the key evidence underpinning Policy EC5.

Policy EC5: City, Town, District and Local Centres

Planning decisions, plans, town centre strategies, investment decisions and programmes should seek to sustain and enhance the vitality and viability of a network and hierarchy of centres in the Bradford District (Figure EC1) by ensuring that new, appropriate scale of retail, leisure and office development is encouraged in sequentially preferable locations. Allocations, designations and associated development management policies on centre boundaries, primary shopping areas, primary and secondary shop frontages and sites (expansion areas) 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 significant offices, residential, convenience and comparison retail including the traditional (and specialist) markets, leisure, entertainment, arts, culture, tourism, intensive sports 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, residential, convenience and comparison retail, including the traditional



SECTION 5 Thematic Policies: Planning for Prosperity, Economy and Jobs

(and specialist) markets, leisure, entertainment, arts, culture and tourism, intensive sports and recreation uses that are appropriate to the centres, provided proposals do not have a significant adverse impact upon the vitality and viability of Bradford City Centre and other nearby Town Centres.

C. The District Centres of Five Lane Ends, Girlington, Great Horton, Greengates, Thornbury, Tong Street, Odsal, should be the focus for convenience retail and limited comparison retail and a range of non retail services such as banks, building societies, restaurants, cafes and local public facilities in order to enable people to meet their day to day needs and minimise their need to travel, provided proposals do not have a significant adverse impact upon the vitality and viability of Bradford City Centre and other nearby Town Centres.

D. The following 46 Local Centres within urban areas and villages should be the focus for appropriately sized local supermarkets and a variety of small shops of a local nature to meet people's day to day needs and minimise their need to travel.

Addingham, Allerton, Baildon, Barkerend Road, Bolton Junction, 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, Silsden, Steeton with Eastburn, Sticker Lane, Thornton, Undercliffe, White Abbey Road, Wibsey, Wilsden, Wrose, Wyke.

E. The sequential test will apply to all planning applications for main town centre uses that are not in an existing centre and are not in accordance with the Development Plan Documents. Main town centre uses (as defined in NPPF Annex 2) should be located in centres, then in edge of centre locations and only if suitable sites are not available should out of centre sites be considered. When considering edge of centre and out of centre proposals, preference will be given to accessible sites that are well connected to the centre. Applicants and the Council will demonstrate flexibility on issues such as format and scale. The sequential test will not be applied to applications for small scale rural offices or other small scale rural development.

F. When assessing applications for retail, office and leisure development not in accordance with the Development Plan Documents and in an edge of centre or out of centre location, the Council will require an impact assessment if development is over:

1. 1,500 square metres gross of floor space for Bradford city centre
2. 1,000 square metres gross of floor space for Keighley, Shipley, Bingley, Ilkley
3. 500 square metres gross of floor space for District Centres.
4. 200 square metres gross of floor space for Local Centres.



This should include assessment of:

- i) The impact of the proposal on existing, committed and planned public and private investment in a centre or centres in the catchment area of the proposal, or on the role of centres; and
- ii) The impact of the proposal on town centre vitality and viability, including local consumer choice and trade in the town centre and wider area, up to five years from the time the application is made. For major schemes where the full impact will not be realised in five years, the impact should also be assessed up to ten years from the time the application is made.

Where an application fails to satisfy the sequential test or is likely to have significant adverse impact on one or more of the above factors, it should be refused. It is for the applicant to demonstrate compliance with the sequential test and/or impact test. Failure to undertake a sequential assessment and/or impact assessment could in itself constitute a reason for refusing permission. The sequential test and impact test should be undertaken in a proportionate and locally appropriate way, drawing on and sharing existing information where possible. The applicants and the Council should seek to agree the scope, key impacts for assessment, potential suitability of alternative sites and level of detail required in advance of applications being submitted.

G. Retail development will only be permitted outside of the Primary Shopping Areas as defined in the Allocations DPD, Bradford City Centre AAP and Shipley Canal Road Corridor AAP if the following criteria are satisfied:

1. The proposed development is of an appropriate scale;
2. There are no alternative central sites within the primary shopping areas which are suitable, viable or available, with preference then given to expansion areas, edge of centre sites before out-of-centre site are then considered.
3. The proposed development will not have a significant adverse impact on the vitality and viability of existing Town, District and Local Centres; and
4. The proposed development is accessible to all modes of transport, especially public transport.

H. Proposals for leisure, office and other main town centre uses will only be permitted on sites outside the city, town and district centre boundaries (as defined in the Allocations DPD, Bradford City Centre AAP, Shipley & Canal Road Corridor AAP) if:

1. The scale of the proposed development is of an appropriate scale;
2. There are no alternative central sites within the city, town or district centre boundaries which are suitable, viable or available, with preference then given to expansion areas, edge of centre sites before out-of-centre site are then considered;
3. The development will not have an significant adverse impact on the vitality and viability of any existing city, town or district centre;



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4. The proposed development is accessible to all modes of transport, especially public transport;
5. The proposed development would not result in unacceptable highway impacts;
6. The development would not undermine the economic development strategy of the Core Strategy DPD.

I. Small Shop Units (under 150 square metres gross of floor space) within walking distance of most residential properties 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 a significant adverse impact on the vitality and viability of the network and hierarchy of City, Town, District and Local Centres.

J. Office, residential uses, community and cultural facilities and services at ground and upper floor levels within the above centres will be encouraged, provided they do not have a significant adverse impact on the retail function of the Primary Shopping Area.

K. Healthcare services and educational facilities at ground and upper floor levels within the above centres will be encouraged, provided they do not have a significant adverse impact on the retail function of the Primary Shopping Area.

L. Development, environmental enhancements, accessibility improvements, town centre management strategies 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.

OUTCOMES	INDICATORS	TARGETS
Bradford City Centre and the town centres of Keighley, Ilkley, Bingley and Shipley are the focus for services and activities which generate a high level of people movement	Vitality and viability assessments of the hierarchy of centres. IND2(EJ)	To meet the retail and leisure needs of the District IND2(EJ)
Vibrant and successful City, Town, District and Local Centres have been developed in the District.		

LEAD ROLES	MAIN MECHANISMS
Bradford MDC Developers	Bradford MDC Development Management Bradford MDC Development Plan Bradford MDC – Economic Strategies and Masterplans Leeds City Region Investment Plans Bradford District Partnership – Community Strategy

Key Linkages for Economy, Retail and Centres

EVIDENCE
Employment Land Review Local Economic Assessment Understanding Bradford District Report Retail and Leisure Study

NPPF
Policy EC1 complies with NPPF <i>paragraphs 17 - 21</i> Policy EC2 complies with NPPF <i>paragraphs 18, 20, 21 and 23</i> Policy EC3 complies with NPPF <i>paragraphs 82, 83 and 160</i> Policy EC4 complies with NPPF <i>paragraphs 21 and 160</i> Policy EC5 complies with NPPF <i>paragraph 23 - 27</i>

- 5.1.44** The Bradford District Retail and Leisure Study (2013) as the evidence base, has informed Policy EC5 City, town, district and local centres. 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 heart of their local communities and efficient hubs of connected economic activity, accessible by public transport.
- 5.1.45** 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 and future investment. This focus must apply to all uses which generate large numbers of people movements, not just those traditionally associated with economic regeneration of town centres. The most competitive cities are doing the most to improve the quality and distinctiveness of their places and infrastructure.
- 5.1.46** Policy EC5 should be used to align regeneration plans and programmes as well as development management decisions in order to sustain the vitality and viability of the network and hierarchy of centres within the Bradford District.
- 5.1.47** Mayo Avenue is listed as a district centre within the Replacement Unitary Development Plan. Through Policy EC5.C, Mayo Avenue is de-listed as a district centre as it does not

SECTION 5 Thematic Policies: Planning for Prosperity, Economy and Jobs

have the necessary range of retail and non-retail service 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 centre destination. (See paragraph 11.07, *Bradford District Retail & Leisure Study, 2013*).

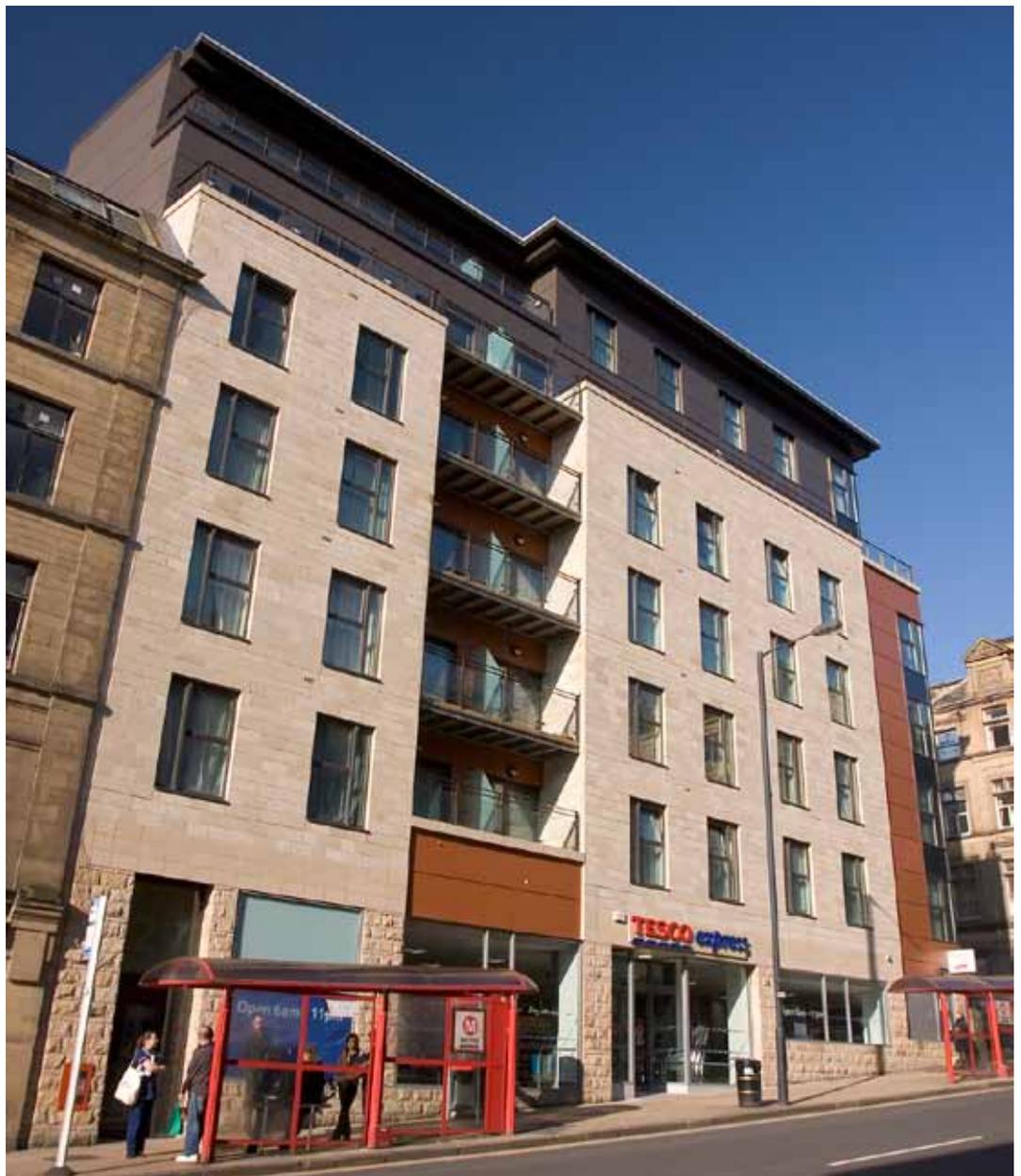
- 5.1.48 Bankfoot (Manchester Road) is listed as a local centre within the Replacement Unitary Development Plan. Through Policy EC5.C, Bankfoot (Manchester Road) is elevated up the hierarchy from local centre to district centre and renamed Odsal District Centre to serve South Bradford. The Richard Dunn 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 public facilities such as medical centre, bus terminus etc (See paragraph 11.08, *Bradford District Retail & Leisure Study, 2013*). Policy EC5 should be used to support the above uses at the new Odsal District Centre through the redevelopment of the Richard Dunn Sports Centre site and adjoining land in order to meet the needs of residents in South Bradford.
- 5.1.49 Sandy Lane is listed as a local centre within the RUDP. Sandy Lane has been de-listed as a local centre through Policy EC5.D due to lack of facilities and services. Sandy Lane is considered a small parade of shops of purely neighbourhood significance. (See paragraph 11.09, *Bradford District Retail & Leisure Study, 2013*).
- 5.1.50 In accordance with NPPF paragraph 26 and best practice, the Bradford District Retail & Leisure Study has confirmed that it is appropriate to identify thresholds for the scale of edge of centre and out of centre development which should be subject to an impact assessment. The Study has concluded that the nationally set default threshold of 2,500 sq m (See paragraph 26 of the NPPF) is not appropriate for all types of centre across the Bradford District. The Council therefore considers it appropriate to adopt a tiered approach, whereby the threshold applied to planning applications at edge of centre and out of centre locations varies in relation to the role and function of the particular centre. The proposed thresholds at City, Town, District and Local Centre level are considered to reflect the relatively small size of some of the centres at the lower end of each level of the retail hierarchy and their consequent potential susceptibility to alternative out of centre provision.
- 5.1.51 At Policy EC5.F, a series of locally set thresholds for impact assessments for town centres uses in edge of centre or out of centre locations have been informed by analysis of the hierarchy of retail centres. Through Policy EC5.F, the Council will expect impact assessments to be proportionate to the nature and scale of the development proposal. (See paragraph 11.9 - 11.22 (*Bradford District Retail & Leisure Study, 2013*)).
- 5.1.52 The Council, through Policy EC5.I recognises (*with reference to paragraph 38 of the NPPF*) that as part of existing and new residential developments, there is a need to promote a mix of uses in order to provide opportunities to undertake day to day activities, including work. Policy EC5.I therefore permits small shop units (under 150 square metres gross of floor space) which are of purely neighbourhood significance within walking distance of most properties provided that the development will not lead to the creation of a shop or a group of small shops which collectively would have a significant adverse impact on the vitality and viability of the network and hierarchy of centres. Small shop units will be particularly valuable in rural areas of the District where they can help to maintain rural services and support a thriving rural economy. Proposals for small shop units under 150

SECTION 5 Thematic Policies: Planning for Prosperity, Economy and Jobs

square metres gross of floor space are unlikely to prejudice the overall pattern of shopping provision or have a significant adverse impact on the network and hierarchy of city, town, district and local centres.

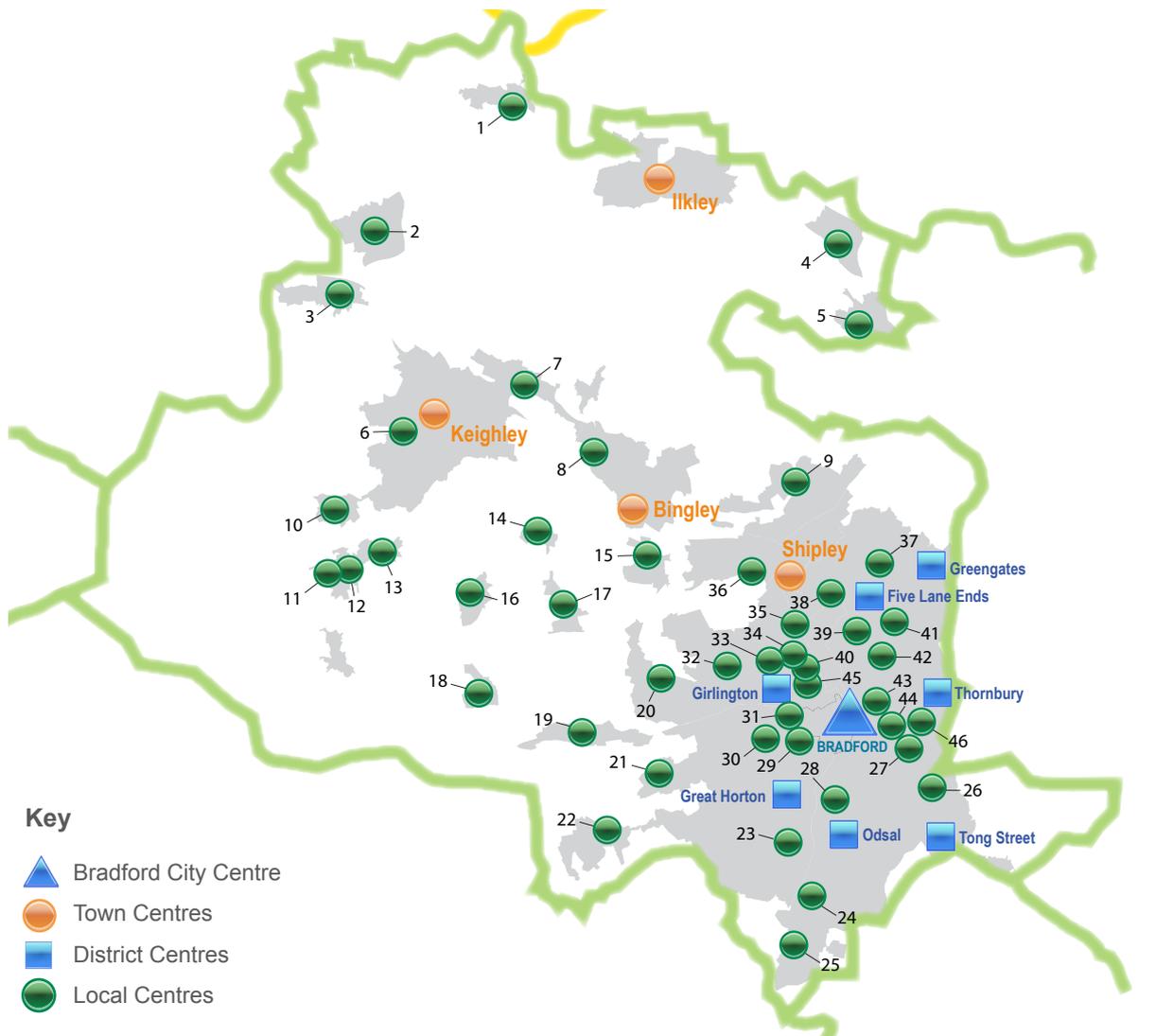
5.2.1

The Council is adopting a proactive and positive approach to proposals which diversify the range of uses on the high street and the role and function of centres, beyond retail. Policy EC5.J and EC5.K encourages office, residential, community and cultural facilities and services, health and education provision on the ground and upper floor levels within each of the centres, provided that they do not have a significant adverse impact on the retail function of the primary shopping area.



Empress building, Sunbridge Road - city centre living

Fig EC1: Network and Heirarchy of Centres



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- | | | |
|---|-----------------------------------|----------------------------------|
| 1. Addingham | 17. Wilsden | 33. Duckworth Lane |
| 2. Silsden | 18. Denholme | 34. Oak Lane, Manningham |
| 3. Steeton with Eastburn | 19. Thornton | 35. Frizinghall |
| 4. Burley-in-Wharfedale | 20. Allerton | 36. Saltaire |
| 5. Menston | 21. Clayton | 37. Idle |
| 6. Fell Lane / Oakworth Road (Keighley) | 22. Queensbury | 38. Wrose |
| 7. Riddlesden | 23. Wibsey | 39. Bolton Junction |
| 8. Crossflatts | 24. Low Moor | 40. Carlisle Road / Whetley Hill |
| 9. Baildon | 25. Wyke | 41. Eccleshill |
| 10. Oakworth | 26. Holme Wood | 42. Undercliffe |
| 11. Haworth (Main Street) | 27. Sticker Lane | 43. Barkerend Road |
| 12. Haworth (Mill Hey) | 28. Marshfields (Manchester Road) | 44. Leeds Road |
| 13. Cross Road (Keighley) | 29. Horton Grange | 45. White Abbey Road |
| 14. Harden | 30. Lidget Green | 46. Laisterdyke |
| 15. Cottingley | 31. Princeville | |
| 16. Cullingworth | 32. Heaton | |

Section 5: Thematic Policies

Planning for Prosperity

5.2 Transport and Movement

This section includes policies which relate to transportation, movement and connectivity including::

- Travel reduction and modal shift;
- Parking;
- Public transport, cycling and walking;
- Tourism;
- Improving connectivity; and
- Freight, transport investment and aircraft safety.

Introduction

- 5.2.1** The Transportation and Movement Policies contained in this Plan have been influenced not only by the spatial, economic and social considerations set out in the Plan itself but by existing transport policy and strategy.
- 5.2.2** The Leeds City Region Transport Strategy, which was approved in 2009, identifies that transport investment in the Leeds City Region is vital to facilitate economic recovery, helping to put in place the underlying conditions for economic competitiveness, and to meet increasing demand for travel that will stem from future growth. The Strategy aims to support the current economic and social roles and functions of key locations in the City Region, and to help stimulate and accommodate planned development and change.
- 5.2.3** The third West Yorkshire Local Transport Plan 2011 - 2026 (LTP3) identifies three key objectives:
- 1. To improve connectivity to support economic activity and growth in West Yorkshire and the Leeds City Region.**
 - 2. To make substantial progress towards a low carbon, sustainable transport system for West Yorkshire, while recognising transport's contribution to national carbon reduction plans.**
 - 3. To enhance the quality of life of people living in, working in and visiting West Yorkshire.**
- 5.2.4** An efficient and effective transport system supporting the key principles of connectivity, accessibility and sustainability is vital to delivering the overall Spatial vision. Delivery of the Local Plan will perform a vital role in helping to achieve the strategy and objectives set out above.
- 5.2.5** Major transport infrastructure priorities have been identified across West Yorkshire and York which would be delivered through a 'West Yorkshire Plus' Transport Fund that would provide significant transport investment from a range of local and national sources. The key objective of the Fund is to increase GVA across the sub region but there is also a focus on improving accessibility of the more deprived areas to ensure that the benefits of economic growth are shared more equitably. Smaller scale but still critical transport infrastructure and initiatives will be delivered through the Local Transport Plan Implementation Plans and through accessing government grants and third party contributions.
- 5.2.6** The transport network in the urban area of Bradford City is strongly characterised by a radial pattern of routes leading to the city centre, though there is also an outer and an inner ring road. The main routes to the north of the District follow or link Airedale and Wharfedale and there is also an important network of routes serving Keighley and smaller settlements to the west of the District. There are over 1900km of roads in Bradford District, which it is the responsibility of the Council to maintain. Many of the key routes in the District are congested at peak times with some also suffering congestion in the off peak periods.
- 5.2.7** There is an extensive public transport network across the District including a well used local rail system serving Airedale and Wharfedale and directly linking to Leeds, Calderdale

SECTION 5.2 Planning for Prosperity - Transport and Movement

and Greater Manchester. At peak times there is crowding on some rail services and the quality of the rolling stock on the Caldervale line is poor. 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, though in common with other parts of West Yorkshire bus use has been declining in recent years and there have been some service cuts that have further discouraged the use of buses for travel.

5.2.8 Bradford District suffers from poor air quality in some areas as a result of traffic and congestion. The Transportation and Movement policies within this section complement Policy EN8 on Environmental Protection and Air Quality and will help to address the negative impacts that Transport has on the environment and public health through emissions.

5.2.9 Within the above context, economic growth in the District, a growing population and the consequential need for more housing will significantly affect travel patterns. This could lead to increased demands on the transport network and increases in congestion from future road traffic growth if increases in car use and road freight are not managed through appropriate policies and interventions.

5.2.10 The Core Strategy provides an integrated strategy for providing development in optimum locations which aim to reduce the number and length of car and freight journeys and maximise opportunities for the use of sustainable modes of transport. This will assist in reducing the negative impact of transport on the environment and positively contribute to quality of life. As well as addressing connectivity and transport issues within the District the Local Plan also needs to ensure that connections between Bradford District and the rest of Leeds City Region, National and International locations are maintained and strengthened, supporting Bradford's economic growth. 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 International Airport.



Hyperlink - connecting Bradford and Leeds

5.2.11 The need to address equality issues has been identified both nationally 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, thus helping to ensure an improved quality of life for all citizens of the District.

5.2.12 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 Local Plan.

Travel Reduction and Modal Shift

- 5.2.13 Addressing traffic growth and congestion is a major issue for the District. 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 Core Strategy 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 or close to a range of services; and introduce measures aimed at achieving a shift away from traditional models of vehicle use. Policy TR1 covers the specific contribution that transport planning makes to effect modal shift and travel reduction. This policy is linked to and dependent on the application of the subsequent policies around demand management and network management and enhancements.
- 5.2.15 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, the highway network will become further congested and economic growth will be stifled. 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 highway capacity. For this reason the locational guidance in policy TR1A and the pursuit of stronger demand management as the economy recovers will be critical to the successful integration of land use and transport planning strategies.
- 5.2.16 The strategic road network is the responsibility of the Highways Agency. The Department for Transport circular 02/2013 provides information on the Highways Agency's responsibility for the Strategic Road Network and how it can support the delivery of sustainable development. In this context the Council, as well as developers will need to engage with the Highways Agency at the earliest opportunity so that impact of development on the M606 corridor is minimised. This engagement will focus:
- a) 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;
 - b) through consideration of the Highways Agency's suite of integrated demand management measures.
- 5.2.17 Greater use of walking and cycling as modes of transport, particularly over short distances, requires encouragement and investment. 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, whilst 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 spaces for pedestrians and cyclists should be supported through the planning system.
- 5.2.18 Transport assessments/statements and travel plans should be produced for all new build developments and change of use developments that would lead to a potential increase in trips or changes in travel movements. These should be prepared to Government best practice guideline standards current at time of submission, which would include a range of measures to encourage use of sustainable travel modes. The development,

implementation and enforcement of travel plans are an essential component of the process of determining planning applications.

5.2.19

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. Policy TR1 sets out a variety of potential demand management mechanisms to encourage travel reduction and modal shift. These measures will be investigated where appropriate within the context of the Local Plan development proposals. A further important consideration is the encouragement of the take up of alternative fuels and a key element of this is the provision of charging facilities and other infrastructure which will provide confidence for drivers to invest in more sustainable vehicles.

Policy TR1: Travel Reduction and Modal Shift

The Council through planning and development decisions and transport policies will aim to reduce the demand for travel, encourage and facilitate the use of sustainable travel modes, limit traffic growth, reduce congestion and improve journey time reliability. These will include:

- A. Development to be appropriately located to ensure that the need to travel is reduced, the use of sustainable travel is maximised, and the impact of development on the existing transport networks is minimal. (Allocation DPD, Area Action Plan DPDs, and individual planning applications, will be informed by government policy and public transport Accessibility Standards in Appendix 3 and be accompanied by Transport Assessments and Travel Plans).**
- B. The Council will seek the effective and efficient management of the existing transport networks (strategic and local highway, rail, bus, and cycle and walking routes) to address congestion and encourage modal shift to sustainable transport modes. This will include prioritisation of appropriate sustainable transport modes on the highway, through measures such as HOV lanes, bus priority and cycle lanes.**
- C. Influence travel behaviour through the requirement for all new build and change of use developments (above thresholds set out in the latest DfT guidance) which lead to a potential increase in movements to provide an approved transport assessment / statement and Travel Plan in accordance with DfT guidance.**
- D. Travel Demand (particularly single occupancy car use) will be managed through application of parking policies (TR3), and the use of existing powers to explore innovative demand management measures, where local conditions are appropriate, in conjunction with the introduction of sustainable travel initiatives and enhancements.**



SECTION 5.2 Planning for Prosperity - Transport and Movement

E. Identify, protect and develop appropriate facilities and high quality infrastructure for active travel modes (walking, cycling and horse riding). Including identified strategic routes and networks as well as local routes and links where opportunities arise, linking into national and regional routes. Provide appropriate facilities for active travel modes at new developments, including but not exclusively cycle parking, and changing facilities along with safe and attractive routes within developments.

F. A key factor in encouraging the wider take up of alternative fuels, technologies and vehicle ownership and use models is the implementation of the associated recharging, refuelling and other infrastructure. Proposals to implement such infrastructure, for example Electric Vehicle (EV) charging points, through the development process will be explored and supported where viable.

G. Encourage development that reduces travel needs through the promotion of home working and live/work

OUTCOMES	INDICATORS	TARGETS
Developments are located in areas with good accessibility to services and facilities by sustainable modes	Accessibility of new housing, employment and retail schemes by public transport IND3(TM).	All new developments meet accessibility standards or provide mitigating measures IND3(TM)
New developments have high levels of sustainable transport use and there has been modal shift to sustainable transport modes in the District	Modal split between different modes of transport. IND4(TM)) Implemented travel plans Operational	To increase the proportion of trips made by sustainable modes to 41% (WY LTP target) IND4(TM))
A network of alternative fuels and technologies is developed across the District	EV Charging points and other alternative fuel provision Operational Car Clubs Operational	

LEAD ROLES	MECHANISMS
Bradford Council	Local Plan & Development Management Monitoring of Travel Plans Implementation of transportation schemes in line with strategy and plans (LTP, WY+ TF)



LEAD ROLES	MECHANISMS
Metro West Yorkshire Integrated Transport Authority (ITA)	Local Transport Plan West Yorkshire plus Transport Fund (WY+TF) (including Leeds City Region) Tendered Services Rail Plan
Bus and Rail Operators	Non tendered Public Transport (PT) services
Highways Agency	Strategic Highway Network investment plans and strategies

5.2.20 The location of major developments will be informed through the use of accessibility mapping techniques and in consultation with Metro who have an overview of public transport provision across West Yorkshire.

5.2.21 Policy TR1 is consistent with the approach being taken through the West Yorkshire Local Transport Plan in which there is a clear emphasis on managing the network through a Network Management Plan.

5.2.22 The District's Cycling Strategy contains a delivery plan which will assist in encouraging modal shift to cycling for employment, training and leisure purposes. Work is also being undertaken through the Local Transport Plan and various health initiatives on promoting walking as a transport mode for shorter journeys.

5.2.23 Travel Plans should demonstrate a firm commitment by both developers and occupiers to minimise and reduce the number of single occupancy car trips generated by or attracted to the site(s) and set out the mechanisms by which the availability and capacity of sustainable transport modes will be maximised as well as initiatives to reduce travel to the site. The Travel Plan should set mode share and trip targets by mode and identify a monitoring and evaluation regime in line with the requirements of membership to the WY Travel Plan Network for employment sites and as appropriate for residential and other developments. The Council will work with the Highways Agency and Metro to advise developers and occupiers how to prepare, implement, monitor, review and update Travel Plans to support their site.

Parking Policy

5.2.24 Parking strategies are a key element in the suite of measures the Council can use to effect modal shift and manage demand. 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.

SECTION 5.2 Planning for Prosperity - Transport and Movement

- 5.2.25 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 have been modified in light of NPPF and local circumstances as set out in Appendix 4 and will be used in the Local Plan, as indicative parking standards allowing flexibility in how the parking standards are employed to maximise sustainable travel.
- 5.2.26 A number of transport operators (Network Rail, rail operators, Metro and airports) also operate car parks and these should be managed and enhanced to complement the approach of the Local Plan and Local Transport Plan. Park and Ride sites have the potential to complement local parking policies. 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.
- 5.2.27 It is important that parking is located within new developments so that it supports the overall quality of the area and does not detract away from the character and quality of street scenes. Poorly designed arrangements can dominate street scenes and make for poor pedestrian environments. Large surface car parks and buildings set back behind driveways should be avoided. More appropriate solutions can involve below buildings parking, courtyards and on-street parking. Provision of surface car parking should be designed within the overall landscaping of the development and should create quality place.

Policy TR2: Parking Policy

The Council through planning and development decisions and transport policies will seek to manage car parking to help manage travel demand, support the use of sustainable travel modes, meet the needs of disabled and other groups whilst improving quality of place. These to include the following mechanisms:

- A. The assessment of new developments against indicative parking standards contained in Appendix 4.**
- B. A progressive reduction in long stay parking in town centres and other highly accessible locations (other than at railway stations to serve rail users and at other locations serving a park and ride function) and transfer of some parking 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 in town centres and other highly accessible locations, 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. Provision of rail and bus based park and ride facilities (including necessary bus priority measures to achieve journey time savings) will be appropriate where they are financially viable, support the use of public transport and help reduce congestion (and where on the rail network do not add to existing capacity problems).**



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 modes.

F. Improve the quality of parking in the city and town centres for shoppers and other short stay uses so that it is convenient, safe and secure. Parking charges that are appropriate, related to demand, and that do not undermine the vitality of town centres with differential pricing being used to discourage all-day parking. Associated proportionate parking enforcement will be undertaken to ensure the effectiveness of the Policy.

G. Require new developments to take a design led approach to parking which is well integrated within the overall layout so that it supports the street scene and local character, and creates a safe and pleasant environment even in parking areas.

OUTCOMES	INDICATORS	TARGETS
Parking demand is managed across the District	Parking Standards Operational	
Opportunities for Park and ride are enhanced across the District to promote sustainable travel options	No and Type of Park and Ride Sites Operational	

LEAD ROLES	MAIN MECHANISMS
Bradford Council	Local Plan & Development Management Implementation of transportation schemes in line with strategy and plans (LTP, WY+ TF)
Metro ITA	Local Transport Plan WY+TF Rail Plan

5.2.28

The flexibility proposed in the parking standards will allow the Council to respond appropriately to the location and nature of proposed developments.

5.2.29

The availability of long and short stay parking within the city and town centres will be monitored to ensure that it is responsive to demand for short stay parking whilst discouraging longer term commuter parking. The West Yorkshire Local Transport Plan and West Yorkshire Plus Transport Fund include provision for additional parking at stations where feasible and necessary.

5.2.30

The Council's Street Design Guide will provide further guidance for developers on appropriate parking layouts.

Public Transport, Cycling and Walking

- 5.2.31** Strengthening public transport and opportunities for walking and cycling is essential for the delivery of the Local Plan and to address existing problems of congestion and accessibility. This could include improvements to capacity, quality and/or journey time reliability. 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. Improvements to walking and cycling routes and networks are also required to enable shorter journeys to be made by these modes and facilitate high quality multi modal interchange opportunities.
- 5.2.32** Planned enhancements to public transport are set out in the West Yorkshire Local Transport Plan, Rail Plan 7, the West Yorkshire Plus Transport Fund as well as in the Local Infrastructure Plan. The Local Transport Plan sets out the core bus network along with the rationale for a number of public transport hubs, that reflect interchange opportunities within the District and local centres. Strategic improvements to walking and cycling are also set out in the Local Transport Plan, Local Infrastructure Plan and Bradford's Cycling Strategy. Localised improvements will also be sought through the planning application process, through the design and layout and of high quality developments as set out in policy TR3 below.
- 5.2.33** The public transport framework set out in Policy TR3 is complemented by public transport accessibility criteria in Appendix 3 that define 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. The transport accessibility criteria will be used to prepare the Allocations DPD, the Area Action Plan DPDs, the Local Infrastructure Plan and LTPs, in order to identify highly accessible locations for development along with mitigation measures required to enable sustainable development.



Manchester Road foot and cycle bridge opening day

Policy TR3: Public Transport, Cycling and Walking

The Council through planning and development decisions and transport policies will safeguard and improve public transport, walking and cycling infrastructure and services through the following measures:

A. The accessibility standards, (as set out in Appendix 3), along with the key transport networks for highway and bus (as identified in LTP 3 Appendix C) and the rail network, will be used to guide the allocation and phasing of development sites in Allocations DPD and the Area Action Plans DPD. Development should make use of walking, cycling and existing public transport services or provide a focus and investment for viable new services.

B. Development should support the enhancement of public transport infrastructure and services where viable and necessary.

C. Public transport provision should be improved throughout the District in line with the priorities set out in LTP 3, Railplan 7 and the Leeds City Region Transport Strategy, along with other priorities that are approved by the relevant governance processes throughout the plan period. The following mechanisms should be considered along with others that may be relevant to local circumstances:

1. quality bus corridors,
2. improvements to rail capacity and operation,
3. park and ride,
4. improved opportunity for interchange (in line with the LTP hubs strategy),
5. improved access to Leeds Bradford International Airport and Manchester International Airport,
6. innovative and smart ticketing and information provision.

D. Opportunities for innovation and improvements to the rail network, in line with Rail Plan 7, should be supported, whilst acknowledging the limited capacity on the network, cost, external factors and long lead in times.

E. To protect sites and routes for heavy rail, light rail transport, bus priority, walking and cycling as identified in the Allocations DPD and Action Area Plan DPDs and the Local Infrastructure Plan.

F. Require that the layout of new development encourages walking and cycling by taking the opportunities to connect to the existing street and path network, local facilities and public transport in obvious and direct ways.

G. Require that new development creates attractive places that encourage walking and cycling by providing a permeable network of routes that are well overlooked, and which balance the needs of all users by treating highways as streets rather than as roads.

H. Maximise the place making opportunities of interchange points, hubs and new stations.

SECTION 5.2 Planning for Prosperity - Transport and Movement

OUTCOMES	INDICATORS	TARGETS
Developments are located in areas with good accessibility to services and facilities by sustainable modes	Accessibility of new housing, employment and retail schemes by public transport IND3(TM).	All new developments meet accessibility standards or provide mitigating measures IND3(TM).
New developments have high levels of sustainable transport use and there has been modal shift to sustainable transport modes in the District	Modal split between different modes of transport. IND4(TM))	To increased the proportion of trips made by sustainable modes to 41% (WY LTP target) IND4(TM))
Public Transport services are more reliable and attractive	Bus and Rail Service reliability (LTP) Operational Bus Patronage (LTP) Operational	

LEAD ROLES	MAIN MECHANISMS
Bradford Council	Local Plan & Development Management Implementation of transportation schemes in line with strategy and plans (LTP, WY+ TF)
Metro ITA	Local Transport Plan WY+TF Rail Plan

5.2.34 Significant improvements to public transport infrastructure are planned through the West Yorkshire Plus Transport Fund. Bus services will be improved through more formal agreements between bus operators, Metro and West Yorkshire Local Authorities whether through the introduction of Bus Quality Contracts or formal partnership agreements.

5.2.35 Transport authorities across the north of England have indicated a desire to form a franchising body for local rail service (subject to an appropriate level of funding being made available from the Department for Transport). Should this be put in place there will be an opportunity for much more local influence on the planning of rail services to ensure they respond as effectively as possible to the needs of the Bradford District and other northern communities.

5.2.36 Increased investment is planned on cycling infrastructure through the Local Transport Plan and external grants – for example the Leeds to Bradford ‘City Connect’ Cycle Route.

Transport, Tourism and Leisure

- 5.2.37** Tourism and leisure activities contribute to the District's economy and should be encouraged. However, tourism and leisure needs to be accommodated and promoted in a sustainable manner, therefore the policies on modal shift, public transport and active travel in the Local Plan also apply to those on a tourist or leisure trip. It is essential that the impact of transportation on cultural, historical and environmental heritage is mitigated through the application of appropriate Local Plan policies, for example in key destinations such as Haworth, Saltaire and Ilkley Moor. New leisure and tourist attractions should be suitably located wherever possible to enable as many visitors as possible to arrive by sustainable transport modes.
- 5.2.38** 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 visitors travelling from outside the District, opportunities for sustainable travel, for example rail, should be promoted. Peak spreading of tourism also helps its sustainability as pressure during the peak season on transport and other infrastructure can cause economic, social and environmental problems.
- 5.2.39** 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 transport related tourism destinations like the Keighley and Worth Valley Railway.



The Keighley and Worth Valley Railway Station, Haworth

Policy TR4: Transport and Tourism

The Council through planning and development decisions and transport policies will support sustainable access to tourist destinations, heritage and cultural assets and leisure uses, through the following measures:

- A. Areas of tourist, cultural and heritage significance should not be adversely affected by the impact of transport, in particular additional trips arising from development.
- B. Provide improved sustainable transport access to existing tourist destinations along with cultural and leisure attractions such as theatres, museums and other sites that generate high levels of visitors.
- C. New tourist, cultural and leisure attractions that will generate high levels of visitors should be located in accordance with the accessibility standards set out in Appendix 3, and be accompanied by a Transport Assessment and approved Travel Plan, to provide the means and incentives for visitors to travel to the site by modes other than the private car and to relieve stress on the transport infrastructure.
- D. Acknowledge the contribution of, and support the maintenance and development of, 'transport based' leisure attractions including but not exclusively heritage railways, waterways, towpaths, cycle and walking trails and bridleways along with the leisure coach market. Protect opportunities for the development of such facilities e.g. disused railway lines, especially where these can contribute to high quality local routes.

OUTCOMES	INDICATORS	TARGETS
Developments are located in areas with good accessibility to services and facilities by sustainable modes	Accessibility of new housing, employment and retail schemes by public transport IND3(TM).	All new developments meet accessibility standards or provide mitigating measures IND3(TM).
New developments have high levels of sustainable transport use and there has been modal shift to sustainable transport modes in the District	Modal split between different modes of transport. IND4(TM))	To increased the proportion of trips made by sustainable modes to 41% (WY LTP target) IND4(TM))
Enhanced opportunities for leisure related travel (walking, cycling, etc)	Extent of the leisure route network Operational	

LEAD ROLES	MAIN MECHANISMS
Bradford Council	Local Plan & Development Management Implementation of transportation schemes in line with strategy and plans (LTP, WY+ TF)
Metro ITA	Local Transport Plan WY+TF Rail Plan

5.2.40 Most of Bradford's tourist attractions are well served by public transport, particularly Saltaire World Heritage Site. It will be important to ensure that all promotional literature emphasise this good public transport accessibility to encourage the use of train and bus.

Improving Connectivity and Accessibility

5.2.41 Many transport related issues are common to all parts of the District. However, there are particular challenges that are unique to areas that are poorly served by public transport. The isolation felt by those communities, particularly those without access to a car, can lead to the complex problems of social exclusion and disadvantage. When addressing accessibility and connectivity issues it is essential that the needs of all groups of society are taken into consideration.

5.2.42 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 and other innovative solutions to travel needs. Service providers should work with stakeholders on the planning of new services and relocation of services in locations that meet accessibility standards.

5.2.43 There is a need to support proposals for the provision, and importantly the retention of key facilities and services, which should be centred on the role of the Regional City, principal towns, local growth centres and local service centres as accessible locations. 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 being an effective tool in minimising the need to travel.

5.2.44 For many people in poorly serviced areas the car will remain the main feasible means of transport. Connectivity to these areas, therefore needs to be maintained and where feasible enhanced through the application of policy TR5 and investment through the Local Transport Plan, Leeds City Region Transport strategy along with other opportunities as they arise.

SECTION 5.2 Planning for Prosperity - Transport and Movement

5.2.45

Along with traditional mechanisms for improving accessibility and connectivity alternative models of transport provision, vehicle use and technologies should be explored as opportunities arise. Possible interventions include “wheels to work”, car clubs and car sharing. These interventions should be considered as the starting point for investigation rather than a stringent set of requirements.

Policy TR5: Improving Connectivity and Accessibility

The ability of the District’s Highway, Rail and Bus Networks to provide efficient and effective travel should be protected and enhanced. Especially so on the Strategic Highway Network, key transport networks for highway and bus, and the rail network (as identified in LTP and LCR Transport Strategy); including routes required to provide access to Leeds Bradford International Airport, other regional Airports (including Manchester International Airport), Leeds City Region centres and neighbouring cities, towns and urban areas through improvements described in the Infrastructure Plan.

Support for improvements to transport provision in the more isolated and poorly serviced areas of the District, (as identified through application of the Accessibility standards in Appendix 3) to address the economic and social problems that these locations experience. Including, but not exclusively:

- A. Encourage the development of sustainable transport or other solutions in isolated areas to facilitate access to services.
- B. Influence the way in which services are delivered including support for mobile delivery and remote accessing through improved use of IT and telecommunications
- C. Seek to co-ordinate services and transport provision to isolated areas and communities and encourage the development of partnerships to deliver sustainable transport solutions.
- D. Encourage the development of innovative and sustainable solutions to transport problems in isolated areas including, but not exclusively; community based transport, flexible routing, demand responsive services and more efficient use of vehicles throughout the day
- E. Technologies and models of vehicle ownership and use (such as through car clubs) to improve the environmental impacts and sustainability of transport should be supported.
- F. The Council will work with transport providers and developers to meet the needs of disabled and mobility impaired people through access arrangements, parking provision (as set out in the Parking Standards in Appendix 4), and ensuring that developments including transport infrastructure are accessible to and usable by disabled and mobility impaired people as motorists, public transport users and pedestrians through decisions on location, design and layout, in line with current Local and Government Guidance. Development proposals above agreed thresholds should be accompanied by an approved design and access statement.

SECTION 5.2 Planning for Prosperity - Transport and Movement

OUTCOMES	INDICATORS	TARGETS
Developments are located in areas with good accessibility to services and facilities by sustainable modes	Accessibility of new housing, employment and retail schemes by public transport IND3(TM).	All new developments meet accessibility standards or provide mitigating measures IND3(TM).
New developments have high levels of sustainable transport use and there has been modal shift to sustainable transport modes in the District	Modal split between different modes of transport. IND4(TM))	To increased the proportion of trips made by sustainable modes to 41% (WY LTP target) IND4(TM))
Access to employment opportunities are improved	Working age population able to access key employment centres across WY within 30mins using the core PT network (LTP) Corporate Cost of PT Fares (LTP) Operational	

LEAD ROLES	MAIN MECHANISMS
Bradford Council	Local Plan & Development Management Implementation of transportation schemes in line with strategy and plans (LTP, WY+ TF)
Metro ITA	Local Transport Plan WY+TF Rail Plan

Freight

5.2.46

The freight sector contributes 25% of West Yorkshire's economy and supports the wider economy by enabling business to take place and goods to be transported. Efficient access for goods and services, and the maintenance of efficient freight and distribution links, 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.

5.2.47

Greater use needs be made of existing road/rail intermodal facilities, and the extensive rail network where opportunities arise. 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.

SECTION 5.2 Planning for Prosperity - Transport and Movement

- 5.2.48 Key routes on the 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.
- 5.2.49 Air freight, which is shipped to or from Bradford District, is currently largely serviced by facilities at airports outside the 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. This will need to be supported by improved surface access to the airport.
- 5.2.50 The LTP contains a Freight Strategy, which outlines how the freight industry and other business will be supported. The Freight Strategy and Action Plan will be used to guide investment decisions and for securing additional funding. It sets out what will be done to support the efficient movement of freight and how the adverse impacts of freight movement will be addressed. The Core Strategy policies have been aligned to the LTP freight strategy to ensure consistency.

Policy TR6: Freight

The District will encourage the development of an integrated freight distribution system, in line with the LTP 3 Freight Strategy, 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. Planning and development decisions and transport policies should:

- A. Maximise the use of rail for freight movements to and from new and existing developments and significant changes of use.**
- B. Encourage the location of storage/distribution development with high levels of freight and commercial traffic close to intermodal freight facilities, airports, or roads designed and managed as traffic distributors.**
- C. Encourage the protection of rail connected land for future uses that require rail 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 capacity enhancements, appropriate standards of maintenance and gauge improvements on key rail freight routes.**
- F. Encourage the development of sites for new secure HGV parking facilities particularly close to major freight generators and improve signing from major lorry routes to District HGV parks.**



SECTION 5.2 Planning for Prosperity - Transport and Movement

G. Encourage the development, delivery and maintenance of an integrated strategic HGV routing network, Urban Traffic Management Control (UTMC), and a consistent cross boundary approach to HGV management including the introduction of freight priority lanes where viable.

H. Support future pipeline developments where these provide opportunities to reduce freight movements by surface modes of transport.

I. 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.

J. Support measures to reduce the adverse impact of freight movements on air quality including addressing specific freight emissions hotspots possibly through the transfer of freight from road to rail, encouraging and facilitating the use of low emission vehicles and the introduction of Low Emission Zones where found to be appropriate.

OUTCOMES	INDICATORS	TARGETS
Freight Movements on the Highway network are managed	HGV Vehicles on the Local Highway Network Operational	
Congestion is minimised	Core highway network journey time variability (LTP) Operational	

LEAD ROLES	MAIN MECHANISMS
Bradford Council	Local Plan & Development Management Implementation of transportation schemes in line with strategy and plans (LTP, WY+ TF) LTP Freight Strategy
Metro ITA	Local Transport Plan WY+TF LTP Freight Strategy

Transport Investment and Management Priorities

5.2.51

One of the main aims of the Core Strategy, Leeds City Region Transport Strategy and Local Transport Plan, 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. These outcomes will be progressed by maximising use of existing infrastructure in the first instance, and then potentially by schemes and projects as necessary.

Policy TR7: Transport Investment and Management Priorities

Transport Investment and management priorities of the District as outlined in the Leeds City Region Transport Strategy Local Transport Plan, Regional Growth Fund and WY+TF, and other plans that may arise during the plan period due to monitoring and review exercises should be pursued on the basis of the following in priority order:

- A. Those improving management and maintenance of existing transport infrastructure where it has the potential to support the regeneration or the use of sustainable travel options.
- B. Those enhancing existing transport infrastructure that has the potential to support regeneration or the use of sustainable transport options
- C. Those resulting in investment in new transport infrastructure that has the potential to support regeneration or the use of sustainable travel options.
- D. 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.

OUTCOMES	INDICATORS	TARGETS
	Process policy, no indicators	

5.2.52

The Local Transport Plan Implementation Plans, West Yorkshire Plus Transport Fund and the Infrastructure Plan set out proposed transport priorities and investment proposals. These will be reviewed and developed as required over the lifetime of the Local Plan. Opportunities will also be taken to lever in Government and other external funding to assist in the delivery of the key projects that will be required to support housing and economic growth.

Aircraft Safety

5.2.53 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.

5.2.56 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).

5.2.57 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 the Circular, 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.

5.2.58 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.

5.2.59 The Council 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.

5.2.60 The Council 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.

5.2.61 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 45.7 metres 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.

SECTION 5.2 Planning for Prosperity - Transport and Movement

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.	Number of planning permissions for development accord with the consultation responses from LIBA or Hameldon Hill Technical Site or nhs consultees, in accordance with Government circular 01/2003 Operational	

LEAD ROLES	MAIN MECHANISMS
Bradford Council	Development Management

Key Linkages for Transport and Movement

EVIDENCE
Transport Study Local Infrastructure Plan

NPPF STATEMENT	CS POLICIES
Smarter use of technologies can reduce the need to travel.	TR1, TR5
The transport system needs to be balanced in favour of sustainable transport modes, giving people a real choice about how they travel.	TR1, TR3, TR5
Different policies and measures will be required in different communities and opportunities to maximise sustainable transport solutions will vary from urban to rural areas	TR1, TR2, TR4, TR5
Encouragement should be given to solutions which support reductions in greenhouse gas emissions and reduce congestion.	TR1, TR2, TR3, TR4, TR6
In preparing Local Plans, local planning authorities should therefore support a pattern of development which, where reasonable to do so, facilitates the use of sustainable modes of transport.	TR1, TR3, TR4, TR5>

SECTION 5.2 Planning for Prosperity - Transport and Movement

Local authorities should work with neighbouring authorities and transport providers to develop strategies for the provision of viable infrastructure necessary to support sustainable development.	TR7
All developments that generate significant amounts of movement should be supported by a Transport Statement or Transport Assessment.	TR1, TR4
Plans and decisions should ensure developments that generate significant movement are located where the need to travel will be minimised and the use of sustainable transport modes can be maximised.	TR1, TR3, TR4, TR5
Plans should protect and exploit opportunities for the use of sustainable transport modes for the movement of goods or people.	TR1, TR3, TR4, TR5, TR6
All developments which generate significant amounts of movement should be required to provide a Travel Plan.	TR1, TR4
<p>If setting local parking standards for residential and non-residential development, local planning authorities should take into account:</p> <ul style="list-style-type: none"> ● the accessibility of the development; ● the type, mix and use of development; ● the availability of and opportunities for public transport; ● local car ownership levels; and ● an overall need to reduce the use of high-emission vehicles. 	TR2
Local authorities should seek to improve the quality of parking in town centres so that it is convenient, safe and secure, including appropriate provision for motorcycles. They should set appropriate parking charges that do not undermine the vitality of town centres. Parking enforcement should be proportionate.	TR2
Local planning authorities should identify and protect, where there is robust evidence, sites and routes which could be critical in developing infrastructure to widen transport choice.	TR3, TR6, TR7

SECTION 5.2 Planning for Prosperity - Transport and Movement

Section 5: Thematic Policies

Planning for People

5.3 Housing

This section includes policies which seek to ensure the delivery of housing to meet the District's needs, including:

- The District's Housing Requirement
- Strategic Sources of Supply
- Housing Distribution
- Managing Housing Delivery in a Sustainable Way
- Housing Mix and Quality
- Affordable Housing
- Gypsies, Travellers and Travelling Showpeople.



Introduction

- 5.3.1 In terms of population and housing Bradford is changing rapidly. One of the biggest challenges facing the District in the period up to 2030 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.
- 5.3.2 This means that growth must be part of a program which continues to secure the regeneration 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.
- 5.3.3 The intention is that the policies and approach of this section compliments, supports and delivers the Vision and key Objectives of the emerging Housing and Homelessness Strategy for Bradford as outlined below:

Our Vision:

“Everyone in Bradford District should have a place to call home which is suitable for their needs and in which they can thrive.”

KEY OBJECTIVES

MORE HOMES - Build sufficient new homes to meet the needs of a growing population. New homes of the right type in the right location. Make better use of existing housing to meet growth needs by bringing empty homes back into use. Make sure there is the appropriate infrastructure to support housing growth.

SAFE & HEALTHY HOMES - Ensure all housing is free from the worst hazards. Make sure homes support people to stay healthy. Adapt homes so people can stay independent. Encourage all landlords and lettings agents to provide safe and healthy homes with decent management of tenancies. Tackle the blight of empty homes.

AFFORDABLE HOMES - Ensure an adequate supply of affordable homes to buy or rent that match household incomes. Enable people to affordably heat and sustain their homes by helping them make their homes more efficient.

SUPPORT INDEPENDENCE & PREVENT HOMELESSNESS - Provide support and advice to help people to live independently and prevent homelessness. Raise aspirations and remove the barriers to employment so households can sustain their housing independence. *Source : Draft Bradford District Housing and Homelessness Strategy 2014*

- 5.3.4** The policies of this section have also been formulated to be consistent with national planning guidance, most notably the National Planning Policy Framework (NPPF) and to reflect the Vision set out in Section 3 of this document and its emphasis on increasing housing delivery, and supporting the growth and economic transformation of the District.
- 5.3.5** 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 Plan:

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 buildings 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 standards of construction and design, including the incorporation of low carbon technologies and renewable energy generation, wherever feasible and viable;**
- 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 Local Plan so that individual site related choices support and do not undermine the Core Policies of this document.**

SECTION 5.3 Planning for People - Housing

5.3.6 The key evidence which has underpinned this section of the Core Strategy and which will be outlined in more detail below includes:

- The Bradford District Housing Requirement Study (February 2013) Addendum Report (August 2013) and Updated Demographic Analysis & Forecasts September 2014
- The Bradford District Strategic Housing Market Assessment (SHMA) 2010 and SHMA Update 2013
- The Bradford District Strategic Housing Land Availability Assessment (SHLAA) October 2011 and SHLAA Update May 2013
- The Bradford District Affordable Housing Economic Viability Assessment (AHEVA) 2011 and The Local Plan Viability Assessment 2013 and Update (December 2014).

The District's Housing Requirement

5.3.7 The Government, in its National Planning Policy Framework (NPPF), has outlined its objective to boost significantly the supply of new housing in response to a growing population and to support sustainable economic growth. The NPPF states that planning has a key role to proactively drive and support sustainable economic development to deliver the homes, business and industrial units, infrastructure and thriving local places that the country needs.

5.3.8 One of the key roles of the Core Strategy is therefore to assess and then set out the number of new homes which will need to be planned for to meet the needs of the District's current and future population and thus support the local economy.

5.3.9 The provision of sufficient new homes of the right quality will provide both direct and indirect benefits to the District's economy and is key to achieving the Core Strategy's vision and Objectives. Without sufficient new homes for its growing population, the District will be unable to retain its growing labour force, will be unable to attract the inward investors necessary to support jobs growth and will therefore be unable to achieve its aims of regeneration and economic transformation. Furthermore, the Council in its Housing and Homelessness Strategy, considers access to good quality housing to be a key requisite for improving the life prospects, in particular in health and educational attainment.

5.3.10 At a more practical level, determining the housing requirement is critical to the Core Strategy since it feeds directly into the spatial strategy by determining how much land is needed for new housing development.

5.3.11 Determining the scale of provision for new housing to plan for within this Core Strategy has involved two key stages. Firstly, in line with the NPPF, the Council has sought to undertake an objective assessment of the future need for new housing using robust and up to date evidence. It has then considered whether it is feasible and appropriate to plan for this level of housing growth bearing in mind such factors as deliverability, land supply, environmental impacts and the need for a Green Belt review.

5.3.12 The level of new housing required is difficult to assess because it is dependent on a range of complex and interdependent variables all of which have to be projected forward over

the period of the Plan. The Council has therefore sought independent advice on the level at which the housing requirement should be set by the commissioning of a Housing Requirement Study. The results of the Housing Requirement Study have then been incorporated into the SHMA update. The study looks at:

- Official Government projections of expected population and household growth in the District;
- The sensitivity of population and household growth to variables such as levels of migration;
- The influence of projected economic and jobs growth on the number of new homes needed; and
- Housing market indicators and drivers.

5.3.13 The population and household projections formulated by the Government and the Office For National Statistics are trend based and therefore highly sensitive to the trend period on which they are based. They are updated on a regular cyclical basis approximately every two years. The initial Housing Requirements Study was issued in February 2013 and was based on the then current 2008 based household projections. It was then supplemented by an addendum report which re-ran the modelling to incorporate the interim 2011 based household projections issued by the CLG in April 2013. A further report was issued in September 2014. This update was commissioned as a result of work with neighbouring authorities within the Leeds City Region aimed at deriving a consistent approach to assessing housing need. The new work updated the core demographic and economic based scenarios of the earlier reports using recently released 2011 census data, updated jobs growth projections and the newly issued 2012 based population projections.

5.3.14 Full details of the Housing Requirements Study and the different iterations of the work are available on the Council's website. In line with Government guidance, in each case the work generated a baseline demographic scenario. However, one of the key conclusions of the work is that the District is expected to see rapid and sustained population growth over the period and that the housing requirement should be aligned to a level of household growth consistent with the expected expansion in the District's economy as indicated by the Regional Econometric Model. The result is an increase or uplift in the assessment of housing need to a level well above the basic demographic scenario.

5.3.15 In line with the NPPG the Council has also taken account of a range of market signals in its objective assessment of housing need. It has reflected on the information and analysis contained both within the Housing Requirement Study and the SHMA. The Government identifies a number potentially relevant market signals but in Bradford's case the most significant are considered to be past rates of development and overcrowding. Past rates of development have been significantly below both planned supply and below the average rate of household growth over the period. Levels of overcrowding within parts of the urban areas are high and have worsened in recent years. The Council considers that this indicates a level of unmet need which it has addressed via the addition of a further uplift to the housing need assessment.

5.3.16 Having determined its objective assessment of need the Council has given careful consideration to whether that need can and should be met within Bradford District. Having regard to evidence such as the SHLAA the Council considers that the level of need can be accommodated and delivered. It has also used a range of evidence including the Bradford

SECTION 5.3 Planning for People - Housing

Growth Assessment and the Sustainability Appraisal to consider the implications of planning for this level of growth. In particular it has given careful consideration to the need for and implications of Green Belt changes. It considers that the District's housing needs can be met in full in a sustainable way and in accordance with the NPPF.

Policy HO1: The District's Housing Requirement

A. Provision will be made within the Local Plan to facilitate the scale of new housing development as set out in Table HO1.

B. After allowing for net completions over the period 2004-13 and an allowance for the projected reduction in the number of vacant homes, the Local Plan will allocate land to meet the remaining requirement for at least 42,100 homes over the period 2013 to 2030;

C. Forthcoming DPD's will assess the projected losses to the existing housing stock from clearance and change of use and increase the level of allocations to compensate accordingly.

OUTCOMES	INDICATORS	TARGETS
The need for housing in district resulting from increases in population and households has been met.	<p>On an annual basis:</p> <p>Additions to the dwelling stock via housing completions Corporate IND5(H)</p> <p>Losses due to demolition, clearance and conversion to non residential use. Operational</p> <p>Total number of vacant homes (long term and short term); Operational</p> <p>Vacant homes brought back into use Operational</p> <p>Monitoring delivery against the Local Plan housing trajectory. IND5(H) IND7(H)</p>	Achieving the total housing requirement of 42,100 new dwellings over the period to 2030 mindful of the net annual completion rate of 2200 dwellings as set out in Table HO1.

LEAD ROLES	DELIVERY MECHANISMS
CBMDC	Strategic Policy via Local Plan Core Strategy
Bradford Housing Partnership	Land Allocations in the Local Plan AMR
Developers – market housing	Bradford Housing & Homelessness Strategy
RSL's – social housing	Local Investment Plan
HCA	BMDC led Neighbourhood Action Plans
Leeds City Region	Community Led Neighbourhood Plans
Government	

Table HO1: Bradford District Housing Requirement

BRADFORD DISTRICT HOUSING REQUIREMENT 2004 to 2030				
A	Statutory Development Plan Housing Requirement 2004 - 8	(1560 x 4)	=	6,240
B	Statutory Development Plan Housing Requirement 2008 - 11	(2700 x 3)	=	8,100
C	Housing Requirement Study Based Housing Requirement 2011 - 13	2200 x 2	=	4,400
D	Total Housing Requirement 2004 - 13	A + B + C	=	18,740
E	Net Completions 2004 - 13	(From AMR)	=	11,053
F	Residual unmet Need 2004 - 13	D - E	=	7,687
G	Housing Requirement Study Based Housing Requirement 2013 - 30	2200 x 17	=	37,400
H	Total Housing Requirement 2004 - 30	D + G		56,140
PROVISION TO BE MADE IN THE LOCAL PLAN FOR THE PERIOD 2013 to 30				
I	Net Completions 2004 - 13		=	11,053
J	Allowance for Reduction in Vacant Homes		=	3000
K	Remaining Requirement To Be Met By Housing Site Allocations	H - I - J	=	42,087

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- 5.3.17 As set out in Policy HO1 and Table HO1 there are a number of key variables which combine to produce the housing requirement for the district.
- 5.3.18 The Housing Requirement Study's base date is 2011 and sets out its analysis of household growth and housing need up to 2030. The Core Strategy therefore indicates an estimated annual need over that period of 2200 dwellings in line with the report's recommendations.
- 5.3.19 The Government also requires that the Housing Requirement includes an allowance for any unmet need or under supply over the period preceding the new plan. Table HO1 of the Core Strategy therefore includes an assessment of net completions compared to housing targets over the period 2004-11. When completions over 2011-13 are factored in there has been an overall under supply of 7,687 dwellings over the period. This is corroborated by the fact that household growth over this period has far exceeded the number of dwellings provided and this has been one of the factors in the growing demand for social housing and significant problems of over crowding in parts of the District. This under supply figure has therefore been added to the requirement.
- 5.3.20 Housing requirements are normally expressed as net requirements i.e. indicating the overall increase in the housing stock needed to meet household growth over the plan period. The level of new homes actually provided has to be adjusted to reflect the expected balance between existing homes lost through demolition, or change of use and the contribution which is expected to be made by reducing the number of vacant homes.
- 5.3.21 While the Council has both reasonable data on vacant properties and a firm strategy and action plan for reduction in vacant homes there is considerably more uncertainty over the likely future levels of clearance. Clearance levels depend to a large extent on the programmes and strategies of social housing providers and the availability of finance to fund these programmes. Despite requests for information, the consultants on the Housing Requirement Study received very little response from Registered Social Landlord's (RSLs) on their expectations regarding future clearance, perhaps in part in reflection of the continued uncertainty over future public sector funding.
- 5.3.22 While Policy HO1 includes an allowance for the expected reduction in vacant homes it does not therefore include a specific estimate of future losses to the existing stock. It is considered that this is best assessed at the time that site allocations are made on a sub area basis when more definitive information may be available. The policy does however make it clear that the Local Plan allocations will need to make additional provision to cover expected losses to the existing dwelling stock.
- 5.3.23 As a result of these calculations and variables, Policy HO1 requires that provision is made for at least 42,100 new homes over the period to 2013 to 2030 in addition to those already completed in the preceding period.

Strategic Sources of Supply

Introduction

5.3.24 Having assessed and set out the scale of housing required to meet need over the plan period it is also important to indicate in very broad terms how this requirement will be met. Policy HO2 therefore describes the main sources of supply, the balance between existing and known sites and new sites which will need to be identified within the Local Plan, the areas which will see particularly significant housing growth, area based initiatives which are planned or underway to deliver growth and an indication of the need for Green Belt to meet the housing requirement. It therefore sets out, as required by paragraph 156 of the NPPF, the strategic priorities for the area as far as they apply to meeting housing need.

5.3.25 The approach set out within Policy HO2 reflects the scale and distribution of deliverable and developable land within the SHLAA and the Strategic Objectives of this Core Strategy, in particular Objectives 1,2 and 5. It also reflects the Council's key regeneration priorities and programmes in particular those which are geared towards delivering the regeneration of Bradford City Centre, the development of the Canal Road Corridor, and comprehensive regeneration and investment in and adjoining Holme Wood.

5.3.26 The housing requirement set out within Policy HO1 has already taken account of housing completions up to April 2013. In addition to any further completions after this date on sites with a capacity of 5 or more dwellings or above 0.2ha in size, the main sources of supply to meet the housing requirement are now explained in more detail.

Existing Sites and Unimplemented Allocations

5.3.27 April 2012 data indicates that 14,562 homes could in theory be delivered by known supply with planning status. This comprises:

- sites with planning permission for residential development totalling 9,627 units - these comprise both sites allocated for housing development within the RUDP and other planning permissions - windfall proposals - which have come forward such as mill conversions and city centre flats;
- existing and as yet unimplemented sites allocated for housing development within the RUDP and which have yet to see planning permission granted. These sites are estimated to have a total capacity of 4,935.

5.3.28 The AMR reports the overall and theoretical capacity of these sites. The SHLAA, however, gives a more accurate picture since it has assessed all potential sources of sites, not just those with some form of planning status, and has assessed the deliverable and developable capacity of each site.

5.3.29 Table HO2 overleaf therefore contains two sections, one which sets out the known supply based purely on the Council's AMR / monitoring systems and the second which shows the known and potential supply as analysed and revealed by the SHLAA completed in May 2013.

Table HO2: Analysis of Potential Land Supply (AMR and SHLAA)

PLANNING COMMITMENTS (AMR APRIL 2013)	
Dwellings with Planning Permission	
Previously Developed Land	6,501
Conversion / Change of Use	1,053
Greenfield	2,073
TOTAL	9,627
Dwellings on Unimplemented Former RUDP Allocated Housing Sites	
Previously Developed Land	1,044
Greenfield	3,891
TOTAL	4,935
SHLAA SUMMARY (Deliverable or Developable Sites)	
Phasing Break Down	
Short term deliverable	8,554
Medium term developable	27,432
Long Term Developable	13,872
Residual Developable	3,850
Constraints Breakdown	
Suitable Now	19,493
Policy Constraints*	33,237
of which safeguarded land element	4,607
of which green belt element	19,000
Physical Constraints	978
PDL / Green Field	
PDL	18,067
Green Field	35,641
TOTAL SHLAA POTENTIAL	53,708

**This figure includes all sites affected by some form of current Planning policy constraint ranging from group TPO's to green belt.*

The Scale of New Allocations Needed

5.3.30

The AMR and the SHLAA 'Suitable Now' category give an indication of the level of supply which is deliverable without the need for new Local Plan allocations. Even if all of this supply was implemented it would still only meet approximately 46% of the total district wide housing requirement of 42,100 (figure based on SHLAA 'suitable now' subset).

5.3.31

This means that more than half of the new homes required over the plan period will need to come from new site allocations which will be brought forward via the Allocations DPD and the two Area Action Plan DPD's for the City Centre and Shipley & Canal Road Corridor. Some of these new allocations will need to come from land on the edge of towns and villages identified as safeguarded land in the RUDP. These were sites which had been assessed as broadly suitable for development in the longer term beyond the then plan period to 2014 and which would help avoid or minimise the need for future change to the Green Belt. Given the scale of population growth now apparent, it is likely that most if not all of this land source will be required to meet need over the plan period to 2030. The SHLAA estimates that those safeguarded land sites currently assessed as deliverable or developable could make a contribution of just over 4,600 dwellings. Taken together, the safeguarded land and SHLAA 'suitable now' sites could generate around 24,100 new homes in the plan period, however this still only equates to around 57% of the district wide requirement.

The Need for Change to Green Belt to Meet Housing Needs

5.3.32

The SHLAA results illustrate in a number of ways the challenges facing the District in meeting the overall housing target. Although the total deliverable and developable quantum lies well above the district wide housing requirement, this is only because of the contribution made from sites which are subject to a range of current policy constraints including Green Belt. 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. Of the total SHLAA supply of just under 54,000, sites with a total capacity of around 33,000 are affected by some form of current policy constraints. However in many cases only part of a site area is affected by such constraints and in other cases the constraints concerned, such as TPO's and conservation areas, are ones which would affect the form and layout of development rather than its acceptability in principle.

5.3.33

Of the SHLAA 'policy constrained' capacity of 33,000 approximately 19,000 lie within the currently designated Green Belt. Even if all of the land with non-green belt policy constraints were allocated (which is unlikely as at least some when subject to more detailed analysis is likely to be retained for its environmental and amenity value) a very substantial Green Belt contribution would be required to meet the district wide housing requirement. Based on the assumption that the contribution from sites affected by non Green Belt policy constraints is discounted by around a third the Council estimates that Green Belt releases of land for around 11,000 dwellings will be needed to meet the housing need of the District.

5.3.34

As part of the process of producing the Allocations DPD the Council will engage with all stakeholders in assessing the range of development site options which are considered

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achievable and will continue to search for alternatives which would avoid or reduce Green Belt release. Policy HO7 includes a commitment to minimise the release of Green Belt in line with the principles set out in the NPPF. However based on the land supply constraints identified above it is likely that Green Belt releases, though focused heavily on the main urban areas, will also be needed in many of the smaller settlements across the District.

Area Based Initiatives and Growth Areas

5.3.35 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. These area initiatives will result in housing growth of a scale well in excess of that which might be expected based on the existing size of the their populations.

5.3.36 The Council are currently progressing the development of two Area Action Plan DPD's which will make a significant contribution to meeting housing need, secure regeneration and reduce the need for land in green field and Green Belt locations. These are the Shipley and Canal Road Corridor AAP which involves comprehensive urban change incorporating new road and community infrastructure and relocation of existing uses and which is being delivered by the Council and partners in the form of a Joint Venture Company, and Bradford City Centre where regeneration and investment is expected to stimulate further residential development.

5.3.37 Within the NPPF the Government has acknowledged that the supply of new homes can sometimes be best achieved through planning for larger scale development, such as new settlements or extensions to existing villages and towns. Another of the area based initiatives geared at delivering housing growth – that at Holme Wood is a case in point. Here comprehensive proposals involving both the more efficient use of existing land by remodelling existing areas of underused land, and linking built and open spaces more successfully have been combined with proposals for an urban extension. The combination of these proposals will secure significant funding for the improvement of the existing urban area. These proposals have been progressed via the production of a local neighbourhood plan led by the Council in partnership with local members and stakeholders.

5.3.38 The timing in which these initiatives will bring forward new development opportunities will vary with parts of the Canal Road area and the Holme Wood urban extension contributing most during the second half of the plan period.

5.3.39 Other growth areas identified within Policy HO2 which will be delivered via the production of the Allocations DPD include Queensbury, Thornton, Silsden and Steeton with Eastburn. Development here is envisaged to be of a much smaller scale but still significant in relation to the existing size of these settlements. Queensbury and Thornton have been identified on the basis of their current and potential land supply and their status as accessible locations close to the Regional City and in the third tier of the settlement hierarchy. Silsden and Steeton also have potential and will help provide for housing need at the western part of the District and to a degree will help draw development away from areas such as Keighley and Haworth whose surrounds are constrained by landscape and topography.

Summary of Land supply

5.3.40 Subject to further more detailed site assessments as part of the other DPD's and future SHLAA updates, key elements of the supply are as follows (Note the categories below are not mutually exclusive):

- Around 19,500 from sites considered by the SHLAA as 'suitable now';
- Around 3,200 from the Canal Road Corridor AAP area;
- Around 3,500 from the Bradford City Centre AAP area;
- Around 4,600 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 11,000 from Green Belt (this includes local green belt releases together with the urban extension at Holme Wood), the majority of which will be in the higher order settlements and which will be focused particularly on the Regional City.

Policy HO2: Strategic Sources of Housing 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. Safeguarded land sites identified in the RUDP
5. Additional new deliverable and developable sites allocated for housing development within the forthcoming Local Plan Development Plan Documents :
 - the Allocations DPD
 - the Bradford City Centre AAP
 - the Shipley & Canal Road AAP and
 - Local Neighbourhood Plans.

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 Shipley and Canal Road Corridor
 - ii) Bradford City Centre
 - iii) SE Bradford, and
 - iv) Queensbury, Thornton , Silsden and Steeton With Eastburn.
2. An urban extension at Holme Wood;
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 settlement or strategic planning sub area.

OUTCOMES	INDICATORS	TARGETS
	Process policy, no indicators	

5.3.41 Policy HO2 should be read alongside Policy HO3 which indicates the geographical apportionment between areas, the targets for the balance between green field land and previously developed land (Policy HO6), 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.

Distribution of Housing Development and DPD Targets

Introduction

5.3.42 **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 housing requirement will be split between these strategic planning areas and for the purposes of planning at the local and neighbourhood level, how many homes each of the different settlements of the District will need to be provided for.**

5.3.43 While it is important that the distribution is aligned in general terms to the areas of expected and greatest need, and to the areas where household growth is expected to be greatest, it is not possible or strategically desirable to use this as the sole means of determining housing targets. This is for the simple reason that distribution of deliverable and developable land supply and the geographical occurrence of significant environmental constraints does not necessarily match or reflect this ideal. Having said that the distribution set out in Policy HO3 is heavily focused on the larger urban areas and settlements within the District.

5.3.44 In the remainder of this section the key principles underpinning the settlement distribution are set out.

- Firstly the general principles which have underpinned all of the work are outlined;
- Secondly the production of a baseline distribution based solely on population within each settlement is described;
- Thirdly the use of evidence which provided reality checking to adjust the baseline targets is described;
- Fourthly a brief description of the key factors relevant to the distribution within each tier of the settlement hierarchy is given.

General Principles

5.3.45 **1. Alignment with Core Strategy Vision and Objectives**

The distribution of housing growth set out in Policy HO3 reflects both the Vision and Strategic Objectives of this Plan, in particular Objectives 1,2,5 and 7. It aligns with and helps deliver the Council's key regeneration goals particularly those relating to the regeneration of the City Centre and the Canal Road Corridor. It supports the Council's aspirations to lever investment into the improvement of Holme Wood.

5.3.46

2. Alignment with the Settlement Hierarchy

The distribution of housing growth also reflects the settlement hierarchy defined within Section 3 of this Plan. 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 revoked RSS. Using the settlement hierarchy as a central element to the location strategy ensures that sustainability is embedded since the settlement hierarchy directly reflects the nature and role of those settlements and the concentration of jobs, services, and public transport links within the higher order settlements.

5.3.47

3. Maximising the Benefits of Development and Growth

Given the scale of development and growth which the District needs to accommodate it is important that development where it does occur provides maximum benefits both direct and indirect to the local community. While other policies within this document deal with detailed matters such as the design and quality of new homes, the distribution of development can also play a role in a number of ways including the reclamation of derelict land, area based regeneration initiatives, securing investment for the improvement of existing neighbourhoods such as at Holme Wood, or supporting the retention of local services in smaller settlements and more rural parts of the district.

5.3.48

4. Minimising The Impact on Critical Environmental Assets

The District contains a rich variety of assets both within the rural and urban environments ranging from conservation areas and listed buildings to wildlife habitats and green infrastructure. It is therefore important that as far as possible and practicable the distribution of development assists the retention and conservation of these assets.

Transport and Infrastructure

5.3.49

At the various stages of the production of the Core Strategy a common theme and concern among the general public has been both current and future shortfalls in the infrastructure necessary to support growth. 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. However based on the work carried out as part of the Transport Study, the Council does not consider that transport is a main factor which can be used to determine the strategic distribution of housing growth. This is because in appraising a range of earlier options the Transport 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 then 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. The approach within the Core Strategy is therefore to put forward a package of policies within the section on Transport and Movement designed to ensure that the transport network is used efficiently and, based on the proposed distribution of growth, to identify those priority corridors where additional work needs to be undertaken to formulate plans for carefully directed investment. These matters are outlined in more detail in Section 6 and within the Infrastructure Plan which has been published alongside the Core Strategy.

5.3.50

The Infrastructure Plan also details the key issues and priorities for investment in other areas in particular in education. As with transportation there are no educational capacity drivers which favour a particular housing distribution i.e. educational capacity is an

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ongoing issue across much of the District. The confirmation of the Council's approach to meeting future housing need is likely to increase certainty for the educational planning process and therefore allow the authority to identify its plans and proposals for meeting future need and bidding for and securing the necessary funding.

The Baseline Distribution – Population Proportionate Targets

5.3.51

Having determined the general principles underlining the distribution of housing growth the first stage in deriving settlement targets was to develop a base line distribution which could be then compared and reality checked against a range of criteria. A population proportionate distribution was therefore produced. Using Census 2011 data and GIS software, an estimate was made of the population within the settlement boundaries of each town, village, or in the case of the regional city, quadrant. No attempt was made to assign population in rural areas outside these settlement boundaries. The district wide housing requirement of 42,100 was then assigned according to the proportion of population within the each settlement. The housing distribution which would result from such an approach is indicated in table HO3 below:

Table HO3: Baseline Distribution of Housing Requirement Based Solely on Population

The Regional City of Bradford		28,324	
Bradford City Centre	293	Bradford NE	7,436
Shipley & Canal Rd Corridor	115	Bradford SW	7,894
Shipley	1,485	Bradford NW	6,222
Bradford SE	4,878		
The Principal Towns		6,730	
Ilkley	1,194	Bingley	1,470
Keighley	4,066		
Local Growth Centres		3,076	
Queensbury	734	Silsden	633
Burley In Wharfedale	518	Thornton	483
Menston	362	Steeton With Eastburn	346
Local Service Centres		3,970	
Addingham	263	East Morton	109
Cottingley	395	Harden	133
Baildon	1,351	Haworth	483
Cullingworth	215	Oakworth	315
Denholme	225	Oxenhope	155
Wilsden	325		

Adjustment of the Baseline Distribution Based on Reality Checking

5.3.52

The baseline distribution does not necessarily reflect either the full range of general principles outlined above and nor does it reflect the realities of land supply and environmental constraints. The key factors and evidence which were therefore used to adjust and finalise the housing distribution were as follows:

5.3.53

1. Land Supply (SHLAA)

The updated SHLAA provides data on not only the total deliverable and developable capacity within each settlement but also the nature of that supply including the split between greenfield and brownfield land and the amount of Green Belt. The SHLAA therefore provides the most critical element of the reality checking process. In some cases account has been taken of information on additional supply from planning applications or sites which have emerged since the cut off date for inclusion in the SHLAA.

5.3.54

2. Bradford Growth Assessment

The Bradford Growth Assessment provides a strategic level assessment of which parts of the District would be capable of and most suitable for accommodating growth in the form of urban extensions or local Green Belt deletions. The key outputs from the study relevant to the consideration of the housing distribution in Policy HO3 are:

- A general assessment of the environmental, social and economic characteristics of each settlement;
- A broad and strategic review of the role and importance of the Green Belt around each settlements;
- An examination of the area around each settlement and using a sieving process the identification of areas of search which are subject to relatively low levels of constraints;
- Subjecting the areas of search and a selection of SHLAA sites to a scoring appraisal.

5.3.55

3. HRA and South Pennine Moors Birds and Habitats Surveys

A key stage in the plan making process is to assess how and whether the desired locational strategy would affect key areas designated for their wildlife and habitat value. Consultants Urban Edge have been commissioned by the Council to carry out the HRA of the Plan and in the light of an initial appraisal of the likely impacts of the housing distribution envisaged in the CSFED and the importance of the 2.5km buffer zone around the S Pennine Moors SAC/SPA boundary, further survey work of both bird activity and most valued habitats was commissioned. The overriding goal of this work was to provide spatial data so that bird activity and valued habitats could be mapped and compared to the incidence of potential edge of settlement development sites (taken from the SHLAA) within the 2.5km buffer zone.

5.3.56

The settlement distribution contained within Policy HO3 therefore reflects the results of this work and the potential need to avoid or minimise direct and indirect affects on any key areas.

5.3.57

4. Flood Risk and the Sequential Approach to the Distribution of Housing Growth

A key goal within the NPPF is that Local Plans should avoid development within the areas of highest flood risk and utilise a sequential approach to direct development to areas of lowest risk. This is reflected in the Core Strategy in a number of ways. Firstly the SHLAA has, in line with the definitions within the NPPF, ruled as unsuitable any site falling within flood zone 3b, the functional flood plain. The Council has also assessed the distribution of

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remaining potential sites against flood zones 3a which is considered at high risk of flooding and flood zone 2 which is considered medium risk.

5.3.58 The overriding aim has been to set settlement targets at a level which will allow the site allocations process to steer development to areas designated as flood zone 1. Based on the housing targets in Policy HO3 it is envisaged that in 25 out of the 27 settlements the housing quantum is capable of being realised without the use of any flood zone 2 or 3a land.

5.3.59 The only exceptions are Bradford City Centre and the Shipley Canal Road Corridor. Within the City Centre the housing targets to an extent reflect permissions already granted together with further ongoing viability work to suggest the levels of new homes that could reasonably be accommodated in the two key regeneration areas. The Council has also taken account of the balance in sustainability terms of locating development within the Regional City with its access to services, infrastructure and public transport compared to increasing further the levels of development in lower order settlements. The presence of environmental constraints such as possible impacts on the South Pennine Moors SAC / SPA has also



Shipley Canal Road Corridor

been taken into account. Moreover the accommodation of development within the Canal Road Corridor and the City Centre will have significant investment and regeneration benefits. The two relevant AAP's for these areas are already assessing in more detail how flood risk can be minimised or mitigated and will bring forward policies and proposals to this end. Overall it is therefore considered that the wider sustainability benefits of an approach which meets some of the housing need of the Regional City in these two areas significantly outweighs the flood risk issue.

5.3.60 **5. Other Factors – Maximising Previously Developed Land / Minimising Green Belt / Delivering Affordable Housing**

The final stage in testing the housing distribution contained within Policy HO3 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. By reference to the results of the SHLAA it can be confirmed that the settlement targets within Policy HO3 fully utilise all of the deliverable and developable previously developed land identified.

5.3.61 Similarly there is no configuration of targets which would produce a significantly lower take up of green belt land. While greater quantum of affordable housing could theoretically be secured by a distribution weighted more towards the settlements of Wharfedale, such an approach would not reflect the distribution of need for such affordable housing which according to the updated SHMA is concentrated more in the urban areas of the District.

The Regional City of Bradford

Table HO4: An indication of how the proposed settlement distribution departs from the baseline population proportionate target

Area	HO3 target	% of District Wide Total	Difference from Baseline Target
The Regional City of Bradford	27,750	65.9%	-574
Bradford City Centre	3500	8.3%	+3207
Shingley & Canal Rd Corridor	3100	7.4%	+2985
Shingley	750	1.8%	-735
Bradford SE	6000	14.3%	+1122
Bradford NE	4400	10.5%	-3036
Bradford SW	5500	13.1%	-2394
Bradford NW	4500	10.7%	-1722

5.3.62 Overall the proposed level of growth within the Regional City lies just below the suggested baseline target and represents an increased concentration in this area as compared to that within the CSFED. This has been made possible by the updated and larger land supply within the area in the updated SHLAA and by the results of the Bradford Growth Assessment which has identified additional potential areas of search for development around the city additional to those already contained within the SHLAA.

5.3.63 There are however significant differences between the different parts of the Regional City. Shingley, Bradford NE, SW and NW have all been assigned lower numbers than would be the case if the baseline targets were followed, largely due to land supply constraints in these areas. Conversely the master planning areas of the Shingley Canal Road Corridor and City Centre areas envisage the creation of new or significantly expanded housing concentrations in areas where the existing populations are low.

5.3.64 Conversely the Bradford SE figure lies well above the baseline target and this reflects the potential land supply in the area and the proposals for development both within and adjoining Holme Wood based upon the approved Neighbourhood Plan. It also reflects the results of the Bradford Growth Assessment which recommended the SE area as a particular focus for growth.

The Principal Towns

Table HO5: An indication of how the proposed settlement distribution departs from the baseline population proportionate target

Area	HO3 target	% of District Wide Total	Difference from Baseline Target
The Principal Towns	6,900	16.4%	+170
Ilkley	1000	2.4%	-194
Keighley	4500	10.7%	+434
Bingley	1400	3.3%	-70

5.3.65

The proposed overall target for the Principal Towns is also close to that indicated within the baseline distribution. However, the housing target for Ilkley lies slightly below both the baseline target and the target proposed within the CSFED. This reflects the redistribution of development away from the areas most sensitive due to their proximity to the designated South Pennine Moors SPA / SAC. The Bingley target has been set slightly below both the baseline number and below the total capacity within the SHLAA. This is because the majority of the SHLAA capacity for Bingley is within the Green Belt and although Bingley is a sustainable location for growth there is also a need to ensure that the strategic functioning of the Green Belt in the area is not compromised. Conversely the target for Keighley lies a little above the suggested baseline and this reflects the towns role as a Principal Town, and the current and future potential land supply in this area.

The Local Growth Centres

Table HO6: An indication of how the proposed settlement distribution departs from the baseline population proportionate target

Area	HO3 target	% of District Wide Total	Difference from Baseline Target
Local Growth Centres	4900	11.6%	+1824
Queensbury	1000	2.4%	+266
Thornton	700	1.7%	+217
Silsden	1200	2.9%	+567
Steeton With Eastburn	700	1.7%	+354
Burley in Wharfedale	700	1.7%	+182
Menston	600	1.4%	+238

5.3.66

The Local Growth Centres are all locations which have been promoted to the third tier of the settlement hierarchy by virtue of their status as sustainable local centres and their role, function and accessibility to larger settlements such as Bradford, Keighley or Ilkley. They have a role in taking some of the development which would otherwise be allocated to the Regional City, to Keighley or to Ilkley. The proposed targets for the Local Growth Centres reflect a balance between recognising their potential to accommodate some growth, the contribution that development can make to meeting housing need but also the need to reflect a number of environmental constraints. These include landscape and topography in the case of Queensbury and potential direct and indirect impacts on the South Pennine Moors SPA / SAC, and the 2.5km buffer zone around it, in the case of Silsden, Burley In Wharfedale and Menston.

The Local Service Centres

Table HO7: An indication of how the proposed settlement distribution departs from the baseline population proportionate target

Area	HO3 target	% of District Wide Total	Difference from Baseline Target
Local Service Centres	2550	6.1%	-1419
Addingham	200	0.5%	-63
Baildon	350	0.8%	-1001
Cottingley	200	0.5%	-195
Cullingworth	350	0.8%	+135
Denholme	350	0.8%	+125
East Morton	100	0.2%	-9
Harden	100	0.2%	-33
Haworth	400	1.0%	-83
Oakworth	200	0.5%	-115
Oxenhope	100	0.2%	-55
Wilsden	200	0.5%	-125

5.3.67

The targets proposed for the Local Service Centres lie on the whole below the baseline targets and also in the main are lower than the targets proposed within the CSFED. The Council considers that these are the least sustainable locations for growth within the District and development here should be focused more on meeting local needs and supporting local services. The only settlements where the targets lie a little above the baseline are for Cullingworth and Denholme which reflects the potential from existing sites and new redevelopment opportunities in these areas and their relatively strong performance in sustainability scoring within the growth study.

Policy HO3: Distribution of Housing Development

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 at least 42,100 for the District between April 2013 and April 2030. This requirement will be apportioned as follows:

- 3,500 (8.3% of the District total) within the Bradford City Centre Area AAP;
- 3,100 (7.4% of the District total) within the Shipley & Canal Road Corridor AAP;
- 35,500 (84.3% 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 (27,750) Divided as follows:

■ Bradford City Centre	3,500	■ Bradford NE	4,400
■ Canal Road	3,100	■ Bradford SW	5,500
■ Shipley	750	■ Bradford NW	4,500
■ Bradford SE	6,000		

The Principal Towns (6,900) Divided as follows:

■ Ilkley	1,000	■ Bingley	1,400
■ Keighley	4,500		

Local Growth Centres (4,900) Divided as follows:

■ Burley in Wharfedale	700	■ Menston	600
■ Queensbury	1,000	■ Steeton With Eastburn	700
■ Silsden	1,200	■ Thornton	700

Local Service Centres (2,550) Divided as follows:

■ Addingham	200	■ East Morton	100
■ Baildon	350	■ Harden	100
■ Haworth	400	■ Cottingley	200
■ Cullingworth	350	■ Oakworth	200
■ Denholme	350	■ Oxenhope	100
■ Wilsden	200		

OUTCOMES	INDICATORS	TARGETS
	Process policy, no indicators	

Managing Housing Delivery in a Sustainable Way

Managing Land Release Via Phasing

- 5.3.68 The Council believes that there is a clear need for a managed release of land over the Plan period if all of the goals of delivering housing growth and securing sustainable patterns of development and successful neighbourhoods are to be achieved. Policy HO4 therefore reflects this need for a managed approach and will help achieve Strategic Objective number 3 of the Plan.
- 5.3.69 The scale of housing delivery envisaged in this Core Strategy 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.
- 5.3.70 If unmanaged, the scale of this delivery 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. It could also undermine efforts to maintain a focus on previously developed land and urban regeneration.
- 5.3.71 Releasing all sites and land at the same time could actually undermine delivery if it were to result in the rate of new development outstripping an area's ability to provide new infrastructure. A managed and phased release of sites therefore has the potential to support rather than undermine housing delivery as it will place a focus on the early release of deliverable and sustainable sites which are not dependent on significant new infrastructure and will place a focus ensuring that the timing of both housing and infrastructure delivery are aligned.

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 Local Plan will be phased.**
- B. The plan period will be split into 2 phases with phase 1 covering the first 8 years and the second phase the final 7 years of the plan period to 2030. The Allocations DPD will therefore need to allocate sufficient land to meet 8/15 of its housing requirement as specified in Policy HO3 within the first phase and 7/15 of its housing requirement within the second phase.**
- C. Detailed proposals for the allocation of sites within these phases and the trigger mechanisms for releasing land will be set out within the Allocations DPD, but will be based on the following principles:**
- 1. The need to have regard to delivering the overall housing requirement in line with Policy HO1;**
 - 2. The need to maintain a 5 year supply of deliverable sites as required by the NPPF;**



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3. The need to ensure that within each phase the sites allocated will provide for a range and choice of dwellings of different types, sizes and tenures which will meet local need;
 4. The need to meet the targets for development on brownfield land as set out in this document;
 5. The need to prioritise and not undermine proposals for urban regeneration within the Regional City of Bradford and in Keighley;
 6. 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;
 7. 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 Local Plan.
- D. Consideration will be given to bringing forward large or complex sites within the first phase where this would aid delivery in full in the plan period or where it would help to secure required investment and infrastructure;
- E. The Council will maintain a five year supply (plus NPPF buffer) of deliverable housing sites through considering release of the subsequent phase of sites to help address any persistent shortfall.

OUTCOMES	INDICATORS	TARGETS
	Process policy, no indicators	

5.3.72 The use of a phasing policy will effectively mean that some sites are held back from being developed until the second half of the plan period. It is important therefore that both details of the phasing approach and the selection of sites for the phases are designed to meet the housing delivery goals and targets of this document as well as those relating to co-ordinated infrastructure delivery and meeting previously developed land targets.

5.3.73 The Council will ensure that Policy HO4 supports housing delivery and regeneration in a number of ways – by being selective in where the phasing policy will apply, by ensuring that the range of criteria for the actual placement of sites within a phase are designed to be broad and supportive of maintaining housing delivery, and by emphasising the importance of maintaining a 5 year land supply of deliverable sites.

5.3.74 Policy HO4 will therefore apply to the assessment and allocation of sites within the Allocations DPD. However within the Shipley & Canal Road Corridor and Bradford City Centre AAP's all housing allocations will be released at the start of the plan period. There are several reasons for this.

- Firstly this will ensure that a greater supply of sites is released in the early stages of the Plan period thereby enhancing delivery in the areas of the District where there is the most pressing need for new homes and for regeneration;
- Secondly, it reflects the fact that the preparation of the AAP's is now at an advanced stage.

- In the case of the Shipley and Canal Road Corridor AAP the achievement of the proposed 3,100 homes is dependent on a small number of large and complex sites all of which have been assessed as potentially benefiting from the certainty that early release would provide.
- In the case of the City Centre AAP there is very little differentiation between sites with all being previously developed land and all being highly accessible to public transport services. The advanced nature of the work on the AAP has also given assurance that there are no significant infrastructure based reasons for a phased land release in this area. The Council also considers that in most cases these sites would have the potential to further establish and accelerate the emerging pattern of investment and regeneration in the City Centre that is now underway. The market within the City Centre is changing at a rapid rate and it is considered important that the AAP takes a flexible approach which supports delivery on sites as and when proposals for development and investment arise.

5.3.75 As a result of allocation of 8/15 of the supply within phase 1 of the Allocations DPD and the allocation of all housing land within phase 1 within the two AAP's, the total land supply released at the start of the Plan period will amount to at least 25,533 units or 61% of supply.

5.3.76 With regards to the detail of the phasing policy, the decision to identify two phases and to make the first phase of a longer period than the second has been taken to ensure flexibility within the land supply and support delivery. An eight year first phase will also ensure that the use of a phasing policy will not undermine the ongoing existence of a 5 year land supply of deliverable sites.

5.3.77 Within 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, 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. The Local Infrastructure Plan will also be a key input into the phasing process. To be clear, although the Council wishes to encourage the take up and delivery of previously developed land, there will be no bar on a particular type of site being placed within the first phase.

5.3.78 While the Allocations DPD as a whole will need to allocate sufficient land in the first phase to meet 8/15 of it's plan wide housing requirement it will not be a requirement for each settlement to release land to precisely the same proportions. In some settlements more than 8/15 may be released within the first phase and in some slightly less. This reflects the varying circumstances on a settlement by settlement basis and the fact that some settlements will face more significant infrastructure issues while immediately deliverable land supply will also vary. However, unless there are sound planning reasons not to do so all settlement and sub areas should make a contribution to and release some land within phase 1.

5.3.79 The Council recognises that in some cases there will be relatively long lead in times and technical issues associated with bringing forward larger or more complex sites for residential development. In such cases early release and phasing may assist infrastructure planning and the securing of funding, and will also ensure that such larger sites are capable of delivering their completions in full within the plan period. Consideration will

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be given to opportunities to bring such sites forward for development, as part of the first phase, where this is appropriate and consistent with the overall strategy.

5.3.80 The overall principles for the phasing approach within the Local Plan 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. The Council will also consider the early release of phase 2 sites in the unlikely event of a persistent shortfall (defined as being over 2 successive monitoring year periods) in 5 year land supply. Appendix 6 also includes the expected housing delivery trajectory. This in turn reflects the Council's approach to maintaining a 5 year land supply which includes allowing for a 20% buffer in additional supply brought forward from the later part of the plan period and resolving the backlog in previous provision over the full plan period (the 'Liverpool approach'). This reflects the need to boost delivery to meet the backlog but at a rate which would be practicable and deliverable.

5.3.81 Finally, to be clear, Policy HO4 is aimed at the process of allocating and phasing the release of sites in a managed and sustainable way in the subsequent Allocations DPD. It is not the intention that Policy HO4 be applied to prevent other future sustainable housing development proposals (which would be considered windfall development) from coming forward.

Density Targets and the Efficient Use of Land

5.3.82 The Council considers that one of the key components of a sustainable approach to growth and a sustainable approach to land release is to ensure that land is used as efficiently as possible.

5.3.83 It has already been demonstrated under Policy HO2 that the District faces a major challenge in finding sufficient land to meet the District's growing population. Under delivery on sites, if allowed to happen, would accumulate over time, resulting in greater dispersal of development than is necessary. It would also lead to the need to release further green field or Green Belt land.

5.3.84 The Government's NPPF therefore recognises that it is a legitimate role of the local plan to set density targets which reflect local circumstances. The local circumstances which warrant such targets in this plan include the massive scale of development which is needed to meet the District's growing population and the relatively constrained supply of deliverable land to meet that need, particularly within the main urban areas.

5.3.85 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 most developments should achieve a minimum density of 30 dwellings per hectare.

Policy HO5: 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, although higher densities would be possible in areas well served by public transport and/or close to the City Centre and Principal Town Centres.

C. Detailed density targets applying to specific Sub Areas will be set out within the Allocations, Bradford City Centre and Shipley & Canal Road Corridor DPD's. This will include those areas where local character of the area would warrant lower densities or areas well served by public transport where higher densities may be required.

OUTCOMES	INDICATORS	TARGETS
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;	Number and percentage of dwellings (district wide) completed at density below 30 dph; IND6(H)	90% of units on completed housing schemes are at a minimum density of 30dph
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;	Number and percentage of dwellings (district wide) completed at density between 30 & 49 dph; IND6(H)	
	Number and percentage of dwellings (district wide) completed at density above 50 dph; IND6(H)	
	Local density targets included in site allocating DPD's; IND6(H)	

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LEAD ROLES	DELIVERY MECHANISMS
CBMDC Developers – market housing RSL's – social housing HCA CABE	Strategic Policy via Core Strategy Land Allocations in Local Plan Development Management Decisions Pre Application Advice and Negotiation Neighbourhood Plans AMR

5.3.86 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.

5.3.87 The Council considers that on most occasions this will lead to achieving at least 30dph. A 30dph is by no means onerous and is set sufficiently high to ensure that land is not wasted but sufficiently low to ensure that the policy need not undermine delivery. It is a target which has been consistently and successfully achieved in schemes within the District over the period of the RUDP.

5.3.88 However the policy wording also allows for flexibility for the negotiation of either lower or higher yields when planning applications are submitted. In particular higher densities may be required where sites are located in areas well served by public transport. Well served is taken as areas within city or town centres, within an 800m radii around existing railway stations or within a 400m of a bus stop offering a service four times per hour / 15 minute frequency to one or more of the following centres: Bradford, Leeds, Halifax, Ilkley, Keighley, Bingley or Shipley.

5.3.89 Policy HO5 also allows for the site allocating DPD's to set detailed density targets for parts of 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.

5.3.90 For the purposes of clarity, the targets set out within Policy HO5 relate to net densities. Net density is usually determined by measuring the number of dwellings against the net developable area of the site. The net developable area would include only those site areas which will be developed for housing and directly associated uses, including local access roads within the site, private garden space, car parking areas, incidental open space and children's play areas, where these are provided.

Maximising the Use of Previously Developed Land

5.3.91 Within the NPPF, the Government states that one of its core planning principles is that the planning system should encourage the effective use of land by reusing land that has been previously developed (brownfield land), provided that it is not of high environmental value.

- 5.3.92** If growth in Bradford is to be accommodated in a sustainable way then it is essential that the land supply available for development is used in the most effective way. This means making best use of previously developed (brownfield) land which is currently deliverable for the provision of new homes and using a range of direct and indirect initiatives to bring forward other areas of such land over the plan period. The use of brownfield land is crucial because it tends to be concentrated in the urban areas of the district and its development, in addition to providing much needed homes, has the potential to provide wider benefits such as the removal of derelict land and buildings, and improvement of the local environment. In doing so it has the potential to improve the prospects for further development and investment over time.
- 5.3.93** Policy HO6, together with the implementation strategy included in Appendix 6 therefore sets out the priority that the Council will give to maximising the contribution which previously developed land makes to the provision of new homes, and indicates targets for the proportion of housing completions which should be on previously developed land which reflects the evidence base, in particular the SHLAA. The policy therefore supports both the Core Strategy's place specific Vision for Bradford and Strategic Objective 2.
- 5.3.94** Government guidance contained within the NPPF allows for the setting of locally appropriate targets for the use for the use of brownfield land. The targets within element C of the Policy have been carefully considered and reflect the results of the latest SHLAA.
- 5.3.95** The target proportions do lie significantly below the proportions achieved and reported on in the Annual Monitoring Reports (AMR) of recent years. However those AMR proportions are misleading since the absolute number of completions in the District over this period has been extremely low. The SHLAA results indicate that there is no way that remotely the same proportions of brownfield development can be achieved if the quantum of delivery are to be increased from the recent levels of around 700/annum to something well over 2000 as required over the whole period to 2030. The targets therefore, although challenging, do reflect the realities of the amount of deliverable and developable brownfield land within the District.

Policy HO6: Maximising the Use of Previously Developed Land (PDL)

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 and buildings.

This will mean achieving the maximum possible overall proportion of housing development on previously developed land consistent with:

- 1. the deliverable and developable land supply;**
- 2. the need to maintain a 5 year land supply of deliverable sites;**
- 3. the need to coordinate development with infrastructure provision; and**
- 4. the need to maintain delivery of the scale and type of homes required throughout the plan period;**



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B. District wide, 50% of total new housing development over the 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 the following proportions of housing development on previously developed land:

- In the Regional City of Bradford 55%
- In the Principal Towns 50%
- In the Local Growth Centres 15%
- In the Local Service Centres 35%

D. The Council will monitor performance against these targets and will take action if performance slips outside of the defined acceptable ranges as set out in the housing implementation framework.

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; IND5(H)	Target as set out in Policy HO6

LEAD ROLES	DELIVERY MECHANISMS
CBMDC Developers – market housing RSL's – social housing HCA	Strategic Policy via Core Strategy Land Allocations in Local Plan Development Management Decisions Local Plan AMR Local Investment Plan Neighbourhood Plans

5.3.96 Appendix 6 of this Core Strategy includes an assessment of how the pattern of brownfield delivery is likely to evolve over the plan period and the ways, both direct and indirect, in which the Council will promote and encourage the take up of brownfield land.

5.3.97 The district wide target of 50% of new housing on brownfield land is a realistic one based on the land supply data within the SHLAA. The targets though challenging are considered achievable. The SHLAA has taken a cautious view of development potential within the City Centre and there are a range of schemes not currently within the trajectory which may well

come forward once the economy recovers albeit at lower densities than was the case when permissions were originally granted. Further brownfield supply may also materialise via the recycling of land in the urban areas, particularly within the Bradford and Keighley, and as a result of recent Government changes to allow the conversion of offices to residential use.

5.3.98 Within the smaller settlements within the District – the Local Growth Centres and the Local Service Centres – the PDL targets have been set at much lower levels. Again this reflects the nature of the land supply which is much more heavily weighted towards green field sites than is the case in the urban areas of the District.

5.3.99 For purposes of clarity with regard to monitoring, the targets set out in Policy HO6 are for actual delivery of housing completions. Also the 4 targets which refer to the Regional City, The Principal Towns, The Local Growth Centres, The Local Service Centres are for the delivery across each tier of the settlement hierarchy as whole. This therefore allows flexibility for individual settlements to achieve higher or lower proportions according to the circumstances in each case.

5.3.100 It is important to stress that 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. In order to gain an overall appreciation of the Council's approach to the release of land, Policy HO6 should be read alongside Policy SC4 which sets out a sequential approach to the location of development and to Policy HO7 which sets out more detailed criteria and principles by which sites will be compared, assessed and selected for allocation.

Housing Site Allocation Principles

5.3.101 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.

5.3.102 While this Core Strategy does not in itself allocate sites it is considered important that it sets the strategic policy framework to guide this process in the rest of the Local Plan. Both the NPPF and the Core Strategy's vision suggest that sustainable development and management should be at the heart of the growth and economic transformation that is envisaged over the period of this plan. Policy HO7 will help achieve this. Furthermore the criteria listed within the policy will assist in achieving a range of the objectives set out in Section 3, particularly those aimed at safeguarding and enhancing the environment of the District.

5.3.103 The policy approach to allocating sites begins at its most strategic level within Policy SC5 which describes the relative priority to be given to site locations within settlements as opposed to extensions of those settlements. However there are a further range of key criteria which should be used in the site allocation process and which are not necessarily connected to a site's status as within or extending a settlement and these are outlined in Policy HO7 overleaf.

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 Corridor AAP and the Bradford City Centre AAP based on a range of principles including:

- A. The need to allocate sufficient deliverable and developable sites to meet the targets set out in Core Strategy Policies HO1 and HO3;
- B. Prioritising the allocation of sites which would assist in the regeneration of the Plan area;
- C. 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;
- D. Prioritising the allocation of sites which would remedy identified deficiencies in local infrastructure and services including open space, community and education facilities;
- E. Minimising the use of green belt land within the Plan area;
- F. Maximising positive environmental benefits of development by prioritising the allocation of sustainably located sites which:
 - 1. Would result in significant environmental improvements to an area for example by reclaiming derelict land;
 - 2. Would enhance biodiversity or contribute to the aim of achieving no net loss of biodiversity;
 - 3. Would provide opportunities to draw energy supply from decentralised and renewable / low carbon sources;
 - 4. Would provide opportunities to create or enhance green infrastructure particularly those that link urban green spaces with the wider countryside.
- G. Minimising adverse environmental impacts of housing growth, in particular with regard to climate change, biodiversity and flood risk, by wherever possible:
 - 1. Selecting sites accessible to a range of services and community facilities thereby reducing the need to travel;
 - 2. Selecting sites accessible to quality public transport services and in accordance with the public transport accessibility approach as set out in Policy SC5, Policy TR1 and Appendix 3;
 - 3. Avoiding development of sites which would result in the fragmentation or isolation of natural habitats;



4. Ensuring that sites relate well to the form and character of the settlement and do not detract from its landscape setting;
5. Minimising the loss of trees and woodland;
6. Avoiding sites or locations which would pose unacceptable risk to health and safety;
7. Applying a flood risk sequential approach to direct development to areas of lowest flood risk.

OUTCOMES	INDICATORS	TARGETS
	Process policy, no indicators	

- 5.3.104 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 Corridor AAP.
- 5.3.105 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.
- 5.3.106 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.
- 5.3.107 Section F 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.
- 5.3.108 Section G 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,

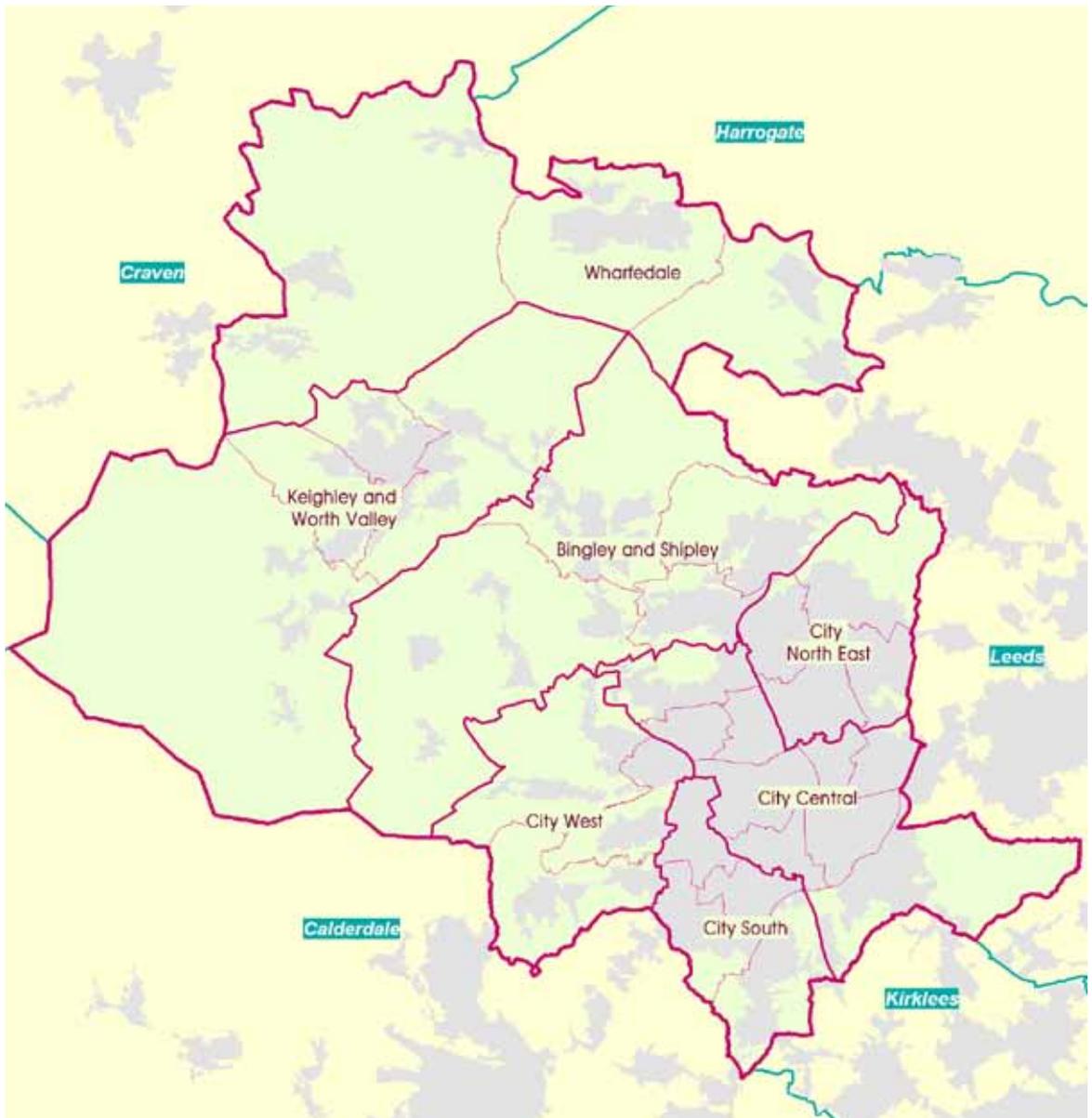
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biodiversity and flood risk. Selecting sites which are accessible to services and public transport will be key and both the Transport section of this document and the site allocating Local Plan documents will develop a range of accessibility criteria on which to make such assessments.

Housing Mix

- 5.3.109 Housing choice is essential in meeting the wider housing 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. A key objective is to ensure that planned housing growth will deliver a mix and balance of housing, which meets the future needs of the District's population.
- 5.3.110 Policy HO8 will ensure that new residential development provides for a range of housing types to help support the creation of mixed, balanced and inclusive communities. The Policy supports objectives 4, 10 and 11 of the Core Strategy.
- 5.3.111 To deliver a wide choice of high quality homes and create sustainable, inclusive and mixed communities, the Local Plan will plan for a mix of housing based on demographic and market trends and the needs of different groups in the District. The Strategic Housing Market Assessment (SHMA) identifies the need and demand for housing and the needs of different groups in the District.
- 5.3.112 On the basis of a range of evidence the 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 identifies that there are a number of sub areas within the District which exhibit broadly similar housing market characteristics. These are illustrated in Figure HO1.
- 5.3.113 Overall, the housing market in the District is generally balanced with some market pressures in particular areas. There is a need to maintain the delivery of a variety of dwelling types and sizes to ensure that a better balance between demand and supply is achieved across the District. Evidence presented in the SHMA will help inform development priorities in specific areas within the Bradford District.
- 5.3.114 The SHMA and the District's housing strategies provide an analysis of the key housing market drivers in Bradford and identify specific groups for which need and demand must be catered for within the Local Plan. Specific groups identified as having particular housing requirements in the District include families, older people and Black and Minority Ethnic (BME) households. The key housing market drivers in the District are demographic, economic and dwelling stock drivers.
- 5.3.115 Demographic change will be a key driver of the District's housing market, both in terms of overall population and household growth and increase in the older aged population. A major strategic challenge will be to ensure a range of appropriate housing provision for Bradford's older population. There is considerable ethnic diversity within the District and an important underlying driver is the growth of the BME population. The proportion of BME households is highest 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. Overcrowding is a

Figure HO1: Bradford SHMA Sub Areas



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major issue in City Central and is linked to the size of BME households and reflects the need for larger properties.

5.3.116

Families account for nearly a third of the households across the District and given the likely level of population and household growth driven by natural change the current demand for core family housing products, such as houses with 2 to 4 bedrooms, will increase if there is not a strong focus on the supply on family housing.

SECTION 5.3 Planning for People - Housing

- 5.3.117 The District is expected to see significant growth in jobs over the plan period. The provision of an appropriate range of housing will play an important role in supporting the economy. A strategic priority is to ensure the District attracts and retains economically active households; delivering a range of good quality housing types will help to achieve this.
- 5.3.118 Policy HO8 identifies the strategic housing priorities required to help address particular housing pressures and the requirements of specific groups in the District. Policy HO8 will promote mixed communities and successful places by ensuring that developments, particularly on larger sites achieve a good mix of housing, which reflects the requirements of households throughout the District.
- 5.3.119 Policy HO8 will help enhance the role of Bradford District within the wider Leeds City Region as an important business location with a good supply of housing, in support of Policy SC1. It will also support Policy HO9, HO10 and HO11 through the delivery of high quality housing schemes by ensuring developments provide a mix of housing types and tenures that meet local requirements and needs, including the supply of larger homes, particularly in areas suffering from high levels of overcrowding.

Policy HO8: Housing Mix

- A. The council, will ensure that a mix and balance of housing is provided to meet the needs of the District's growing and diverse population.**
- B. All large sites will be expected to incorporate a mix of housing types, sizes, prices and tenures. The exact mix should be based both on market demand and evidence of local need within the District's SHMA together with any other robust 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 housing mix on an area or site basis will be set out as necessary in the Allocations DPD, Bradford City Centre and Shipley & Canal Road AAPs and Neighbourhood Plans.**
- 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 accordance with Policy HO11 and meeting the needs of people on lower incomes and first time buyers**
 - 3. Increasing the supply of larger homes across the District, particularly in areas suffering from high levels of overcrowding**
 - 4. Increasing the supply of accessible housing which is able to meet people's needs throughout their lives**
 - 5. Increasing the supply of high quality flats, particularly in city and town centres and accessible locations**
 - 6. Supporting the provision of specialist accommodation for older people in suitable locations and in areas of greatest demand**

SECTION 5.3 Planning for People - Housing

OUTCOMES	INDICATORS	TARGETS
The delivery of housing which by virtue of its type, size and tenure meets the needs and requirements of the community, and in particular meets strategic housing priorities and relieves problems of over crowding in inner urban areas.	<p>The number of affordable homes completed. Corporate. IND5(H)</p> <p>The mix of housing delivered with respect to size, type and tenure Operational</p> <p>% of major housing schemes achieving no red in Building for Life Assessments for Meeting local housing requirements Operational</p>	20-25% of total gross housing completions should be affordable housing completion

LEAD ROLES	MAIN MECHANISMS
CBMDC Developers Registered Providers' HCA The Design Council	<p>Strategic policy via Core Strategy</p> <p>Pre application negotiations</p> <p>Local policy and allocations via DPDs</p> <p>Development management decisions</p> <p>SHMA</p> <p>District Housing Strategies</p> <p>AMR</p> <p>Building for Life Assessment</p> <p>Local Investment Plan</p> <p>BMDC led Neighbourhood Action Plans</p> <p>Community led Neighbourhood Plans</p>

5.3.120 Policy HO8 will be implemented through the Development Management process and be supported by guidance set out in the Housing Design Guide SPD. The Housing Design Guide will set out further guidance on how the requirements of Policy HO8 should be met.

5.3.121 Criteria A will help create mixed, balanced and inclusive communities, through new housing development making provision for a range of housing types, sizes, prices and tenures.

5.3.122 Developments will be expected to take account of housing need and demand, have regard to the composition of the local housing stock and to respond to site related issues through imaginative design solutions. Applicants should justify the proposed housing mix and demonstrate how the development will contribute to meeting the housing needs and strategic priorities of the District as set out in Policy HO8.

SECTION 5.3 Planning for People - Housing

- 5.3.123 While it will not always be possible for small sites to achieve a mix of house types, larger sites of 0.4ha or 10 dwellings or more will be expected to deliver a mix of housing under Criterion B.
- 5.3.124 The design and layout of schemes should seek to integrate different types and sizes of homes, avoiding concentrations of similar properties being grouped together. A 'tenure-blind' approach should be taken to the design of homes and streets so that it is not easy to distinguish between private and affordable housing.
- 5.3.125 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 to ensure the site contributes to the overall mix of housing in the locality. The viability of achieving an appropriate housing mix should also be considered. The SHMA, and any more detailed and localised evidence of housing need and demand, 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.
- 5.3.126 Criterion C allows for detailed guidance on housing mix on an area or site basis to be set out as necessary in the Allocations DPD, Bradford City Centre and Shipley & Canal Road AAP's and Neighbourhood Plans. This will need to be clearly justified and have regard to both the local housing market characteristics and household requirements and the housing needs and strategic priorities of the wider housing market area.
- 5.3.127 Under Criterion D residential schemes which will support the strategic housing priorities identified in Policy HO8 will be encouraged. Where suitable and appropriate the Council will support diverse market housing products which can help meet a range of housing needs including low cost market housing, custom/self build and purpose-built privately rented homes. Low cost market housing will not be considered as affordable housing in relation to Policy HO11 and should be high quality as set out in Policy HO9.
- 5.3.128 To support custom/self build the council will consider the demand for people wishing to build their own homes. The Allocations DPD, AAPs and /or Neighbourhood Plans should consider mechanisms for meeting any local demand for such housing. This could include identifying opportunities offered by publicly owned land, identifying appropriate sites or requiring a proportion of self build plots to be provided on sites.
- 5.3.129 Larger sites of 0.4ha or 10 dwellings or more will be expected to include a proportion of accessible homes as part of the overall housing mix and should consider the provision of specialist housing for older people and people with disabilities.
- 5.3.130 To make the most efficient use of land and support density targets in Policy HO5 the provision of flats will be supported in the city and town centres and in areas well served by public transport and where they can contribute to an overall mix of housing on larger sites. Providing higher density flats in sustainable locations 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.
- 5.3.131 The provision of specialist accommodation, especially for older people, will be supported in suitable locations with good access to amenities and services and in areas of greatest anticipated demand. Specialist housing 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.

Housing Quality

- 5.3.132 A key objective for the District is to ensure that new housing creates popular neighbourhoods with high standards of quality and design. It is important that new housing is designed to create high quality places where people aspire to live, which supports strong communities and healthy lifestyles, and responds to the impacts of climate change. Delivering a sufficient supply of high quality housing is critical to supporting economic growth and facilitating a low carbon economy.
- 5.3.133 In accordance with the Council's aim of increasing the quality and quantity of sustainable housing in the District, Policy HO9 will ensure that all new residential developments are:
- high quality in terms of design and sustainable construction standards
 - adaptable to meet the needs of the district's diverse population
 - and help reduce the impact of future development on the environment
- 5.3.134 Policy HO9 aims to deliver high quality homes that meet the district's needs and sets out the quality of new housing that will be expected. In doing so Policy HO9 contributes to meeting Core Strategy Objectives 4, 10, 11 and 13.
- 5.3.135 Good design is a key aspect of sustainable development. The Local Plan seeks to achieve high quality and inclusive design and a good standard of amenity for all. Policy HO9 identifies the quality of housing required to help address the district's strategic housing market challenges and priorities.
- 5.3.136 The SHMA identifies the need and demand for housing and the needs of different groups in the district. Strategic housing market challenges and priorities identified for the District include:
- addressing the requirements of a growing and ageing population
 - ensuring new housing supports the economy
 - delivering good quality homes to help attract and retain economically active households
 - maintaining the delivery of a variety of dwelling types and sizes to ensure that a better balance between demand and supply
 - addressing poor quality housing, overcrowding and improving energy efficiency
 - making urban neighbourhoods more attractive
- 5.3.137 Well designed homes can improve people's quality of life through the appearance and feel of the dwelling, the provision of private outdoor space, well laid out rooms and natural light. Homes which are designed to be adaptable can enable people to stay within their communities when their circumstances change such as having a family, growing old or developing a disability. A lack of space within homes has been shown to impact on basic lifestyle needs, as well as people's health, educational attainment and family relationships.

SECTION 5.3 Planning for People - Housing

- 5.3.138** There is a need to ensure that the size of new homes is suitable to meet everyday needs and the requirements of households in the District. Building new houses to suitable space standards will ensure new homes are flexible, adaptable and fit for living and meet the requirements of households in the district including families, BME households and older people.
- 5.3.139** Mitigating and adapting to the impacts of climate change are key challenges for the District. The Bradford Climate Change Framework for Action identifies that significant carbon reductions are required to mitigate climate change impacts. The framework sets a target to cut district carbon emissions by 40% by 2020. The Local Plan will have a key role in meeting this target, including reducing carbon emissions from housing. To minimise the environmental impacts of significant housing growth it is important that the Core Strategy contains challenging but achievable sustainability standards for new housing.
- 5.3.140** Policy HO9 includes robust and comprehensive policies that set out minimum acceptable standards and criteria to be considered in the design and construction of new residential development in the District and identifies the size and quality of housing that is required. To support the move to a low carbon future and mitigate the impacts of climate change, Policy HO9 sets out sustainable construction standards for new housing in the District. These standards are consistent with the Government's zero carbon buildings policy and are based on national standards.
- 5.3.141** The sustainable housing and design standards in Policy HO9 have been assessed as part of the Local Plan Economic Viability Assessment. This includes the impact of space standards and design. Sustainable construction standards are identified as having an impact on plan viability. The standards in Policy HO9 are therefore set at a level to enable future housing development to be deliverable, and are subject to viability to respond to changing market conditions throughout the plan period.
- 5.3.142** Policy HO9 will help ensure that housing developments are of high quality and contribute to inclusive built environments in the District in support of Policy SC1. It will support the council's carbon reduction targets by ensuring that new housing is developed to high sustainable construction standards and contribute to Policy SC2. It will also help deliver an appropriate housing mix of housing types and tenures that meet local requirements in support of Policy HO8. Policy HO9 set out minimum acceptable standards and criteria to be considered in the design of new residential development in support of Policy DS1.

Policy HO9: Housing Quality

- A. New housing development should be high quality and achieve good design.**
- B. The Council will encourage and support new residential developments to achieve high sustainable design and construction standards. The minimum acceptable sustainable housing standards are set out in the Building Regulations.**
- C. Larger housing sites should include a proportion of new homes which are designed to be accessible and easily adaptable to support the changing needs of families and individuals over their lifetime, including older people and people with disabilities.**



D. New development should provide private outdoor space for homes, unless site constraints make this clearly unfeasible and/or unviable.

E. New homes should be well laid out internally and should provide suitable space standards appropriate to the type of home. Rooms should receive adequate levels of daylight.

F. New development should provide adequate storage for bins, recycling and cycles. These should be located or designed in a way which is both convenient for residents and supports the quality of the street scene.

G. Specific guidance on housing quality and design on an area or site basis will be set out as necessary in the Allocations DPD, Bradford City Centre and Shipley & Canal Road AAPs and Neighbourhood Plans. Higher standards of sustainable design and construction may be required for certain sites or areas where it is feasible and viable to do so.

OUTCOMES	INDICATORS	TARGETS
Housing that is high quality and achieves good design.	% of major housing schemes achieving no reds in Building for Life 12 Assessments IND23(EV)	No planning permissions for a major housing scheme should achieve a 'red' rating against Building for Life 12 assessment
Housing that meets high standards of environmental performance as set out by Government.		
Housing that is accessible and easily adaptable which caters for the needs of the district's growing population	% of new dwellings achieving optional technical standards for accessible and adaptable dwellings and wheelchair user dwellings Operational	

LEAD ROLES	MAIN MECHANISMS
CBMDC Developers Registered Providers HCA The Design Council Leeds City Region Bradford Housing Partnership National Government housing Standards	Strategic policy via Local Plan Core Strategy Development Management decisions Pre application negotiations Land allocations via Local Plan Allocations DPD AMR SHMA Viability Assessment Building for Life Design review Community led Neighbourhood Plans Bradford Joint Housing Strategy

SECTION 5.3 Planning for People - Housing

- 5.3.143 Policy HO9 will be implemented through the Development Management process and supported by guidance set out in the Housing Design Guide SPD. The Housing Design Guide will set out further guidance on how the requirements of Policy HO9 should be met.
- 5.3.144 **Under Criterion A** all residential schemes will be expected to be high quality and achieve good design. The design quality of schemes over 10 units will be determined through a Building for Life 12 Assessment (or any subsequent revised national standard). A well designed scheme will perform well against all of the questions and the performance will be determined using a traffic light system of green, amber and red. In order to be considered good the scheme should achieve as many 'greens' as possible and avoid any reds unless clearly justified. Applicants for residential developments of over 10 units should submit their own evidenced Building for Life Assessment for consideration to form the basis for discussions on design quality.
- 5.3.145 This criterion should be read in conjunction with the following policies in the plan which support the Building for Life Criteria:
- Policy TR2 Parking Policy
 - Policy TR3 Public Transport, Cycling & Walking
 - Policy HO8 Housing Mix
 - Policy DS1 Achieving Good Design
 - Policy DS3 Urban Character
 - Policy DS4 Streets and movement
 - Policy DS5 Safe and inclusive places
- 5.3.146 **Under Criterion B** the Council will encourage developers to bring forward proposals which meet high standards of sustainable design and construction, which should meet at least the prescribed national standards at the time of application. New housing should achieve the Zero Carbon Housing Standard (or any national equivalent) in line with timescales set out in the national Zero Carbon Housing Policy.
- 5.3.147 The Council will encourage and support developments which exceed the national minimum sustainable housing standards, particularly efficiency standards. The Council will also support the use of on site renewable or low carbon energy generation, where appropriate and feasible, to help meet the energy requirements of the development and reduce carbon emissions.
- 5.3.148 The Council will encourage and support new homes which are designed to provide enhanced accessibility or adaptability. This includes accessible and adaptable dwellings and wheelchair user dwellings, as set out in the national Optional Technical Standards for Housing. In addition the Council will support the Lifetime Homes Standard as a model for building accessible and adaptable homes.
- 5.3.149 **Under Criteria C** larger sites of ten dwellings or more should include a proportion of accessible homes as part of the overall housing mix. This will be assessed through evidence provided by the applicant that a proportion of new homes on a site will exceed the national minimum requirement for access. If these standards are not met, this should be clearly justified and the applicant should demonstrate how the development meets the requirements of Criterion C. In considering Criteria C regard will be had to local need and the viability and feasibility of delivering accessible homes on a particular site. Site specific

factors such as vulnerability to flooding, the topography of the site or other circumstances which may make a site less suitable for accessible dwellings will also be taken into account, particularly where step free access cannot be achieved or is not viable.

- 5.3.150 The council intends to undertake further detailed work in regards to the requirement for accessible, adaptable and wheelchair user dwellings in accordance with the latest National Planning Practice Guidance. The Housing Design Guide will take account of this work and provide further guidance in relation to the proportion of accessible, adaptable and wheelchair user dwellings required in advance of any adopted policy in the Local Plan.
- 5.3.151 **Criterion D** relates to private outdoor space including gardens, balconies, patios and communal spaces. Spaces should be directly accessible from the home, secure, defensible and receive adequate sunlight.
- 5.3.152 The provision of sufficient living space within new homes is an important element of good housing design. Building to suitable space standards will ensure new homes provide sufficient space for everyday activities. Homes can also be used more flexibly and adapted more easily by their occupants to changing life circumstances.
- 5.3.153 **Under Criterion E** new homes should provide suitable space standards which will provide sufficient space for everyday activities.
- 5.3.154 The Government has developed a national space standard to offer a consistent set of requirements with regard to the size of new homes. The overall objective of this national space standard is to ensure that new homes are highly functional in terms of meeting typical day to day needs at a given level of occupation. The standard is intended to be a minimum standard which developers should exceed where possible.
- 5.3.155 For residential developments the Council will apply the national space standard as a benchmark for assessing the suitability of the proposed space standards of new homes. This will allow particularly small homes to be identified, and where necessary, the Council will seek to understand the reasons for any significant variation from the national space standard.
- 5.3.156 Where feasible and / or viable new homes should meet at least the minimum internal floor areas as set out in the Nationally Described Space Standard (or any subsequent national space standards).
- 5.3.157 If the proposed space standards are below those set out in the nationally described space standard then the onus will be on the applicant to justify why development to these standards cannot be achieved.
- 5.3.158 The Council intend to undertake further detailed work in regards to adopting the national space standard in the District, in accordance with the latest National Planning Practice Guidance, in advance of any policy requirement in the Local Plan.
- 5.3.159 Whilst new residential development should incorporate sufficient space in line with the identified standards, regard should also be had to the layout and function of units provided. Rooms will be expected to receive adequate levels of daylight and ventilation appropriate to their use.

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- 5.3.160 **Criterion F** seeks to ensure that suitable provision is made for the proper storage of waste in new homes. New development should provide external storage space for bins and recycling which is convenient and does not reduce the quality of the street scene. Cycle storage should be accessible and secure. Schemes should achieve a 'green' for Question 12 of Building for Life 12 to accord with this criterion.
- 5.3.161 **Criterion G** allows for further guidance on housing quality and design on an area or site basis to be set out as necessary in the Allocations DPD, Bradford City Centre and Shipley & Canal Road AAP's and Neighbourhood Plans. The nature of some sites and areas in terms of their location, viability and impact upon the environment, mean that higher standards of sustainable design and construction standards may be possible. Where appropriate higher levels of sustainable design and construction standards will be considered on specific sites or areas, where this is feasible and viable.

Overcrowding and Vacant Homes

- 5.3.162 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.
- 5.3.163 Approximately 10% of households in the District have at least one room too few in relation to their household size according to the 2011 Census (using the Occupancy Rating), 4,523 more households than in 2001. Moreover 3% of households would be classed as severely overcrowded with at least two rooms too few.
- 5.3.164 Severe overcrowding is concentrated in Great Horton, Manningham and Barkerend.
- 5.3.165 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 are key national government priorities.

Policy HO10: Overcrowding and Empty Homes

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 empty homes.

Policy interventions and investment priorities will be set out within the Council's District Housing Strategy, the Council's Empty Homes Delivery Plan, its Neighbourhood Development Frameworks, Neighbourhood Action Plans and within a Householder SPD.

OUTCOMES	INDICATORS	TARGETS
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.	Number of overcrowding and empty homes and the length of time they have been vacant Operational	
Empty homes brought back into use		

LEAD ROLES	DELIVERY MECHANISMS
CBMDC Developers – market housing InCommunities Other RSL's – social housing HCA Government	Strategic Policy via Core Strategy Local policy and allocations Householder SPD Development Management Decisions SHMA AMR

- 5.3.166 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 it has already adopted with partners including:
- Making best use of under-occupied socially rented stock using allocations policies and working with registered providers, particularly linking in with measures to address the impacts of welfare reform;
 - Offering a 'housing options' casework approach to overcrowded households;
 - Increased priority awarded to severely overcrowded households in the District's allocations policy.
- 5.3.167 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 homeowners who have the financial means and may wish to resolve their overcrowding problems through extending their homes to create extra bedrooms. This is especially relevant in Bradford: the 2011 census showed that 5.6% of owner-occupiers in the District are overcrowded, compared to 3.3% for England as a whole.
- 5.3.168 Additionally, in response to changes in national policy and taking account of local circumstances the Council has completed a review of its supplementary planning guidance on Householder development. The new Householder Supplementary Planning Document has replaced the two previous guidance documents, one on House Extensions and the

SECTION 5.3 Planning for People - Housing

second on Dormer Windows. In an effort to contribute towards the overcoming of this issue, the Householder SPD allows Planning Officers to take into account the specific issue of the overcrowding an applicant's current household maybe suffering from.

5.3.169 In cases where overcrowding has been established through the submission of documented evidence by the applicant and through consultation with the Council's Housing Department, the Council will normally allow a larger than otherwise permitted extension under the Design Principles of the Householder SPD. This will only be permitted if the additional extra volume would alleviate the established overcrowding in the household, which an extension under the Design Principles of the SPD would not allow. The larger than otherwise permitted extension must also not have a significant detrimental impact upon the neighbouring properties occupants and are still subject to Design Principles 1, 2, 3, 4, 5 in Section 2 and Design Principles 4, 5 and 6 in Section 6 of the Householder SPD.

5.3.170 Given the scale of population increase expected during the plan period and the over crowding problems outlined above, it is vital that significant progress is made in tackling and reducing the number of empty homes across the District. While there will always be a significant number of empty homes at any one time due to market churn (short term vacancy due to the sale, transfer and re-letting of properties) the number of empty homes, particularly long term empty homes in the District is too high. The total number of empty homes at October 2012 was 9,731 (4.6% of the total district stock) of which 5,413 were empty for longer than 6 months.

5.3.171 The Council is therefore keen to reduce the number of empty homes 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.

5.3.172 Many empty or derelict houses can be helped back into occupation simply by giving advice and information to the owner. A range of advice and assistance options are made available by the Council and its partners to help owners of empty homes bring them back into use. The Council has a dedicated Empty Homes Team to help target empty homes, focusing in particular on long-term empty homes. The range of support made available for empty home owners includes:

- Empty home loans and assistance
- Legal assistance
- Specialist empty homes advisors

5.3.173 The Council also has a range of enforcement options it can use if owners of empty homes refuse to take steps to bring their properties 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
- **Enforced Sale** – The Council forces the sale of the property to recover a debt which exists against the property

5.3.174 The Council will only consider these enforcement options as a last resort. 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.

Affordable Housing

- 5.3.175 Access to affordable housing is a major issue in the District. Inaccessible home ownership and housing benefit reform is making housing less affordable for many households. Strategic aims for the Council are to ensure an adequate supply of affordable homes to buy or rent that match household incomes, build sustainable neighbourhoods by ensuring that new homes of the right type are built in the right location, and to support the economy by new home building and ensuring homes remain affordable.
- 5.3.176 Policy HO11 will aim to ensure that a sufficient supply of good quality affordable housing is delivered to meet the affordable housing needs of the District. Policy HO11 supports Core Strategy Objectives 2, 4 and 10.
- 5.3.177 House prices in the District increased considerably between 2001 and 2008. Since peaking in 2008 prices have fallen back, mirroring the regional trend. While house prices have theoretically become more affordable in recent years, home ownership has remained out of reach for many potential first-time buyers, most who still aspire to home ownership. The average house price across the District is lower than the national and regional average. However, although average house prices are below national and regional levels the District also has lower average incomes. Within the District there are considerable variations in house prices and affordability. House prices are highest in Wharfedale, then Bingley and Shipley and lowest in inner Bradford and the urban area of Keighley. House price affordability ratios vary across the District, with Wharfedale having affordability ratios similar to the least affordable areas in the region such as North Yorkshire.
- 5.3.178 In comparison to regionally or nationally, Bradford District has a low proportion of social housing (15% of total housing stock). Despite the delivery of new affordable homes the overall amount of social homes has remained relatively static over the last decade largely due to the loss of social housing through Right to Buy and demolitions of low demand/poor quality stock. The number of households renting from a private landlord in the District has increased significantly over the last decade. The private rented sector serves a variety of markets in the District, including housing for low income households through the support of Housing Benefit. However, there are issues associated with insecure tenancies and housing standards.
- 5.3.179 The Local Plan must meet the full objectively assessed need for affordable housing in the housing market area. Affordable housing includes social rented, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the market.
- 5.3.180 The council has prepared a SHMA to assess affordable housing need in the District. Evidence in the SHMA justifies the need for affordable housing. The latest assessment identifies shortfalls in affordable housing across the District and estimates an overall net annual requirement for approximately 587 new affordable homes. Based on this need the SHMA recommends a district-wide affordable housing target of 20% to 25%. The SHMA also provides an analysis of the tenure, type and size requirements for affordable housing.
- 5.3.181 Policy HO11 sets out when affordable housing contributions will be required and the proportions of affordable housing which will be sought across the District to help meet the overall need for affordable housing. As well as housing need, the targets and thresholds in Policy HO11 are based on a range of considerations including affordability, viability and delivery of affordable housing through other sources.

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- 5.3.182 The requirements and thresholds for affordable housing have been assessed in terms of economic viability. The assessments identify geographical differences in viability across the District and that the deliverability of affordable housing through developer contributions is challenging in some parts of the District. To ensure viability, the requirements and thresholds for affordable housing in Policy HO11 are set at a level to enable future housing development to be deliverable. The affordable housing targets are subject to viability and the policy is flexible to respond to changing market conditions throughout the plan period.
- 5.3.183 Policy HO11 seeks to address local housing need in rural areas, through rural exception sites where appropriate.
- 5.3.184 Policy HO11 will enhance the role of the District within the wider Leeds City Region as an important business location with a good supply of affordable housing in support of Policy SC1. It will also help to ensure that the plan meets the full need for affordable housing in the District in support of Policy HO1 and the delivery of a mix of housing in terms of price and tenure in support of Policy HO8. The targets in Policy HO11 are subject to viability as set out in policy ID2.

Policy HO11: Affordable Housing

A. The council will work with partners to ensure that there is a sufficient supply of good quality affordable housing distributed throughout the District, particularly in the areas of highest need.

B. Subject to viability, the Council will negotiate for up to the following proportions of affordable housing on residential developments:

- Up to 30% in Wharfedale
- Up to 20% in towns, suburbs and villages
- Up to 15% in inner Bradford and Keighley

Affordable housing should be provided on-site and be indistinguishable from and well integrated with market housing, unless off-site provision or a financial contribution can be robustly justified and would support the creation of inclusive and mixed communities.

C. Affordable housing will be required on developments of 15 units or more. The site size threshold is lowered to 11 units or more in Wharfedale, and the villages of Haworth, Oakworth, Oxenhope, Denholme, Cullingworth, Harden, Wilsden, and Cottingley.

D. The Council will seek to ensure an appropriate mix of affordable housing in terms of size, type and tenure having regard to robust evidence of local need, site suitability and viability.

E. 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 targets are 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

F. Consideration will be given to allocating rural exception sites within specific rural settlements in the Allocations DPD and in Neighbourhood Plans where sufficient affordable sites to meet local need cannot otherwise be delivered.

G. 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.

OUTCOMES	INDICATORS	TARGETS
Sufficient affordable housing of the right size, type and tenure has been provided to meet the needs of the district	Annual gross affordable housing completions – district wide, by DPD area and by settlement Corporate IND5(H) Number of dwellings completed on rural exception sites Operational	20- 25% of total gross housing completions should be affordable housing completions

LEAD ROLES	MAIN MECHANISMS
CBMDC Developers Registered Providers HCA Leeds City Region	Strategic policy via Local Plan Core Strategy Local policy and allocations via Local Plan and Neighbourhood Plans Development management decisions Pre application negotiations SHMA AHEVA Local Plan Viability assessment Local Plan AMR District Housing Strategy Housing and Regeneration Investment Plan

5.3.185 To meet the identified need for affordable housing in the District the Council will aim to ensure that 20 to 25% of the total housing delivery is affordable housing. The Council will aim to achieve this target by utilising funding sources to support the delivery of affordable homes, maximising opportunities offered by council owned land and through developer contributions.

5.3.186 Given pressures upon development viability in parts of the main urban areas in order to meet the overall district wide affordable housing target, grant funding and any other forms

SECTION 5.3 Planning for People - Housing

of subsidy and funding for affordable housing should be directed towards development in the areas of highest need.

5.3.187 The Council will seek affordable housing from residential developments in accordance with the stated thresholds and percentages as set out in Policy HO11. Figure HO2 shows the areas that the policy and the thresholds will apply to. This equates the following quotas:

- Wharfedale up to 30%
- Towns, suburbs and villages up to 20%
- Inner Bradford and Keighley up to 15%

5.3.188 Within Wharfedale and the villages listed in Part C of Policy HO11 affordable housing contributions will be required on developments of 11 units or more or which have a maximum combined gross floorspace of more than 1000sqm, in accordance with the minimum threshold for affordable housing contributions as set out in the National Planning Practice Guidance.

5.3.189 Policy HO11 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. On smaller sites a commuted sum may be appropriate where this is justified by viability issues.

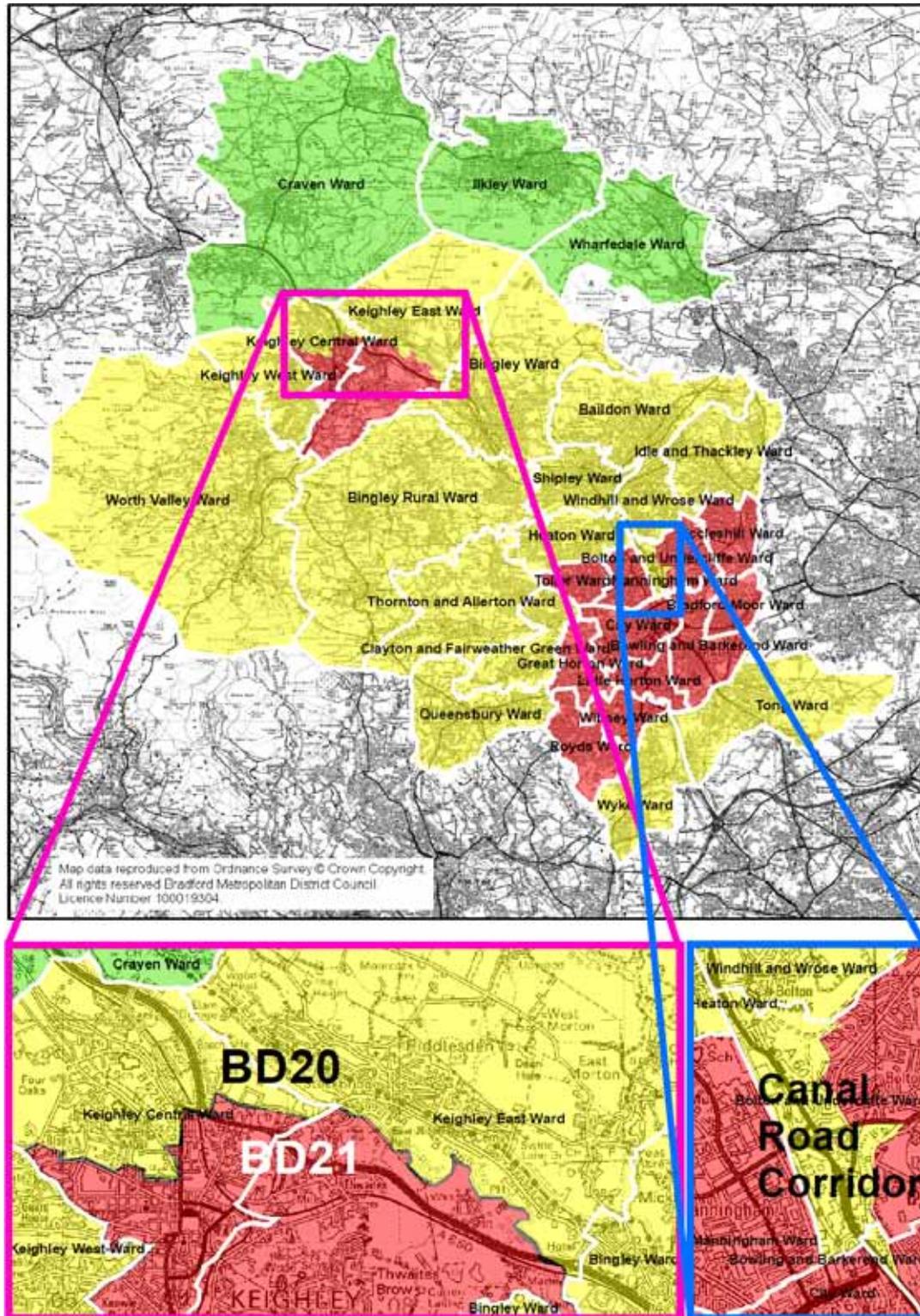
5.3.190 The Council will seek to ensure an appropriate mix of affordable housing in terms of size, type and tenure. The final mix should have regard to the evidence of the SHMA, site suitability and any other relevant, robust and up to date evidence of local needs and/or economic viability. The Council's preferred tenure mix of 70:30 social/affordable rent: intermediate will be the starting point for all affordable housing negotiations.

5.3.191 The economic viability and circumstances of individual sites will be taken account of in the determination of the affordable housing contribution being sought. Where an applicant can provide evidence that a site would be unviable if affordable housing targets are 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 current market conditions. In such cases the Council will expect a full development appraisal to be submitted for validation as set out in Policy ID2.

5.3.192 The 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 Council and /or Neighbourhood Plans will need to consider allocating rural exception sites. The Core Strategy can be no more precise at this stage 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 sites. 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.

5.3.193 The Allocations DPD will include a policy setting out the framework within which speculative planning applications for rural exceptions sites on non allocated sites will be judged. 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.

Figure HO2: Affordable Housing Quota Areas



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Gypsies, Travellers and Travelling Showpeople

- 5.3.194 It is clearly established within the Government guidance contained within 'Planning Policy for Traveller Sites' that the planning system has a crucial role and responsibility to ensure that adequate provision is made for the accommodation needs of travellers. Local planning authorities are required to set pitch targets for gypsies and travellers and plot targets for travelling showpeople which address the likely permanent and transit site accommodation needs of travellers in their area.
- 5.3.195 The Core Strategy therefore assesses both current supply and future need for accommodation by reference to the recently completed 'Gypsy and Traveller Accommodation Assessment' of July 2015 and provides a framework to ensure that the sites which will be identified in forthcoming DPD's meet in full 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.
- 5.3.196 The Bradford Gypsy and Traveller Accommodation Assessment completed by consultants arc4, has utilised a variety of primary and secondary data and research to assess the scale and type of need including current unmet need, need from households who currently reside in bricks and mortar accommodation, and need resulting from future household growth which is linked to the age structure of current households and finally need for transit accommodation.
- 5.3.197 Based on the results of the Assessment it appears that there will be a need for a range of site types, tenures and locations including both private and public / social provided accommodation. The Council will therefore work closely with local communities in developing the site allocating elements of the Local Plan to ensure that sites and locations are both sustainable and best meet the needs of travellers and showpersons.
- 5.3.198 Government policy states that Local Planning Authorities should assess the need for transit site accommodation in addition to permanent accommodation. Such provision can support the community's lifestyle by providing temporary places to stop while travelling. Utilising data from past patterns of unauthorised encampments and information from stakeholder and household survey returns, the Gypsy and Traveller Accommodation Assessment has identified the need for 7 transit pitches with total capacity for 14 vehicles / homes. There are a number of models and options for providing for such transit need including that of Negotiated Stopping which is currently used in other parts of the region such as Leeds. The Council will work with local communities and neighbouring authorities to determine the best model and best locations for transit provision.
- 5.3.199 Table HO8 sets out the requirement for accommodation in the district based on the results of the Assessment.

Table HO8: Pitch and Plot Requirements in Bradford District based on the Bradford Gypsy & Traveller Accommodation Assessment 2015

Gypsy's and Travellers	Need (2014-19)	82 pitches
	Supply of authorised pitches	52 pitches
	Shortfall / additional supply needed 2014-19	30 pitches
	Longer Term Need (to 2030)	9 pitches
	Total Additional Supply Needed	39 pitches
Transit Provision	Total Additional Supply Needed	7 pitches
Showpersons	Need (2014-19)	68 plots
	Supply of authorised plots	36 plots
	Shortfall / additional supply needed 2014-19	32 plots
	Longer Term Need (to 2030)	13 plots
	Total Additional Supply Needed	45 plots

Policy HO12: Sites For Travellers and Travelling Showpeople

A. The Council will make provision via policies and site allocations to deliver at least the following number of additional pitches for Gypsies and Travellers and plots for Travelling Showpeople for the period to 2030:

- 39 pitches for the gypsy and traveller communities;
- 7 pitches for transit accommodation;
- 45 pitches for travelling showpeople.

B. The Allocations DPD and Shipley & Canal Road AAP will in combination allocate sufficient sites to deliver this requirement in sustainable and accessible locations which meet the needs of local communities;

C. The Council will work closely and constructively with the neighbouring councils, the traveller and showperson's communities and the settled community to identify the most appropriate sites which will offer locations and accommodation which are both sustainable and meet the needs of the travellers and showpeople;

D. All sites which are developed or proposed for allocation for the gypsy and traveller and travelling showpeople communities should be assessed against criteria relating to:

- Safe and appropriate access to the highway network;



SECTION 5.3 Planning for People - Housing

- 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
- Avoiding areas at high risk of flooding.

E. Consideration will be given to allocating rural exception sites within specific rural settlements in the Allocations DPD and in Neighbourhood Plans where sufficient affordable sites to meet local need cannot otherwise be delivered.

F. 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.

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 Bradford Gypsy and Traveller Accommodation Assessment	The land supply of sites for Travellers and Travelling Showpeople IND7(H) Annual gross pitch completions – district wide split between G&T pitches and pitches for Travelling Showpeople	A deliverable five year land supply of sites for Travellers and Travelling Showpeople

LEAD ROLES	DELIVERY MECHANISMS
CBMDC Developers – market housing InCommunities Other RSL's – social housing HCA Government Local Community Groups including Leeds GATE	Strategic Policy via Core Strategy Local policy and allocations Development Management Decisions Gypsy and Traveller Accommodation Assessment AMR

5.3.200

The policy as proposed gives sufficient guidance to other site specific Local Plan 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

5.3.201

equally applied to applications for planning permission as for the Local Plan 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.

The policy allows for the inclusion within the Local Plan, should the evidence justify it, of rural exception sites and policies.

Key Linkages for Housing

EVIDENCE

- Strategic Housing Market Assessment 2010 and Update 2013
- Strategic Housing Land Availability Assessment 2011 and 2013 Update
- Housing Requirement Study
- Growth Study
- Affordable Housing Economic Viability Assessment
- Local Plan Viability Assessment
- The Bradford Climate Change Framework for Action
- District Housing Strategy
- Housing Strategy for the Over 50s
- Tackling Empty Homes in the Bradford District: Delivery Plan 2011-2014

Paragraph Number	NPPF Statement	CS Policies
7	The 3 dimensions to sustainable development - supporting strong, vibrant and healthy communities, by providing the supply of housing required to meet the needs of present and future generations	HO1 HO2 HO3 HO10 HO11
14	Local planning authorities should positively seek opportunities to meet the development needs of their area	HO1 HO2 HO3 HO4
14 and 47	local planning authorities should use their evidence base to ensure that their Local Plan meets the full, objectively assessed needs for market and affordable housing;	HO1 HO2 HO3 HO11
17	encourage the effective use of land by reusing land that has been previously developed (brownfield land), provided that it is not of high environmental value	SC5 HO4 HO6
47	boost significantly the supply of housing;	HO1 HO2

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47	set out their own approach to housing density to reflect local circumstances	HO5
50	plan for a mix of housing based on current and future demographic trends, market trends and the needs of different groups in the community	HO1 HO8
50	Deliver a wide choice of high quality homes	HO1 HO8 HO9
50	Where affordable housing is needed, set policies for meeting this need. Such policies should be sufficiently flexible to take account of changing market conditions over time.	HO11
51	identify and bring back into residential use empty housing and buildings in line with local housing and empty homes strategies	HO10
52	planning for larger scale development, such as new settlements or extensions to existing villages and towns where such opportunities provide the best way of achieving sustainable development	HO2
53	planning for the housing needs of rural communities including rural exception sites where appropriate.	HO11
55	in rural areas housing should be located where it will enhance or maintain the vitality of rural communities.	HO3 HO11
56	Good design is a key aspect of sustainable development; It is important to plan positively for the achievement of high quality and inclusive design for all development	HO9
70 and 72	deliver the social, recreational and cultural facilities and services the community needs / ensuring that a sufficient choice of school places is available to meet the needs of existing and new communities	HO4
83	Green Belt boundaries should only be altered in exceptional circumstances, through the preparation or review of the Local Plan	HO1, HO2, HO3
101	the Sequential Test is to steer new development to areas with the lowest probability of flooding.	HO2, HO3 HO7
111	Planning policies should encourage the effective use of land by re-using land that has been previously developed (brownfield land), provided that it is not of high environmental value. Local planning authorities may continue to consider the case for setting a locally appropriate target for the use of brownfield land.	HO6 HO7
157	Local Plans should be drawn up over an appropriate time scale, preferably a 15-year time horizon	HO1

Section 5: Thematic Policies

Planning for Places

5.4 Environment

This section includes policies which seek to protect and enhance environmental assets and use of resources, including:

- Open space, sports and recreational facilities
- Biodiversity
- Landscape
- Historic environment
- Flood risk
- Energy



Introduction

5.4.1

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

5.4.2

A wide variety of different types of open space, ranging from parks and gardens, natural and semi-natural greenspaces, green corridors, amenity greenspace, outdoor sports facilities, provision for children and civic spaces, exist within the District and are valued by local communities. Retention of the vast majority of existing open space and sports and recreation facilities, making improvements to the quality and nature of the resource and meeting the existing and future needs of a growing and diverse population are challenges to be addressed in order to provide a good quality of life for the District's residents. In response to this challenge, the policy relating to open space and sport and recreation facilities identifies a framework for protecting the existing resource and increasing provision to meet the needs of the District's population.

5.4.3

Wider research and the Health Impact Assessment has emphasised the importance of making provision for children's play and the participation of young people in sport due to the link between physical activity and health and well-being. This link is recognised in a number of council strategies; eg the Strategy for Play and the Strategy for Sport and Physical Activity in the Bradford District. Both promote informal physical activity and the latter has the ambition for the district to be 'Active, Healthy and Successful'. Quality, capacity and accessibility of open space and recreational facilities are therefore of key importance. Open space and recreational facilities that are readily accessible from recreational routes, the rights of way network and cycleways will be of significant benefit.

5.4.4

Natural England's Accessible Natural Greenspace standards (ANGst) are also health related and based on the premise that everyone should have access to natural greenspace near to where they live. Evidence used to compile these standards shows that access to natural greenspace for fresh air, exercise and quiet contemplation has benefits for both physical and mental health. Research provides good evidence of reductions in levels of heart disease, obesity and depression where people live close to greenspace. Bradford has a network of greenspaces which fulfil a valuable role, particularly within the densely developed urban core of the district. This green framework, that brings the character of the countryside into the city, can assist regeneration and attract both visitors and investors.

- 5.4.5 The three underlying principles of ANGst are improving access to greenspaces, improving naturalness of greenspaces and improving connectivity with greenspaces. In relation to Natural England's definition of what constitutes 'natural', it is considered that users will find nature in wildlife, open landscapes, seasonal changes and places of tranquillity. Natural greenspaces may overlap with valued landscapes and local wildlife areas, they will link into the rights of way and cycle networks and key recreational routes.
- 5.4.6 The Habitat Regulations Assessment of the proposals in the Core Strategy identifies and assesses potential impacts on the South Pennine Moors Special Protection Area (SPA) and Special Area of Conservation (SAC). It identified recreational impacts, including walkers, dogs, trampling and erosion as one of a range of impacts likely to occur due to increases in the District's population and the number of visits to the moors.
- 5.4.7 While the strategy to address recreational and other potential impacts is still in the process of being developed, measures are likely to include, management of access to the moors, combined with the identification of alternative natural greenspaces', to provide mitigation for the potential impacts of residential development on the protected species and habitats of the uplands within the SPA and SAC. This greenspace needs to be of a quality to divert visitors from the protected moorland and will need to form an element in the approach to open space.
- 5.4.8 Work on identifying existing open spaces and the application of ANGst standards have been used in planning for Green Infrastructure (GI) at a regional level. Strategic Core Policy 6 relating to Green Infrastructure identifies criteria for the identification of GI within the district and strategic GI assets. Planning for GI differs from assessments 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.
- 5.4.9 National Planning Policy Framework (NPPF) supports the principle of retaining existing open space and sports and recreational buildings and land. It supports the principle of access to high quality open spaces and opportunities for sport and recreation as making an important contribution to the health and well-being of communities. The NPPF definition of open space stresses the importance of 'areas of water (such as rivers, canals, lakes and reservoirs)' in offering opportunities for sport and recreation and acting as a visual amenity.
- 5.4.10 Blue/green infrastructure, which encompasses the Leeds-Liverpool Canal, moorland reservoirs, the network of river and beck corridors (identified as a strategic asset in Policy SC6 relating to Green Infrastructure) and the recently created mirror pool in the City Centre, will become an increasingly important element in the District's future. Preparatory work promoting the aspiration of opening up the Bradford Beck Corridor and the introduction of Sustainable Urban Drainage highlight the importance of blue/ green infrastructure in bringing benefits for both people and wildlife, while also addressing flood risk and increasing the District's resilience to climate change.
- 5.4.11 The NPPF supports the principle of access to high quality open spaces and opportunities for sport and recreation and the protection of existing open space and facilities. In relation to the value of open land, the NPPF highlights the importance of community support, multiple functions of open land (wildlife, recreation, water management and food

SECTION 5.4 Planning for Places - Environment

production) and the complimentary themes of strategic networks for biodiversity and protecting and enhancing valued landscapes.

- 5.4.12 The NPPF (paragraph 77) introduces the concept of a Local Green Space Designation, so that communities can identify for special protection through local and neighbourhood plans, green areas of particular importance to them. The criteria identified for Local Green Spaces are that they should be in reasonable close proximity to the community they serve, local in character and have a particular significance, due to beauty, historic significance, recreational value, tranquillity or richness of wildlife.
- 5.4.13 In Bradford there are recognised areas of greenspace, whether associated with villages, towns or neighbourhoods, which make a significant contribution towards local amenity or offer opportunities for recreation and make a significant contribution towards character and distinctiveness, the setting of a settlement and visual quality. They may have a prominent visual feature, represent a link with history, offer contact with wildlife or display the benefits of mature trees or other attributes which show seasonal change.
- 5.4.14 The Bradford Open Space, Sport and Recreation Study was produced by Knight Kavanagh and Page on behalf of Bradford Council. 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.
- 5.4.15 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 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. The standards identified in the previous assessment of open space and recreation facilities are in Appendix 9, as are Natural England's Accessible Natural Greenspace Standards.
- 5.4.16 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.
- 5.4.17 Data has been collected from surveys about visits to areas of the South Pennine Moors that lie within Bradford District. The visitor data relates to key factors such as frequency of visit, timing, access point, range of activities, mode of transport and distance travelled. Once this has been fully analysed, it will help to assess how potential impacts from an increasing number of visitors can be managed and the extent to which alternative areas of natural greenspace can divert pressure to less sensitive areas. An SPD will be produced to identify contributions and secure mitigation measures, in relation to provision of natural greenspace, where this is required to mitigate the effects of increased recreation pressure upon the South Pennine Moors SPA/SAC.

Policy EN1: Protection and improvements in provision of Open Space and Recreation Facilities

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 and local greenspace, outdoor sports facilities, provision for children, allotments, civic spaces and also areas of water which offer opportunities for sport and recreation.

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

Provision of Open Space and Recreation Facilities

B. 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.

Green Infrastructure, recreation facilities and open space, including playing pitches and natural greenspace, to meet existing and future needs will be identified in the proposals maps of Local Plan documents.

Mitigating Recreational Pressure on the South Pennine Moors SPA and SAC

C. Residential developments which contribute to recreational pressure upon the South Pennine Moors SPA and SAC will be required to mitigate these effects through provision of new recreational natural greenspaces or improvements to existing open spaces.

Local Greenspace

D. The Council will work with local communities to identify areas of Local Green Space in the local plan and neighbourhood plans. Local greenspace which is



SECTION 5.4 Planning for Places - Environment

valued for amenity, recreation and wildlife or contributes towards character, distinctiveness and visual quality will be protected from development, other than in very special circumstances which are supported by the local community.
Built Recreation Facilities

E. 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 and Maintenance

F. Standards of provision relating to quantity, quality and accessibility, for open space and recreation facilities and requirements for future maintenance will be developed as part of the evidence base and identified in the Local Plan.

OUTCOMES	INDICATORS	TARGETS
Standards of provision have been identified for a number of open space typologies and for certain recreation facilities.	The range of types of open space and recreational facilities for which an up to date assessment has been made. IND8(EV)	An assessment has been made of the extent to which provision of open space and recreational facilities meets the needs of existing and future needs of the District's population. IND8(EV)
An up to date assessment has been made of provision for a range of open space typologies and for a range of recreational facilities, in relation to the existing and future needs of the District's population.	The number of types of open space and recreational facilities for which standards have been identified in a DPD. IND9(EV)	Key deficiencies in quantity, quality and accessibility of the districts resource have been highlighted and actions identified to address these in DPDs, Action Plans and the Local Infrastructure Plan. IND9(EV)
Key GI networks and assets within the District have been identified	Participation in sport and recreation Operational	

LEAD ROLES	MAIN MECHANISMS
Bradford Council Leeds City Region Natural England Sport England	Local Plan, Development Management, Open Space Assessment, Assessment of Sport and Recreational Facilities, Assessment of Sport Facilities Green Infrastructure Strategy Yorkshire Plan for Sport Investment plans and decisions Sport England Toolkit

- 5.4.18** There is a need to consider the basis of future provision for a range of typologies and where it might be appropriate to identify standards. More detailed criteria on the role of provision standards and funding mechanisms for future maintenance will be identified in the Shipley and Canal Road Corridor DPD, the Allocations DPD, the Local Infrastructure Plan and/or subsequent guidance, if needed. The Council will also need to consider the range of typologies and different sports facilities that can be directly provided and supported through the plan period and the role of the Council in encouraging provision and maintenance by other means, whether this be private companies, sports clubs or a wider community of users.
- 5.4.19** Work on updating the position in relation to individual open space typologies is currently ongoing. The Allotments Strategy emphasises the importance of allotments in relation to health, as they encourage people to take responsibility for the sustainable production of food and also contribute towards achieving greater community resilience.
- 5.4.20** Work is ongoing in relation to the production of an up to date playing pitch strategy. In relation to more formal types of sport and recreation facilities, the demand from particular user groups participating in the sport will be a key factor. The work has started to identify major challenges in relation to having the pitch capacity to meet demands from local clubs and in relation to the limited security of tenure that clubs face. Once needs have been prioritised, and identified in the strategy, outputs will feed into local infrastructure planning. When work on other types of open space eg parks has been updated, this will also feed into infrastructure planning work.
- 5.4.21** Natural England's ANGst 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. The Woodland Trust has also identified Woodland Access Standards. Community participation in identifying Local Greenspace will also be an important element.
- 5.4.22** The provision of natural greenspace of sufficient quality and in appropriate locations to divert visitors from the protected upland areas will form an element in the range of typologies to be addressed. This will require evaluation of the existing accessible, natural greenspace resource within the District and further analysis of visitor survey data to enable us to achieve a definition of accessible natural greenspace that is appropriate for Bradford.
- 5.4.23** 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, as well as identifying where additional facilities are needed. A balanced approach will need to be taken 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 larger 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 will the provision of smaller scale local facilities. The future framework for reviewing and identifying additional areas of open space will need to be based on an assessment of standards and needs, as well as the multiple functions such spaces can offer.
- 5.4.24** In the context of Green Infrastructure, contributing factors in the assessment of amenity and greenspace will be standards and definitions of accessible natural greenspace

SECTION 5.4 Planning for Places - Environment

and the multiple functions that spaces can offer in relation to connectivity and scope for improving networks of recreational routes, amenity and contribution to local character, existing biodiversity value and potential for enhancement and resilience to climate change.

- 5.4.25 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 the core strategy mean that a review of provision will be necessary, linked to locations identified to accommodate growth. This will need to feed into work on local infrastructure and green infrastructure planning.
- 5.4.26 Until a review of the full range of typologies 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.
- 5.4.27 Consultation with local communities will take place in relation to local greenspace, through the preparation of Local Plan Documents and Neighbourhood Plans. In Bradford, such spaces may be a prominent visual feature, represent a link with history, offer contact with wildlife, the benefits of mature trees or attributes which show seasonal change. In the more densely-developed urban neighbourhoods of the District, amenity value might mean the opportunity for social interaction in the open air with relatively low levels of disruption from noise. Local green spaces might be integral to the town or village or of significance in relation to setting or historic development of the local area.

Biodiversity and Geological Conservation

Introduction

- 5.4.28 **Biodiversity is the widespread term for biological diversity, which represents the richness and variety of plants, birds, animals and insects. In recent years, concerns about biodiversity have increased. It is recognised that without this variability in the living world, ecological systems and functions could break down, with detrimental consequences for all forms of life**
- 5.4.29 The wildlife 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.
- 5.4.30 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.

5.4.31 The earlier exploitation of sandstones, shales and coal seams has created a landscape that is characteristic of the area. Geology and/or geomorphology 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.

5.4.32 Policy EN2 seeks to protect biodiversity and geodiversity within the District and to identify principles for enhancing the overall biodiversity resource and stemming losses. It identifies a range of factors that need to be taken into account in identifying potential land for development, in taking into account impacts on the District's biodiversity resource in decision-making and in making an assessment and managing proposals that come forward. One of the most important principles in relation to conserving and enhancing biodiversity identified in the NPPF is that where 'significant harm resulting from a development cannot be avoided (through locating on an alternative site with less harmful impacts), adequately mitigated, or, as a last resort, compensated for, then planning permission should be refused.' It will therefore only be acceptable to consider compensation as a last resort and under circumstances where this can be carried out in accordance with best practice and guidance, such as that produced by the Chartered Institute of Ecology and Environmental Management.

5.4.33 Conserving and enhancing biodiversity and geodiversity is an integral part of seeking to achieve sustainable development. There are currently four levels of designated sites within Bradford District ranging from sites of international importance to those of local nature conservation value.

DESIGNATIONS IN BRADFORD DISTRICT		NOTES
INTERNATIONAL	Special Protection Areas (SPA)	South Pennine Moors SPA/SAC
	Special Areas Conservation (SAC)	
NATIONAL	Sites of Special Scientific Interest (SSSI) – 4 no (1 no is same as SPA/SAC)	South Pennine Moors; Bingley South Bog; Trench Meadows; Yeadon Brickworks (geological)
	Local Nature Reserves (LNR) 2no/3no	Railway Terrace; Sun Lane; (Ben Rhydding Gravel Pits)
REGIONAL	Sites of Ecological/Geological Importance (SEGI) – 22 no	All regional and local sites to be combined in one system known in future as Local Wildlife Sites and Local Geological Sites – BWAs currently being re-assessed against new criteria
	Regionally Important Geological Sites (RIGS) – 16 no	
LOCAL	Bradford Wildlife Areas – 152 no	

International Sites

- 5.4.34 The South Pennine 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.
- 5.4.35 Under Regulation 102 of the Conservation and Habitats and Species Regulations 2010 (commonly referred to as 'the Habitats Regulations'), the UK's transposition of European Council Directive 92/43/EEC on the conservation of natural habitats and of wild fauna and flora ('the Habitats Directive'), the Council was required to undertake a Habitat Regulations Assessment of the policies and proposals in the Core Strategy. This was necessary to ensure that the policies and proposals would not lead to adverse effects on the ecological integrity of internationally important habitats or species within or close to the District. A range of impact pathways likely to significantly affect the South Pennine Moors were identified, including the potential loss of supporting feeding sites to development and potential impacts from wind turbines and recreational disturbance affecting breeding birds for which these sites are designated.
- 5.4.36 The review of literature presented in the Habitat Regulations Assessment Report suggested that many Special Protection Area/ typical species travel as far as 2.5km from the SPA boundary to forage (and in some cases further). Additional bird and habitat surveys have been carried out, as a first stage of ensuring that regularly used areas can be protected from development and its associated impacts, where proposals in the Core Strategy have identified a need to develop land within this 'zone of influence'. Strategic Core Policy SC8 and elements in Policy EN2 will contribute towards achieving this.

National and Local Priorities

- 5.4.37 Despite previous international targets to halt biodiversity loss by 2010, many species and habitats have continued to decline. The most recent England biodiversity strategy, 'Biodiversity 2020: A strategy for England's wildlife and ecosystem services' was published by DEFRA in 2011 and sets out the ambition to halt the overall loss of England's biodiversity by 2020, recognising that healthy, well functioning ecosystems and coherent ecological networks are the foundation of sustained economic growth, prospering communities and personal well-being.
- 5.4.38 Reversing biodiversity decline presents a huge challenge to the District. Planning decisions will need to have a minimal impact on biodiversity and enhance the resource wherever possible. The aim is to secure biodiversity gains through development wherever this occurs and to use available sources of data relating to biodiversity and geodiversity to inform the identification of potential sites for development.
- 5.4.39 In the **UK Biodiversity Action Plan** priority species and habitats were identified as those being the most threatened and requiring conservation action. The species and habitats have been reviewed (2007) to ensure that the UK BAP lists of priority species remain up-date and focused on the correct priorities. Selection of priority species and habitats for the priority lists followed consideration by expert working groups against a set of selection criteria, based on international importance, rapid decline, high risk and habitats of importance for key species. Species of international, national and local importance include species covered by the legislation and policies listed in Appendix 11.

5.4.40 **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. Important habitats are defined as UK BAP habitats that occur in Bradford and the 4 local BAP habitats of in-bye grassland, hedgerows, river corridors and upland woodland. Bradford's BAP identifies habitat action plans for in-bye grassland, hedgerows, river corridors and upland woodland. The list of Bradford BAP habitats is in Appendix 11.

5.4.41 The habitat action plan for hedgerows, and the Landscape Character Assessment for the Bradford District 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.

5.4.42 The Council has a duty under Section 40 of the Natural Environment and Rural Communities Act 2006 to conserve and enhance priority habitats and to have regard to the purpose of conserving biodiversity when exercising its functions. The overall approach, based on previous consultation, seeks to identify priorities for habitat restoration and creation and to protect and enhance locally significant habitats and those of particular importance to species identified in the local BAP. In relation to protection, sites of national and international importance are protected in the NPPF and in other legislation and guidance, therefore, apart from a reference to the requirements of the Habitat Regulations, the focus is on sites and issues of regional and local significance.

Ecological Connectivity

5.4.43 Work undertaken at a regional level in relation to ecological connectivity and climate change resilience has indicated that the traditional approach of protecting identified sites is not sufficient to ensure that our biodiversity remains viable into the future. Work has taken place to identify the potential for increasing habitat linkages across the regions landscapes and within the District in relation to grassland, woodland, wetland and heathland networks. In future the effects of drought could result in greater fragmentation 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.

5.4.44 Improving links, i.e. creating new habitats, between existing sites of high quality habitats, or improving the supporting habitat in the surrounding landscape can greatly increase the chances of survival for particularly vulnerable species via these stepping stone sites and enhanced wildlife corridors. Establishing habitat 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.

Wetlands

5.4.45 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 through a variety of infrastructure initiatives.

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5.4.46 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, lakes, millponds and reservoirs that form part of a wider ecological network with other habitat types.

5.4.47 Connected areas of wetlands along river and beck valleys will benefit both people and wildlife, and one of the key regional aims is to facilitate the revival of salmon in the main rivers through the introduction of fish passes and removal of high weirs which are currently preventing the passage of this iconic species back into the District. Regional work with the Environment Agency and other strategic partnerships have achieved many successes, with salmon now reaching the Aire east of Leeds; however more progress will be sought, particularly through development opportunities alongside the main rivers, to encourage salmon to return to the Aire and Wharfe. This has not only biodiversity benefits, but also positive recreational impacts, with potential for increased visitor numbers, as well as health and well-being benefits. Proposals that might have an impact on fish, such as hydro-electric power or other energy generation needs to ensure that fish protection and passage is incorporated into the proposal.

Woodlands

5.4.48 Woodlands are an important strategic habitat as they provide multiple benefits and are a key component of Green Infrastructure. Less than 5% of Bradford is woodland compared to a national average of 10%. The Forest of Bradford has significantly increased woodland/tree cover throughout the district in partnership with local communities, 220 hectares new woodland (500,000 trees) and 12km new hedgerows since 1997 and continues to make good progress. Protecting and enhancing the District's woodlands in the context of climate change, potential threats from disease and the need to accommodate population growth will be a significant challenge.

5.4.49 Ancient semi-natural woodlands (dating back to 1600 or before) have immense biodiversity value but cannot be replaced once destroyed. The District has over 550 Ha of ancient woodlands, 285 Ha of which is classed as *ancient semi-natural* (i.e. not replanted) and these will be strongly protected against development; aged or veteran trees also have irreplaceable biodiversity value. Other specific woodland types to be protected, enhanced and re-created are Upland Oak Woodland and Wet Woodland, but equally all woodland is important and any proposals should result in no net loss of woodland. The protection of ancient semi-natural woodland and aged/ veteran trees is addressed in Policy EN5 relating to trees and woodland.

Grasslands

5.4.50 Species rich lowland meadows, known as National Vegetation Community (NVC) type MG5, have suffered significant declines over the last century due to destruction and changes in management (in 1984 losses were estimated at 97% over previous 50 years source: JNCC). The Bradford District has few remaining examples; Trench Meadows SSSI is designated, in part, for this type of grassland. Other important grassland types in the District are Upland Hay Meadows and Acid Grasslands (such as In-Bye Pasture). The protection, enhancement and re-creation of these three grasslands types are priorities for the district; species-rich grasslands such as meadows are hugely important for pollinators and other invertebrates.

Uplands

- 5.4.51 The Bradford District is fortunate to contain a significantly large area (4295 Ha) of internationally important upland consisting of a mosaic of blanket bogs, upland heathland and acid grassland. Not only are these rich in biodiversity and a key component of the landscape character of the Bradford District, they also have recreational, cultural and health benefits, as well as providing ecosystem services such as carbon sequestration and flood mitigation. However, these uplands and the faunal populations they support, in particular birds, are also fragile and need protection from air pollution, wind generation, recreational disturbance, trampling, predation and changes in hydrology.
- 5.4.52 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.
- 5.4.53 As the District's key natural environmental asset, both ecologically and recreationally, their long term protection, management and sustainability is of great importance. A key objective would be to secure mechanisms and resources for long-term management, improving resilience to climate change and restoring connectivity between habitats.
- 5.4.54 The protection and enhancement of the Districts biodiversity and geodiversity resources (designated sites and habitats/species outside designated sites) contributes towards a broad range of quality of life objectives and policies, including providing opportunities for quiet and informal recreation, maintaining landscape character and distinctiveness and making the area attractive for residents and drawing in sustainable sources of investment. These habitats contribute to a wider range of benefits known as Ecosystem Services, such as flood storage and mitigation, carbon sequestration, temperature/pollution moderation, pollination, amenity and health benefits.
- 5.4.55 However, while 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. Recognising this has influenced the enhancement element in the policy. Opportunities need to be sought to improve access and interpretation for areas of local value.
- 5.4.56 The issue of connectivity and enhancement of the overall resource is addressed in the references to Green Infrastructure Corridors in Strategic Core Policy 6 and in the reference to ecological network design. The mapping of woodland, grassland, wetland and heathland habitats and potential for connectivity and green infrastructure planning should be seen as complimentary and in many locations networks will overlap.
- 5.4.57 There are also strong links with the landscape policy and with the issue of the creation and enhancement of areas of accessible natural greenspace and the need for long term maintenance. The issue of resilience to climate change is addressed in Strategic Core Policy 2 and emphasising the importance of creating river corridor and wetland habitats can support objectives relating to flood risk and water management.
- 5.4.58 The planning system should contribute to and enhance the natural and local environment by minimising impacts on biodiversity and providing net gains in biodiversity where

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possible, contributing to the government's commitment to halt overall decline in biodiversity and identifying coherent ecological networks that are more resilient to current and future pressures. It is recommended that planning authorities set criteria based policies against which proposals for any development on or affecting protected wildlife or geodiversity sites or landscape areas will be judged. Distinctions should be made between the hierarchy of international, national and locally designated sites. The NPPF makes it clear that plans should seek to allocate land with the least environmental or amenity value. The requirements of this policy will contribute towards identifying such areas.

5.4.59 Work has taken place on producing biodiversity opportunity maps and indicative ecological networks at a regional level. This work has formed the basis for work carried out at a district level by West Yorkshire Ecology to identify grassland, woodland, wetland and heathland networks. 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.

5.4.60 Habitat networks that aid species movement need to be integrated into master planning of development at an early stage to avoid corridors being blocked by forms of development that would create a barrier to such movement. Connectivity in relation to river, beck and canal networks is of particular importance. Focusing on connectivity will not only benefit existing habitats or species, but will result in the expansion or creation of habitats with the potential to restore ecosystems. More specific data is also held about protected sites and West Yorkshire Ecology has data about protected species.

Policy EN2: Biodiversity and Geodiversity

The North and South Pennine Moors SPAs and SACs

A. Any development that would be likely to have a significant effect on a European Site either alone or in combination with other plans or projects will be subject to assessment under the Habitat Regulations at project application stage. If it cannot be ascertained that there will be no adverse effects on site integrity then the project will have to be refused unless the derogation tests of Article 6(4) Habitats Directive can be met.

Sites of Special Scientific Interest

B. Proposed development on land within or outside a Site of Special Scientific Interest likely to have an adverse effect on a Site of Special Scientific Interest (either individually or in combination with other developments) should not normally be permitted. Where an adverse effect on the site's notified special interest features is likely, an exception should only be made where the benefits of the development, at this site, clearly outweigh both the impacts that it is likely to have on the features of the site that make it of special scientific interest and any broader impacts on the national network of Sites of Special Scientific Interest.



Locally Designated Sites

C. Development likely to have direct or indirect 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. Whether appropriate mitigation measures, which could include adequate buffer strips, have been incorporated into the proposals to protect species and habitats for which the Locally Designated Site has been designated.
3. The development would be expected to result in no overall loss of habitat, through avoidance, adequate mitigation or, as a last resort, the provision of compensatory habitats adjacent to or within the vicinity of any losses proposed. Existing habitats and proposed mitigation or compensatory measures should be quantified.

Habitats and Species outside Designated Sites

D. Proposals that may have an adverse impact on important habitats and species outside designated sites need to be assessed according to the following criteria:-

1. The potential for adverse impact on important/priority habitats that occur outside designated sites
2. The potential for adverse impact on species of international, national and local importance
3. The extent to which appropriate measures to mitigate any potentially harmful impacts can be identified and carried out
4. As a last resort, the extent to which appropriate measures to compensate any potentially harmful impacts can be identified and carried out.

The assessment needs to take account of:

West Yorkshire Local Site Selection Criteria and

Where relevant developers will be expected to submit (European) Protected Species surveys and other ecological assessment related information with their application.

Enhancement

E. Plans, policies and proposals should contribute positively towards the overall enhancement of the District's biodiversity resource.



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They should seek to protect and enhance species of local, national and international importance and to reverse the decline in these species.

The Council will seek to promote the creation, expansion and improved management of important habitats within the district and more ecologically connected patchworks of grasslands, woodlands and wetlands. Opportunities for specific habitat creation within development proposals will be sought, including provision for future management.

The Council will seek to establish coherent ecological networks that are resilient to current and future pressures. Development which would cause serious fragmentation of habitats, wildlife corridors or have a significantly adverse impact on biodiversity networks or connectivity will be resisted.

Habitats of the moorland will be enhanced and landowners or occupiers will be actively encouraged to manage important areas for bird foraging to ensure continued provision of suitable habitat.

Where supported by evidence the Council will recognise foraging/ commuting areas for protected and SPA/SSSI qualifying features outside the statutory designated area as a material consideration in the preparation of development plans and in the determination of planning applications. Where supported by evidence, foraging sites, currently outside the SPA/SAC and SSSI will be considered for designation as a Locally Designated Site.

OUTCOMES	INDICATORS	TARGETS
Net increase in important habits and species. Overall enhancement and improved ecological connectivity.	Number of sites identified of local nature conservation importance, and proportion of local sites where positive conservation has been or is being implemented. CORPORATE IND10(EV) Areas of net priority habitats enhancements achieved resulting from development proposals. Operational Progress made towards National Character Area targets in relation to habitats created, as identified in Appendix 12. Operational	Net increase in the % of local sites where positive conservation management has been or is being implemented over each monitoring period IND10(EV)

LEAD ROLES	MAIN MECHANISMS
Bradford Council Natural England West Yorkshire Ecology West Yorkshire Geology Trust Forest of Bradford	Biodiversity Action Plan Nature Conservation Strategy West Yorkshire Geodiversity Action Plan

5.4.61 The Policy will be implemented through a wide variety of measures, programmes and working with key partner organisations. For example, regional work with the Environment Agency and other strategic partnerships has achieved success, through using development opportunities alongside the Rivers Aire and Wharfe to support work that introduces fish passes and removes high weirs in order to encourage salmon to return.

5.4.62 Joint working with other local authorities, through fora such as Pennine Prospects, West Yorkshire Ecology, West Yorkshire Biodiversity Action Plan Partnership and WYBAP, Strategic Waterways Group and Leeds City Region Green Infrastructure projects will inform requirements and maximise the resources available to achieve enhancement of the biodiversity resource and start to reverse biodiversity decline. Ecological networks and biodiversity enhancement opportunities will be integrated into plan-making as part of the wider Green Infrastructure approach for the District and should be designed into proposals for development at an early stage.

5.4.63 Work will be taken forward on local biodiversity action plans and priority habitats in liaison with local stakeholder groups, benefiting from the knowledge, enthusiasm and resources of the third sector.

5.4.64 The Policy will be implemented through the choice of potential locations for development and the identification of requirements for habitat creation, enhancement and management in association with the development of proposals. More specific requirements will be identified in Local Plan Documents and in Neighbourhood Plans. Funding mechanisms identified, in relation to HRA requirements to achieve management and mitigation measures in relation to potential adverse impacts on bird feeding grounds will provide the major means of achieving protection and enhancement of upland fringe habitats.



Curlew

Historic Environment

Introduction

- 5.4.65 **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 Bronze Age on Rombalds Moor to its industrial heritage of grand mills and associated developments from the late 18th and 19th centuries. It is this unique environment that greatly contributes to the identity, character and distinctiveness of the District as well as the quality of life of residents and the local and regional economy through leisure, culture and tourism attractions.**
- 5.4.66 The historic environment faces a number of challenges resulting from minor, incremental alterations to significant and damaging changes which can affect the nature and authenticity of the structure or space. In most cases these changes are controlled by the Council through planning consents; however harm to the significance of heritage assets can also occur through neglect, lack of maintenance or small incremental changes which can, over time erode the character of these assets.
- 5.4.67 Additionally there are further challenges for the historic environment as the District faces significant development pressures over the plan period until 2030 particularly in the urban areas. It is essential that the Core Strategy through Policy EN3 provides a positive strategy for the historic environment since protecting and enhancing the historic environment is one of the Government's core objectives in the promotion of sustainable development.
- 5.4.68 Policy EN3 contributes towards Core Strategy Objective 12 and links to the following policies SC1, SC6, TR4 and EN4. Further detail is also provided within the sub area policies on local heritage issues and assets.



Salts Mill, a Grade II* listed building in Saltaire World Heritage Site

Policy EN3: Historic Environment

The Council, through planning and development decisions, will work with partners to proactively preserve, protect and enhance the character, appearance, archaeological and historic value and significance of the District's designated and undesignated heritage assets and their settings.

This will be achieved through the following mechanisms:

- A.** Ensure the protection, management and enhancement of the Outstanding Universal Value (OUV) of the Saltaire World Heritage Site through the implementation of the Saltaire World Heritage Site Management Plan and associated documents.
- B.** Require development proposals within the boundary of Saltaire World Heritage Site Saltaire or within its Buffer Zone to demonstrate that they will conserve those elements which contribute towards its OUV, including its setting and key views.
- C.** Require that all proposals for development conserve and where appropriate, enhance the heritage significance and setting of Bradford's heritage assets, especially those elements which contribute to the distinctive character of the District, specifically:
1. The nationally important prehistoric rock art of Bradford's upland areas.
 2. The nationally important industrial heritage relating to the textile industry, particularly the mills, chimneys, commercial buildings, public buildings, and associated housing and settlements, the legacy of public parks, gardens, landscapes and cemeteries.
 3. The pre-industrial townscape and distinctive architectural styles and palette of materials of the District's towns and villages, the Victorian townscape of the expanded towns such as Bradford, Ilkley and Keighley.
 4. The spatial qualities, building form, plot sizes, open spaces, trees and identified significant views of the urban areas, semi-rural villages and suburban developments, including at Heaton Estates, Devonshire Park and Middleton.
 5. The heritage assets associated with transport including historic bridges, and the structures and character of the Leeds and Liverpool Canal.
 6. The literary and other associations of Haworth and conservation areas of Thornton with the Bronte family.
- D.** Where possible the original use of a listed building should be retained or continued. Where this is no longer viable or appropriate or where without an alternative use the listed building will be seriously at risk, the Council will grant permission for an alternative use if it can be demonstrated that:
1. The alternative use is compatible with and will preserve the character of the building and its setting.



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2. No other reasonable alternative exists which would safeguard the character of the building and its setting.

E. The alteration, extension or substantial demolition of a listed building will only be permitted if it can be demonstrated that the proposal:

1. Would not have any adverse effect upon the special architectural or historic interest of the building or its setting.
2. Is appropriate in terms of design, scale, detailing and materials.
3. Would minimise the loss of historic fabric of the building.
4. Or if there is harm to the special interest of the building, that this is outweighed by the public benefits of the proposal.

F. Require proposals to protect or enhance the heritage significance and setting of locally identified non designated heritage assets, including buildings, archaeological sites and parks, landscapes and gardens of local interest.

G. Require proposals to respect and reinforce the distinctive character of the part of the District within which they are located. Account must be taken of guidance adopted by the Council, particularly Conservation Area Appraisals and Reviews, the Shopfront Design and Security Guides and other guidance documents.

H. Encourage heritage-led regeneration initiatives especially in those areas where the historic environment has been identified as being most at risk or where it can help to facilitate the re-use or adaptation of heritage assets.

OUTCOMES	INDICATORS	TARGETS
The districts historic attributes and values will be recognised and safeguarded as an integral component of development within the district	Quality and condition of historic attributes Number and % of Listed Buildings in the Saltaire World Heritage Site deemed to be 'at risk' IND11(EV)	A net reduction in the number and % of buildings at 'risk' over each monitoring period IND11(EV)
	The condition of the key views to and from the Saltaire World Heritage Site IND12(EV)	The condition of the key views to be maintained or improved over each monitoring period IND12(EV)
	% of Grade I and II* Listed Buildings deemed to be 'at Risk' Operational	



OUTCOMES	INDICATORS	TARGETS
	% of Grade II Listed Buildings Grade deemed to be 'at Risk' Operational	
	Number and % of up-to-date Conservation Area Appraisals Operational	
	Number of planning applications granted subject to sustained objection from English Heritage due to impact on historic environment. Operational	

LEAD ROLES	MAIN MECHANISMS
Bradford Council	Local Plan Core Strategy, Area Action Plans for City Centre and Shipley Canal Road Corridor, Development Management decisions, Conservation Area Assessments & Appraisals and Management Plans, Heritage At Risk Re-surveys, Regeneration programmes
English Heritage	Strategies, plans and projects, Heritage at Risk Register
Heritage Lottery Fund	Townscape Heritage Initiative (THI)

5.4.68 The Council will work with partners, including landowners, agents, developers, local organisations and local communities to ensure that the implementation of Policy EN3 delivers the key strategic objective 12 of this plan to 'Safeguard, enhance and promote the diverse historic built and natural heritage of the District which helps reinforce the local distinctiveness of places.

5.4.69 The term 'heritage assets' refers to historical buildings, places and structures which form parts of the wider historic environment of the Bradford District. It includes designated and non-designated heritage assets. These heritage assets are outlined below:

Saltaire World Heritage Site

5.4.70 Of international, national, regional and local importance to the District is Sir Titus Salt's model village of Saltaire in Shipley built between 1851 and 1876, which was inscribed 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 from the mid-1980s to the present day is an exemplar of regeneration through heritage.

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5.4.71 World Heritage Sites are places of Outstanding Universal Value (OUV) 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 OUV of Saltaire World Heritage Site was defined in a retrospective Statement of Outstanding Universal Value adopted by the World Heritage Committee in 2010. Saltaire's OUV is embodied in its authenticity and integrity of 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.

5.4.72 Criterion A and B seek to ensure the long term protection of the World Heritage Site. Any development proposals within or adjacent to the World Heritage Site and its buffer zone must have regard to Policy EN3 and be informed by the revised World Heritage Site Management Plan, the World Heritage Site Environmental Capacity Study and the Saltaire Conservation Area Appraisal.

Designated Heritage Assets

5.4.73 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 local economy and tourism, in particular these include:

- Saltaire World Heritage Site
- Over 2289 listed building entries on the National Heritage List for England
- 59 Conservation Areas
- 14 Historic Parks and Gardens
- 194 Scheduled Ancient Monuments
- 1 Historic Battlefield Site at Adwalton Moor, Tong

5.4.74 Criterion D and E seeks to ensure the protection and enhancement of Listed Buildings. There are a number of heritage assets within the District which have fallen into a state of disrepair and are at risk of being lost. Some of these assets feature on English Heritage's 'Heritage at Risk' register. It is a priority for the Council to ensure that these assets are sensitively protected, conserved and brought back into a viable use. Where appropriate, heritage assets at risk will be secured through planning conditions and obligations.

5.4.75 Where support is given to development proposals which result in harm to designated or undesignated heritage assets, in advance of commencement of development the local planning authority may require by planning condition, the implementation of a programme of archaeological recording to the satisfaction of the authority's archaeological advisors.

Non Designated Heritage Assets

5.4.76 The Bradford District contains many other heritage assets in the form of 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. Bradford's Conservation Area Assessments and Appraisals identify key unlisted buildings and structures within these conservation areas.

- 5.4.77** Criterion F recognises the important contribution that non-designated heritage assets can have within a local area. Although these assets are not afforded the same statutory level of protection through designation, they can make a significant positive contribution to the character and appearance of the area in which they are situated. In accordance with the NPPF (s12; para 139) non-designated heritage assets are subject to the objectives and policies within this strategy.
- 5.4.78** Criterion C and F seek to ensure the protection and enhancement of all heritage assets. In support of this policy, the Council requires development proposals affecting a heritage asset to be accompanied by a Heritage Statement which should demonstrate a full understanding of the significance of the asset and mitigation measures. Proposals will be expected to respect and reinforce the distinctive character of the asset and its setting. Account should be taken of the guidance adopted by the Council, particularly Conservation Area Assessments/Appraisals and other guidance documents.
- 5.4.79** The link between regeneration and the built historic environment is strong and the two are not mutually exclusive. Criterion H recognises the important role the historic environment can play in regeneration schemes. There have been a number of successful schemes in recent years, particularly in the city centre and principal towns. Whilst heritage focused regeneration opportunities must be encouraged, restoration and re-use of heritage assets for the specific benefit of their significance must also be supported.



Top of Hebers Ghyll, Ilkley Moor

Landscape

- 5.4.80 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'. One of the definitions of landscape in 'The Guidelines for Landscape and Visual Impact Assessment' is as follows:
- 'Landscape results from the interplay of the physical, natural and cultural components of our surroundings. Different combinations of these elements and their spatial distribution create the distinctive character of landscapes in different places, allowing different landscapes to be mapped, analysed and described.'*
- 5.4.81 Natural England emphasises that England's landscapes are valued by people for a variety of reasons and each is characterised by its own pattern of geology, landform, soils, vegetation, land use and human settlement, which creates local distinctiveness.
- 5.4.82 The 'Character Map of England', produced by Natural England subdivides the District into 3 main character areas; the Southern 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 more dominated by urban influences, and the rapid expansion of industry, settlement and transport networks interspersed by woodlands and valley wetlands.
- 5.4.83 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.
- 5.4.84 The purpose of the policy is to safeguard and enhance the character of local landscapes and the setting of settlements within the district. It is essential to maintain and enhance valued and distinctive landscapes in circumstances when in order to accommodate growth in the District's population, greenfield sites are being put forward for development and a need for local green belt releases has been identified in the Local Plan. Work that describes and identifies the key component elements of local character needs to be used to determine potential locations for all types of development including housing, commercial uses, energy and transport infrastructure and minerals exploitation and to appraise individual proposals. Changes in land management regimes can also have an impact on the landscape and need to be assessed.
- 5.4.85 Detailed landscape character assessment of Bradford District has been carried out in-house, based upon the approach to distinct landscape character developed by Natural England. The descriptions of the different character areas and principles identified in the assessment will be used to inform decision-making and appraisal of proposals.
- 5.4.86 The character of the Districts' landscapes is very varied, ranging from the rugged open moorland of the South Pennine uplands to rolling farmland, and open river valleys to wooded hillsides. 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. Identified landscape character is therefore considered to be a key component of local distinctiveness that helps to create a 'sense of place'.

- 5.4.87** The policy seeks to ensure that proposals for development and other projects, that could have an impact on the landscapes within the district, particularly, but not exclusively, those on the edge of settlements, contribute towards the management and enhancement of the Districts' landscapes and biodiversity and heritage resources
- 5.4.88** The landscape policy contributes towards a range of other objectives, including the maintenance and restoration of habitats and the protection of historic assets (including parks and gardens) and their settings. The landscapes of the District are of tourism, leisure and recreational value and make a significant contribution to the appeal and character of the District. The policy evolved in response to issues raised by consultees and the sustainability appraisal; key concerns were local distinctiveness, securing biodiversity gains and the need for landscape enhancement, particularly in the urban fringe. The issue of local distinctiveness is also addressed in the Design Section.
- 5.4.89** Within Bradford open moorland provides the backdrop to the wide shallow valleys of the rivers Aire and Wharfe, where locations along the moorland edge offer long extensive views. Within such an open landscape, in areas where there are few other structures, vertical elements such as wind turbines can be prominent features. Recently, due to support for energy from renewable and low carbon sources, there has been an increase in the numbers of individual turbines proposed and implemented, leading to cumulative impacts on the landscape.
- 5.4.90** This policy reinforces the criteria identified in Strategic Core Policy 6 in relation to elements that contribute towards Green Infrastructure. It complements the heritage policy in relation to historic elements in the landscape, the importance of setting and cultural associations. It has strong links with Policy EN2 relating to biodiversity as it also seeks to encourage greater connectivity and enhancement of habitats. Establishing ecological networks and landscape enhancement can achieve significant benefits for areas within the urban fringe where landscapes have been greatly influenced and/or degraded by human activity. In appropriate locations, protecting and linking belts of woodland can enhance the landscape and improve habitat connectivity. Reducing habitat fragmentation and increasing woodland cover can also make a contribution towards the District's resilience to climate change.
- 5.4.91** The NPPF supports the setting out of criteria based policies against which proposals for development affecting landscape will be judged and which give appropriate weight to the contribution made to wider ecological networks. Protecting and enhancing valued landscapes, geological conservation interests and soils is one of the means identified through which planning should make a contribution towards conserving and enhancing the natural environment.
- 5.4.92** When preparing plans to meet development needs, the aim should be to minimise adverse effects on the local and natural environment. The NPPF makes it clear that plans should seek to allocate land with the least environmental or amenity value.
- 5.4.93** The work produced by Natural England, in consultation with a wide range of stakeholder groups, on Natural Character Area Profiles provides detailed descriptions of character and important issues and analyses landscape change and opportunities for enhancement. The 3 Natural Character Areas within Bradford District are; the Southern Pennines, the Yorkshire Southern Pennine Fringe and the Nottinghamshire, Derbyshire and Yorkshire Coalfield. The work starts to make the link between the features and appearance of the landscape with the ecosystems services it provides.

SECTION 5.4 Planning for Places - Environment

- 5.4.94** The Southern Pennines profile describes the landscape as one of large-scale sweeping moorlands with gritstone settlements within the valleys. The area contains internationally important mosaics of moorland habitats which support rare bird species and is also important in relation to water supply with many reservoirs providing water for nearby conurbations. This dramatic landscape offers a sense of escapism for those living in the urban areas and inspired the writing of the Brontes.
- 5.4.95** A detailed landscape character assessment of the District has been carried out, subject to consultation and published in the adopted Landscape Character SPD. 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.
- 5.4.96** Landscape character assessment allows proposals to be addressed in relation to the key characteristics, sensitivities and special qualities of a local landscape typology. One of the distinctive qualities that landscapes of the South Pennines in Bradford District have are the locations, settlements, features and viewpoints that have cultural associations with the writings of the Brontes, who lived in Haworth. Rombalds Moor, settled since prehistoric times, and rich in remains (including numerous scheduled ancient monuments of carved rocks, burial mounds and stone circles) and the distinctive cow and calf rocks is also of significant value
- 5.4.97** Landscape character assessments and the habitat action plans in Bradford's BAP both recognise the important role that boundary structures play in relation to the ecology, landscape and history 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. Other historic elements in the landscape may relate to early agricultural systems and field patterns or to features linked to stages in the development of the textile industry, including trans-pennine routes and associated bridges and locks.
- 5.4.98** Work carried out at a district level by West Yorkshire Ecology to identify potential grassland, woodland, wetland and heathland networks also forms part of the evidence base for this policy. These maps can reinforce the importance of landscape features identified in character assessments, they can be used to focus the efforts of local authorities, key stakeholders and partners to maintain, restore and re-create landscapes and achieve biodiversity enhancement.



Haworth Moor and Lower Laithe Reservoir



Cow and Calf Rocks, Ilkley Moor

Policy EN4: Landscape

A. Development Decisions as well as Plans, policies and proposals should make a positive contribution towards the conservation, management and enhancement of the diversity of landscapes within the District of:

- Airedale
- Thornton and Queensbury
- Esholt
- Tong Valley
- Pennine Upland
- Rombalds Ridge
- Wharfedale
- Wilsden
- South Bradford
- Worth and North Beck Valley

This should use the approach set out in the Landscape Character Assessment SPD.

B. The following criteria will also be used to assess whether change can be considered acceptable:

1. The potential for adverse landscape and/or visual effects
2. The importance of cultural associations, historic elements in the landscape and the setting of settlements and heritage assets
3. The opportunity to contribute towards positive restoration of landscapes, particularly in the urban fringe, achieve greater habitat connectivity, enhancement of characteristic semi-natural vegetation and accessible natural greenspace

In circumstances where impacts can be managed and the degree of change made acceptable, contributions need to relate to the scale of the project under consideration, and the significance of any assets affected.

Where there is potential for adverse landscape and/ or visual effects, a landscape and visual impact assessment or appraisal will be required. Proposals also need to fulfil the criteria set out in Policy DS2 Working with the Landscape.

OUTCOMES	INDICATORS	TARGETS
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.	Number of landscape management proposals required and achieved. Operational Progress made towards National Character Area targets in relation to habitats created, as identified in Appendix 12. Operational Areas of amenity woodland created Operational	

SECTION 5.4 Planning for Places - Environment

LEAD ROLES	MAIN MECHANISMS
Bradford Council Natural England Forest of Bradford Environment Agency	Local Plan, Development Management, Landscape Character Assessment, Local Biodiversity Action Plans Strategies, plans and investment decisions Grants and management regimes Catchment Flood Management Plans, River Basin Management Plans Leeds City Region Green Infrastructure Strategy

5.4.99 A landscape character assessment approach should be used to assess the potential impact of development and to inform decision making on future locations for development. The framework set out in the Shipley and Canal Road Corridor AAP, in the Allocations DPD and in site briefs will identify more detailed requirements for ecological and landscape appraisal, for assessment of the impacts of development and for integrating enhancement schemes.

5.4.100 Landscape and visual impact assessment (either as part of an Environmental Impact Assessment or as an 'appraisal' of proposed development) provides a means of assessing the potential landscape and visual effects of proposals. The District's Landscape Character Assessment will be used to inform and appraise individual proposals, using the approach set out in the adopted Supplementary Planning Document.

5.4.101 Landscape character assessment and visualisation techniques provide a means of assessing the potential impact of proposals, provided they are used to influence decision-making in relation to siting and design considerations, both for small-scale projects, which can have a cumulative impact, and in relation to identifying locations for more significant development. The Design Section, and particularly Policy DS2 Working with the Landscape, also contributes towards the framework for appraisal.

5.4.102 Landscape character assessments, linked to historical and cultural associations, sensitivity and the criteria identified in the above are part of a tool kit to identify valued landscapes. They can form the basis for a process of engagement and dialogue with local communities as part of the Neighbourhood Plan-making process.

5.4.103 Green Infrastructure planning can be seen as a complementary process, as in many locations the mapping of key strategic assets will overlap. However in order to fulfil both purposes, networks would need to have a continuity of natural features. Implementing the policy and using this information to inform decision making will require the mapping and assessment of a number of different layers of information relating to landscape character and sensitivity, biodiversity and GI.

Trees and Woodland

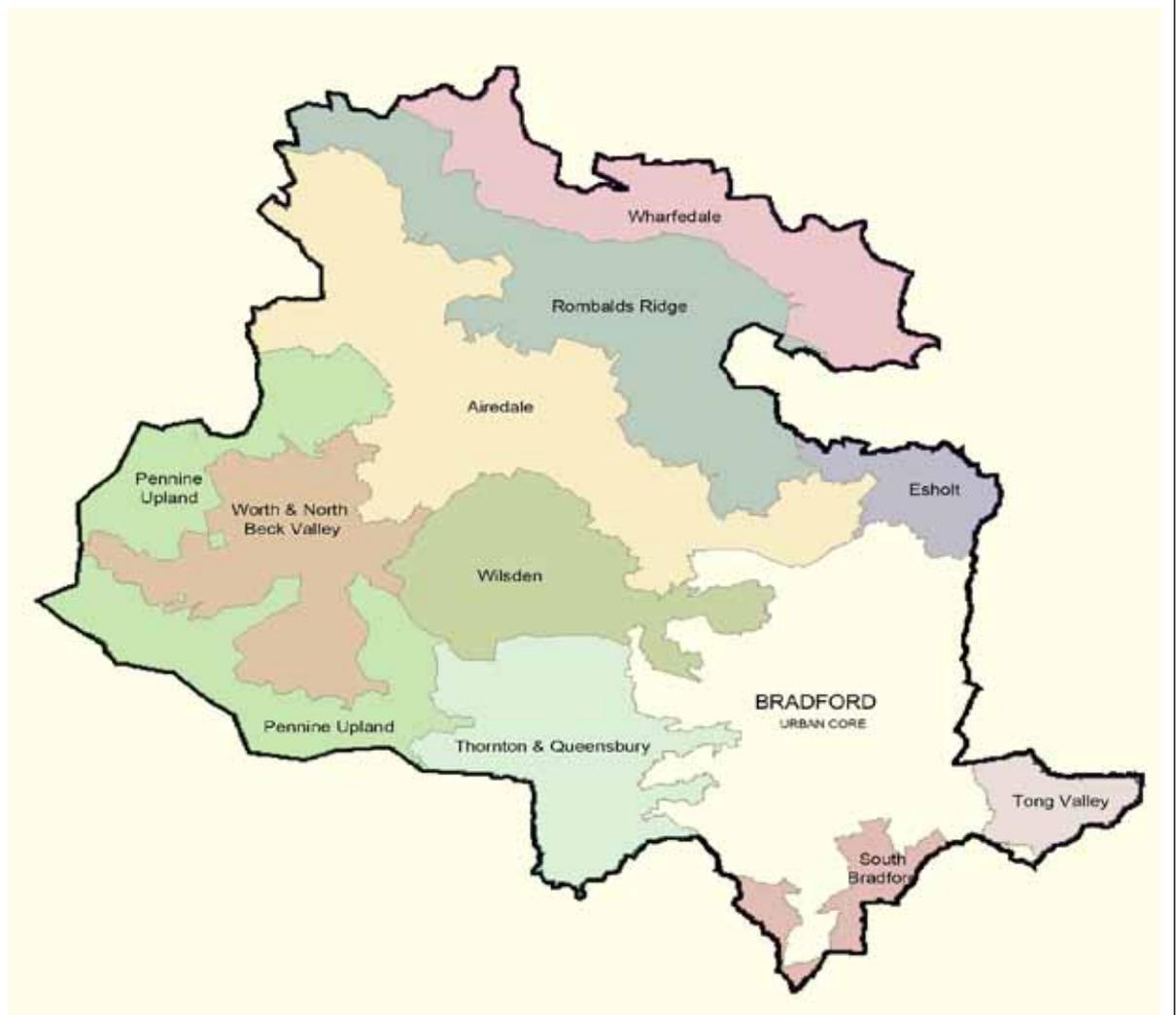
5.4.104 Woodlands and trees are key elements of a sustainable environment. They enhance both urban and rural landscapes, provide valuable habitats for wildlife, create opportunities for

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.

5.4.105 The purpose of the policy is to preserve and enhance the contribution that trees and woodland cover makes to the character of the district and to ensure that this is taken into account in relation to the identification of land for future development through the Local Plan and in the appraisal of individual proposals for development.

5.4.106 Trees and woodland merit special attention as the district has a relatively low level of woodland cover, because woodland habitats take time to evolve and become established and due to the fact that trees provide such a wide range of services for both the District's residents and for wildlife.

Figure EN4: The Bradford District Landscape Character Areas



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SECTION 5.4 Planning for Places - Environment

- 5.4.107 Less than 5% of Bradford is woodland compared to a national average of 10%. Protecting and enhancing the District's woodlands in the context of climate change, potential threats from disease and the need to accommodate population growth will be a significant challenge.
- 5.4.108 The Woodland Strategy expresses the Council's commitment to improving the amount of woodland cover and quality of woodlands in Bradford. All landowners need to be encouraged to improve the upkeep and management of woodlands and trees to ensure that these valuable assets continue to benefit future generations. The identification of future locations for development needs to make a positive contribution towards enhancing woodland cover. Where existing woodlands or new planting are important to the successful integration of new development into the landscape, long term management plans will be required.
- 5.4.109 The Forest of Bradford has increased woodland/tree cover throughout the District in partnership with local communities, 220 hectares new woodland (500,000 trees) and 12km new hedgerows since 1997 and continues to make progress..
- 5.4.110 Consultation responses identified ancient and semi-natural woodland and aged/ veteran trees as clear priorities. Ancient semi-natural woodlands (dating back to 1600 or before) have immense biodiversity value but cannot be replaced once destroyed. The District has over 550 Ha of ancient woodlands, 285 Ha of which is classed as ancient semi-natural (i.e. not replanted) and these will be strongly protected against development; aged or veteran trees also have irreplaceable biodiversity value. Other specific woodland types to be protected, enhanced and re-created are Upland Oak Woodland and Wet Woodland.



Hirst Wood

- 5.4.111 Tree Preservation Orders will be actively used to sustain the landscape character of the District and to influence the layout of new development. They offer a means of seeking to ensure that mature and healthy trees are retained where development occurs, providing visual amenity for future residents and the wider community.
- 5.4.112 Trees need to be managed during the construction period to avoid damage and tree loss. Damage needs to be avoided to prevent unnecessary tree loss and potential threats to life and property caused by unhealthy trees.
- 5.4.113 The policy relating to trees and woodland supports and has strong links with policies relating to Green Infrastructure, climate change, biodiversity, open space, landscape and design.
- 5.4.114 In preparing the woodland strategy, the Council has mapped areas of woodland in the District. Potential opportunities to create woodland networks have also been identified.

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.

A. In making decisions on planning applications and in local plans, trees and areas of woodland that contribute towards:

- 1. The character of a settlement or its setting or the amenity of the built-up area**
- 2. valued landscapes or**
- 3. wildlife habitats**

Will be protected.

B. Proposals which would have adverse impacts or destroy ancient semi-natural woodland, including replanted ancient woodland and or aged/veteran trees will not be permitted.

C. The planting of additional trees and woodland will be encouraged and proposals for development should result in no net loss of woodland.

D. The Council will 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. The Council will require the protection during construction of trees to be retained and, where appropriate, replacement tree planting for trees lost or damaged during construction.

SECTION 5.4 Planning for Places - Environment

OUTCOMES	INDICATORS	TARGETS
Existing trees and woodland have been protected. Additional areas of woodland, with benefits for biodiversity and landscape, have been created. There has been a net increase in tree and woodland cover with amenity benefits	<p>Areas of protected woodland lost Operational</p> <p>Areas of amenity woodland created Operational</p>	
LEAD ROLES	MAIN MECHANISMS	
Bradford Council Forest of Bradford	Woodland Strategy	

Energy

- 5.4.115 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. 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.
- 5.4.116 The purpose of the policy is to encourage the provision of renewable and low carbon energy through the planning system, but also to recognise the role of planning in setting the framework to allow assessment of potential impacts and to influence decision-making based on assessment.
- 5.4.117 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. Measures should focus not simply on achieving renewable means of producing electricity but also on renewable forms of heating and the implications for transport. The Energy Policy therefore has strong links to Strategic Core Policy 2 relating to Climate Change and Resource Use.
- 5.4.118 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.
- 5.4.119 In relation to setting out policies to encourage the provision of renewable and low carbon energy, one of the key issues is to positively identify local requirements, in a manner that allows bespoke design solutions to be identified that take account of feasibility and viability.

- 5.4.120 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 have a beneficial impact on the local economy, where local supply chains exist. The policy therefore identifies the need to assess a full range of environmental, economic and social impacts of proposals. The SA also suggested that further consideration needed to be given to the potential for generating renewable and low carbon energy to serve broad areas proposed for development.
- 5.4.121 Identifying stringent criteria for assessing the impacts of renewable energy generation upon the natural environment, landscape and biodiversity was supported in earlier rounds of consultation on Core Strategy policies. Accordingly, the policy emphasises the need to make a full appraisal of environmental impacts, to use this in decision-making and where appropriate to incorporate mitigation measures. Respondents considered that the Local Plan should promote those forms of renewable and low carbon energy that have a less significant impact on the landscape and environment. The requirements identified in Policy EN4 Landscape, in relation to potential impacts on landscape character and the need for the application of visualisation techniques therefore need to be applied.
- 5.4.122 In assessing the Energy Policy, the Habitats Regulations Assessment identified potential for adverse impacts on important bird species. This could occur via the impact pathway of 'collision mortality risk and/ or displacement from wind turbine developments. Amendments to the Energy Policy were therefore recommended and accordingly these have been made. Assessment of potential impacts, in relation to HRA stipulations, would also need to take account of Strategic Core Policy 8 relating to the South Pennine Moors Zone of Influence and EN2 relating to biodiversity.
- 5.4.123 The NPPF supports the role of planning in encouraging the delivery of renewable and low carbon energy and associated infrastructure. Local planning authorities are advised to design their policies to maximise renewable and low carbon energy development, while ensuring that adverse impacts are addressed satisfactorily, including cumulative landscape and visual impacts. Planning is considered to have an important role to play in the delivery of new renewable and low carbon energy infrastructure. Adverse impacts need to be taken into account, including cumulative landscape and visual impacts.
- 5.4.124 A 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. While past targets have been identified in regional policy, monitoring of progress made towards meeting targets has not, however proved easy to achieve, particularly in relation to the contribution made by micro-renewables.
- 5.4.125 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 district's 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 Study recognised that further work needed to be done at a district level. National planning guidance identifies in some detail particular planning considerations that relate to wind turbines.

SECTION 5.4 Planning for Places - Environment

5.4.126 National planning guidance advises that in identifying suitable areas for renewable and low carbon energy 'local planning authorities will need to ensure they take into account the requirements of the technology and, critically, the potential impacts on the local environment, including from cumulative impacts.' The views of local communities likely to be affected are also considered to be important. When identifying suitable areas it is important to set out the factors that will be taken into account when considering individual proposals in these areas, which may be dependent on investigatory work underpinning the identified area. Recent ministerial statements have emphasised the importance of addressing planning impacts identified by affected local communities and the benefits of identifying suitable areas through the plan-making process.

5.4.127 Proposals will need to have an assessment of environmental, economic and social impacts. In relation to environmental impacts, some parts of the upland moorland areas are particularly unspoilt and are valued for tranquillity and wilderness appeal or are of historic importance because of their archaeology or other historic importance. Landscape character areas are supported in national guidance as a tool for assessment. Within Bradford open moorland provides the backdrop to the wide shallow valleys of the rivers Aire and Wharfe, where locations along the moorland edge offer long extensive views. Within such an open landscape, in areas where there are few other structures, vertical elements, such as wind turbines, can be prominent features, whereas smaller scale turbines are less intrusive when viewed in close conjunction with existing built and natural features. West Yorkshire Ecology have produced guidance for ornithological information required to support small wind turbine developments.

5.4.128 It is important therefore that the impact of development proposals on the landscape, (including peat soils) biodiversity, cultural associations and amenity is carefully assessed and balanced against the contribution that the development would make to meeting energy needs. The siting, design, materials and colour of the turbines and ancillary structures needs to be such that their visual impact is minimised. Removal of structures and full restoration of the site, should turbines cease to operate for more than, say 6 months, is also an important consideration.

5.4.129 Assessment of social impacts will include a range of local amenity considerations and whether or not support exists within local communities for proposals. Local amenity considerations will include assessments of noise and shadow flicker and the potential for disruption during the construction period.

Policy EN6: Energy

A. Planning decisions as well as 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 suitable areas and opportunities for low carbon and renewable energy**
- 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 the Allocations DPD, Bradford City Centre Area Action Plan and the Shipley and Canal Road Corridor DPD that promote the maximum use of decentralised energy in areas of greatest opportunity, while taking into account viability and feasibility.

B. All proposals for renewable and low carbon generation must include full assessment of the environmental, economic and social impacts and, where assessment shows that potential adverse impacts can be managed, the integration of measures to minimise such impacts. Assessment of environmental impacts will need to include cumulative landscape and visual impacts and to ensure that development will have no adverse impact on the integrity of the South Pennine Moors SAC/SPA.

OUTCOMES	INDICATORS	TARGETS
Renewable and local carbon energy capacity in the district will have increased.	Mega Watts (MW) of installed renewable energy and low carbon energy capacity which required planning permission IND13(EV)	A net increase in installed renewable and low carbon energy over each monitoring period

LEAD ROLES	MAIN MECHANISMS
Bradford Council Leeds City Region	Low Carbon Transition Plan leading to a range of incentives Climate Change Strategy

5.4.130 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.

5.4.131 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 and other buildings. This issue is addressed in Policy HO 9 relating to Housing Quality. Key sustainable design principles for increasing resilience to climate change and reducing resource use are identified in Strategic Core Policy 2 relating to addressing climate change and resource use.

Flood Risk and Water Management

- 5.4.132 The overall objectives are to appraise, manage and reduce the risk of flooding. Policy EN7, set out below, identifies principles to guide the process of identifying locations for future development while seeking to reduce flood risk, assess proposals that come forward and adopt a positive approach to water management. The NPPF defines flood risk as: *'a combination of the probability and the potential consequences of flooding from all sources – including from rivers and the sea, directly from rainfall on the ground surface and rising groundwater, overwhelmed sewers and drainage systems, and from reservoirs, canals and lakes and other artificial sources'*.
- 5.4.133 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.
- 5.4.134 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. The strategic level of appraisal that has been carried out to date, identifies flood risk as an important issue that needs to be addressed, particularly in the Regional City and in Keighley and Ilkley.
- 5.4.135 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. 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. In areas where a need for local green belt releases or Greenfield development has been identified, consideration needs to be given to whether locating development in this area could lead to opportunities for improvements in Green Infrastructure and flood storage provision.
- 5.4.136 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. Within these areas there is a need to strike a balance between promoting regeneration and reducing flood risk.
- 5.4.137 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 within the Bradford Beck corridor.
- 5.4.138 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. While serious flooding has occurred in the past, 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.

- 5.4.139 The functional floodplain identified for the Beck has been based on the Bradford Beck Model. This will allow further appraisal of flood risk issues as proposals for development are refined through master planning work and preparation of Local Plan Documents. It will be used to inform the sequential testing approach in relation to the CCAAP and SCRC and the identification of a blue/ green infrastructure corridor linked to the Beck.
- 5.4.140 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. The importance of flood storage provision within the Aire and Wharfe corridors and of flood risk from the Becks and links with green infrastructure are key challenges.
- 5.4.141 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. Through the consultation process there was support from a range of organisations for a policy approach that reflects the value of surface water for landscape, public realm and biodiversity, in addition to its primary role in reducing the intensity of flooding.
- 5.4.142 All forms of flooding and their impact on the natural and built environment are planning considerations. The Council's commitment to achieving the overall objectives of policy including those of appraising, reducing and managing all sources of flooding, is expressed in Strategic Core Policy 2 relating to climate change. Policy EN7 identifies a range of principles that need to be applied in order to achieve these objectives.
- 5.4.143 The overall approach to flood risk has strong links with the principles of Green Infrastructure, set out in Policy SC6 and the value for amenity and wildlife of creating space for water, in addition to reducing the intensity of flooding. The Rivers Aire and Wharfe Corridors and the South Pennine Moors, an important water catchment area, are identified as strategic GI assets. Adopting a more holistic approach to the network of beck corridors that run through the District, particularly the Bradford Beck corridor, will become increasingly important through the plan period. Data relating to flood risk, habitat connectivity and water quality needs to inform decisions made about green infrastructure. Water quality and management issues are addressed in EN8 relating to environmental protection.
- 5.4.144 This approach reflects that in the NPPF, which requires Local Plans to take account of climate change over the longer term and plan new development to avoid increased vulnerability to the range of impacts arising from climate change. The sequential testing approach is supported and Technical Guidance has been produced setting out how this policy should be implemented. Key principles identified are; safeguarding land from development that is required for current and future flood management, using opportunities offered by new development to reduce the causes and impacts of flooding and developing policies to manage flood risk from all sources. When applying sequential testing principles to the choice of sites for future development, where data exists, all sources of flood risk will be taken into account, including those associated with ground water flooding.

SECTION 5.4 Planning for Places - Environment

- 5.4.145 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.
- 5.4.146 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.
- 5.4.147 The SFRA provides a framework for the overall appraisal and management of risk. It allows the identification of land with the lowest probability of flooding that would be appropriate to the type of development or land use proposed. Information from The SFRA and Sustainability Appraisal will be used to demonstrate the principle of sequential testing at a strategic level.
- 5.4.148 Policy EN7 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. 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



Roberts Park, Saltaire

5.4.149

puts particular emphasis on the strategic importance to communities downstream of the substantial system of washlands along the Aire upstream of Bradford.

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.

Policy EN7: 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 development proposals will only be acceptable where they do not increase flood risk elsewhere and that any need for improvements in drainage infrastructure is taken into account**
- 8. Seek to minimise run-off from new development; for Greenfield sites run off should be no greater than the existing Greenfield overall rates**
- 9. Require developers to assess the feasibility of implementing and maintaining SUDS in a manner that is integral to site design, achieves high water quality standards and maximises habitat value**
- 10. Use flood risk data to inform decisions made about Green Infrastructure.**

Only support the use of culverting for ordinary water courses, and additional flood defence works that could have adverse impacts on the environment, in exceptional circumstances.

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.

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OUTCOMES	INDICATORS	TARGETS
Requirements for drainage design and surface water treatment have been identified and are in use.	Number of completed developments that met the requirements for surface water treatment. IND14(EV)	A net increase in the number of completed developments that met the requirements for surface water treatment over each monitoring period IND14(EV)
Overall flood risk is reduced and residual flood risk is managed.	SFRA work level 1 and 2 has been completed and agreed with the Environment Agency Operational	
Site testing is carried out in order to integrate sequential testing into plan making.	Proportion of potential development sites wholly in Flood Zone 1 within each area or settlement. Operational	
Provision is made to increase flood storage.	Any major improvements identified as necessary in flood storage provision or drainage infrastructure are set out in the infrastructure plan Operational	
The need for any major improvements in drainage infrastructure is identified.		

LEAD ROLES	MAIN MECHANISMS
Bradford Council Environment Agency	Local Plan, Strategic Flood Risk Assessment Levels 1 and 2. Development Management, Surface Water Management Plans, Local Flood Risk Assessments Aire and Wharfe Catchment Flood Risk Management Plans

5.4.150 The flood risk and water management policy will be implemented using the framework set out in the SFRA Level 1 which provides guidance for planners and developers. A sequential testing approach will be followed at all levels of plan-making, starting with the core strategy. The need for more detailed work will be addressed, where the appropriate conditions are met. Development proposals and site specific flood risk assessments will be assessed by the Council's Drainage Team and the Environment Agency.

5.4.151 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 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. Assessment of the longer term benefits of retaining open land in the Bradford Beck Corridor will form an important element in this work.

- 5.4.152 Within the Shipley and Canal Road Corridor, work is underway on identifying a blue/green infrastructure corridor to improve connectivity and to reduce flood risk. A linear park is being proposed at the issues and options stage, which will form a unified spine of linked green spaces along the corridor. The aim is to develop an integrated, holistic approach to Green Infrastructure provision along the Beck corridor to achieve biodiversity enhancement and water quality and flood risk management improvements.
- 5.4.153 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.
- 5.4.154 A draft interim strategy for flood risk management has been produced by the Council and the University of Sheffield Pennine Water Group. The interim strategy describes a process for developing a long term strategy, aligned with the Pitt Review and the Government's response, to manage flood risk from surface runoff, groundwater and ordinary watercourses (small streams). The strategy seeks to develop the most effective ways of managing the different sources of risk and implementing the necessary measures.
- 5.4.155 Managing flood risk overall will mean identifying space for water as an integral part of development proposals. 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.
- 5.4.156 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 is supported in the policy. 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 mitigating measures to avoid increasing the risk of surface water flooding in future. The challenge will be to identify solutions that will maximise biodiversity and design benefits, while also addressing technical and maintenance issues.
- 5.4.157 Work has started on producing development control standards for drainage design and surface water treatment. In order to achieve high water quality standards, surface runoff should be passed through the correct levels of treatment prior to discharging to an outfall. The levels of treatment are dependant on the pollution risk from the development and the sensitivity of the receiving outfall.

SECTION 5.4 Planning for Places - Environment

5.4.158 In relation to individual planning applications, a flood risk assessment may be required for all sites and should be proportionate to the risk and appropriate to the scale, nature and locations of the development taking into account flooding from all sources.

Environmental Protection

5.4.159 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.

5.4.160 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.

5.4.161 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 have been written within the parameters set by the NPPF, National Planning Practice Guidance and the relevant pollution control and risk assessment regimes.

Contaminated Land

5.4.162 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.

Hazardous Installations

5.4.163 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.

5.4.164 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 Council's approach will be subject to review.

Nuisance

5.4.165 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 and when new developments may create additional noise. Every effort must be made to ensure that nuisance problems are not generated during construction or operation.

Air Quality

5.4.166 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, in order to mitigate against this Bradford Council adopted a Low Emission Strategy in November 2013.

5.4.167 Addressing air quality issues is recognised to be 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. It also recognised that the impact of transport is a cross boundary issue and Bradford Council are working with the four other West Yorkshire Local Authorities to develop a West Yorkshire Low Emission Strategy which will (amongst other measures) provide consistent air quality and development control policy across West Yorkshire.



SECTION 5.4 Planning for Places - Environment

- 5.4.168 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 and is therefore a significant Public Health issue in Bradford. The Public Health Outcomes Framework identifies that 5.3% of mortality in Bradford can be attributed to particulate air pollution.
- Water Quality**
- 5.4.169 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'.
- 5.4.170 The Water Framework Directive also contains objectives relating to ecology and the return of migratory fish to the Aire and Wharfe by 2021. The text relating to EN2 and the emphasis on connectivity draws attention to the need for improvement in fish passage through the District in order to achieve this.
- 5.4.171 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.
- 5.4.172 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.
- 5.4.173 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.
- 5.4.174 In relation to air quality, the strongest link is with policies in the Transport Section, as transport is the major contributor to air quality problems within the District. Promoting the use of more sustainable modes of transport and reducing the need to travel should lead to a reduction in emissions, in support of air quality objectives.
- 5.4.175 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 (including noise, odour and light 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, the European Union limit values 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 Low Emission 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 or unstable must incorporate appropriate investigation into the quality of the land. Where there is evidence of contamination or instability, remedial measures must be identified to ensure that the development will not pose a risk to human health, public safety 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 (including noise, vibration, odour, light and dust) arising from the nature of the proposal and address impacts on that development from existing land uses.

D. Water Environment

The Council will work with partner organisations to safeguard ground and surface 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. In the longer term, the aim will be to improve the ecological status of water within Bradford.

SECTION 5.4 Planning for Places - Environment

OUTCOMES	INDICATORS	TARGETS
<p>Air Quality Air quality and health within the District has improved in line with both National Air Quality Standards and indicators 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>An improvement in the health of the District's population</p>	<p>The fraction of mortality attributable to particulate air pollution over each monitoring period. IND15(EV)</p>	<p>A reduction in exposure to particulate air pollution, resulting in a reduction in the fraction of mortality attributable to air pollution over each monitoring period. IND15(EV)</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. IND16(EV)</p>	<p>An increase in the number contaminated sites that have been remediated over each monitoring period IND16(EV)</p>
<p>Water Resources Water resources have been safeguarded. Water quality has been protected and improved.</p>	<p>Ecological status of rivers IND17(EV)</p>	<p>No deterioration in the ecological status of water bodies over each monitoring period. IND17(EV)</p>

LEAD ROLES	MAIN MECHANISMS
<p>Bradford Council</p> <p>Environment Agency</p> <p>Yorkshire Water</p>	<p>Strategic Flood Risk Assessment, Local Flood Risk Assessment, Air Quality Strategy, Low Emission Strategy River Basin Management Plan for the Humber</p>

5.4.176

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**
- 5.4.177 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'.
- 5.4.178 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.
- Air Quality**
- 5.4.179 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 and the Low Emission Strategy set 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.
- 5.4.180 The concentration of existing and potential future development within the Bradford 'basin' and transport corridors leading out of the city will 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.
- 5.4.181 There is also a need for action on a broader range of air quality issues due to the existence of significant areas where air quality is a matter of concern, beyond the relatively small-scale Air Quality Management Areas formally identified. Therefore all forms and scales of development with the potential to have an impact on overall air quality need to be included in the policy in order to address the potential incremental increase in emissions ('emissions creep') across the District.
- 5.4.182 As transport is the major contributor to air quality problems within the District, a Low Emission Strategy has recently been adopted. The Strategy identifies how the Council will work with the public and the private sector, and with other stakeholders, to implement measures which reduce the impact of emissions from traffic on public health and air quality.
- 5.4.183 The Council will undertake a programme of modelling to assess the air quality effects of proposed allocations on areas where air quality is a matter of concern, including European Sites designated for nature conservation importance. The programme will assess air quality effects from local roads in the vicinity of proposed allocations on nearby European Sites (including those from increased traffic, construction of new roads and up[grading of existing roads), as recommended in work carried out on Habitats Regulations Assessment. The impacts on vulnerable locations from air quality effects of increased traffic on the wider road network will also be tested using traffic projections

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and distance criterion. This will be followed by local air quality modelling where required at the pre-allocations testing stage and the development of any mitigation measures required to ensure that there are no adverse effects on the European Sites.

5.4.184 The Strategy identifies planning and development control measures that are capable of mitigating and improving vehicle emissions and exposure to emissions, enabling residents to make green vehicle choices. The development control measures, which are in the process of being implemented, introduce air quality mitigation as part of a good scheme design, addressing the issue of cumulative impact and provide clarity and consistency for evaluation of proposals. This approach places more emphasis on incorporating road transport emission mitigation as standard, thereby defining what sustainability means in air quality terms.

Water Environment

5.4.185 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.

Section 5: Thematic Policies

Planning for Places

5.5 Minerals

The following set of policies relate to minerals safeguarding and extraction including sandstone, sand, gravel, fireclay, coal and other hydrocarbons.



New and Extended Minerals Extraction Sites

Introduction

5.5.1 Maintaining a steady and adequate supply of minerals is essential to the economy, both locally and at a wider regional/ national scale. Mineral resources within the District are primarily most suited to the production of construction materials, particularly building and paving stones but also building sand, crushed rock aggregates and clays suitable for brick making, engineering or as a refractory material. However potentially viable hydrocarbon, sand and gravel resources are also thought to remain within the District which may, in the future, be capable of contributing towards the supply of concrete making materials and indigenous energy minerals.

5.5.2 Supporting new investment in minerals extraction is both a responsibility, in terms of Bradford playing its part in supplying the raw materials necessary for economic growth, but also an opportunity, in terms of enhancing Bradford's reputation as a supplier of high quality building materials and increasing skilled employment particularly in rural areas. The primary purpose of policy EN9 is to support new investment in minerals extraction within the District, where such development can be undertaken sustainably, without resulting in an unacceptable level of harm to communities or the natural environment. The secondary objective of the policy is to reduce the need for minerals development to take place on new greenfield sites by encouraging developers to consider any options they may have to fully exhaust remaining reserves within existing workings, or to extend those workings, before looking at opening up new sites.

5.5.3 One of the key challenges for the District over the plan period is to develop a thriving local economy and accommodate significant levels of new development without degrading the quality of the built and natural environment. Policy EN9 is intended to strike the necessary



Banktop Quarry stone processing

5.5.4

balance between the promotion of investment in new minerals development and the protection of the District's human and natural resources by offering policy support for sustainable minerals development, which meets key environmental criteria. The criteria which have been set reflect the objectives for environmental protection/ enhancement and prioritisation of previously developed land set out in core policies SC1, SC5 and SC6.

Policy EN9, together with policies EN10 and EN11, and other policies set out elsewhere in the Development Plan which contain environmental criteria applying to all types of development, provide sufficient coverage to comply with the policy content guidance set out in paragraph 143 of the National Planning Policy Framework (NPPF). The evidence underpinning the policy is set out in the accompanying Minerals Evidence Base Report and includes British Geological Survey resource appraisals, feedback from previous consultation exercises and the guidance set out in the NPPF.

Policy EN9: New and Extended Minerals Extraction Sites

A. Proposals to open up a new minerals extraction site on previously undeveloped land will be supported in principle provided that all of the following criteria are met:

- 1. For the protection of the South Pennine Moors SPA, avoid and/or mitigate loss or deterioration of important foraging land within the SPA's zone of influence.**
- 2. The proposal accords with the policy for the specific mineral proposed to be extracted, as set out in policies EN10 and EN11, and;**
- 3. The development would not result in unacceptable adverse impacts on people or the environment in terms of pollution, flooding or land stability risks, or harm to amenity, heritage assets or their settings, or harm the character of the landscape, taking into account the cumulative effects associated with all existing or approved developments affecting the area and the environmental criteria set out in other Local Development Plan Policies, and;**
- 4. The development would not lead to a long-term net loss of biodiversity, to the loss or significant deterioration of any irreplaceable habitats, or to the permanent disruption of a significant ecological network, and;**
- 5. One of the following circumstances applies:**
 - i. It is not reasonably practical for physical, economic, or environmental reasons to reopen or extend any existing workings under the applicant's control, or;**
 - ii. 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 under the applicant's control, or;**
 - iii. The mineral resource proposed to be extracted would otherwise be sterilised by another form of development.**

B. Proposals to open up a new minerals extraction site on previously developed



SECTION 5.5 Planning for Places - Minerals

land, re-open a disused minerals extraction site, or extend an existing minerals extraction site, will be supported in principle provided that all of the following criteria are met:

1. For the protection of the South Pennine Moors SPA, avoid and/or mitigate loss or deterioration of important foraging land within the SPA's zone of influence.
2. The proposal accords with the policy for the specific mineral proposed to be extracted, as set out in policies EN10 and EN11, and;
3. The development would not result in unacceptable adverse impacts on people or the environment in terms of pollution, flooding or land stability risks, or harm to amenity, heritage assets or their setting, or harm the character of the landscape, taking into account the cumulative effects associated with all existing or approved developments affecting the area and the environmental criteria set out in other Local Development Plan Policies, and;
4. The development would not lead to a long-term net loss of biodiversity, to the loss or significant deterioration of any irreplaceable habitats, or to the permanent disruption of a significant ecological network, and;
5. If the proposal is to extend an existing minerals extraction site: existing permitted reserves are close to exhaustion and those parts of the existing site which it is practicable to restore, without unreasonably constraining future minerals extraction activity, have been restored.

OUTCOMES	INDICATORS	TARGETS
Sustainable proposals for the opening up of new minerals extraction sites, extension of existing sites or re-opening of disused sites, which meet the specified criteria, are supported.	Number of planning permissions granted for new minerals workings where the specified criteria are not met. Operational	

LEAD ROLES	MAIN MECHANISMS
Bradford Council	This policy will be implemented through the determination of planning applications and the consideration of proposals for minerals site allocations during the preparation of the Allocations DPD. Successful implementation is reliant on a sufficient range of potential minerals extraction sites and existing voids remaining available to allow sites to be selected which are capable of meeting the specified environmental criteria, and therefore the delivery of this policy is linked to the delivery of the safeguarding policy EN12.

5.5.5 Policy EN9 is the overarching minerals policy against which all proposals for new minerals development will be tested. The policy is relevant to all types of development involving the extraction of minerals including quarries, pits, opencast mines, underground mines and all forms of underground hydrocarbon exploitation. The criteria are essentially intended to ensure that proposals for minerals development are consistent with the policy for the specific mineral type (either EN10 or EN11), that sufficient mitigation is proposed to ensure that unacceptable adverse impacts on people or the environment do not occur (taking account of cumulative effects), that the site proposed to be worked does not include any irreplaceable habitats or green infrastructure essential to the functioning of a wider ecological network and that restoration proposals adequately compensate for any loss of biodiversity brought about by the minerals extraction activity.

5.5.6 The policy also includes a test to ensure that any applicant for a new working has fully explored any options they may have for extending existing workings under their control and that extensions to existing workings are not allowed if the original working still contains significant remaining permitted reserves or opportunities for phased restoration have not been taken. Underlying the policy is therefore an implied hierarchy whereby exhausting existing permitted reserves is preferred to extending sites and extending or re-opening existing sites is preferred to opening up new sites.

5.5.7 The logic behind this hierarchy is that it is environmentally beneficial to minimise the size of existing workings, by ensuring that parts of sites where reserves are exhausted are restored before permission is granted for extensions, and that the extension of existing sites will usually (but not always) result in less environmental harm than the opening up of new sites. The exceptions set out in criteria EN9(A)(5) are intended to ensure that the policy does not restrict proposals for prior-extraction or proposals which would result in an increase in the diversity of minerals products supplied from the District (including building stones of specific qualities or characteristics).



Ten Yards Quarry restoration

5.5.8 As well as being functionally related to policies EN10 and EN11, policy EN9 links to other policies with the core strategy which set out environmental criteria against which all new development proposals should be tested. Such policies include: EN2 (Biodiversity and Geodiversity), EN3 (Historic Environment), EN4 (Landscape), EN7 (Development and Flood Risk) and EN8 (Environmental Protection). Policy EN8 is particularly relevant to new minerals development as it sets out details of the Council's aspirations and expectations for the protection of the environment in terms of the quality of air, land and water resources and the potential for new development to cause nuisance to existing residents.

5.5.9 All prospective minerals developers are advised to fully review the Local Development Plan during the preparation of development proposals and consider whether sufficient information is being provided to demonstrate that all relevant environmental criteria are satisfied. If it is

found that a proposed new minerals development has the potential to cause an unacceptable level of environmental harm or disturbance, taking into consideration the cumulative effects of other developments in the locality, this harm can in some circumstances be overcome by appropriate mitigation, such as screening/ landscaping proposals or restrictions on the extent, depth or intensity of development. However, where adverse impacts cannot be mitigated to an acceptable level, proposals will not be supported.

Sandstone Supply

Introduction

- 5.5.10** The sandstones of the Bradford District are renowned as a resource capable of producing some of the highest quality building, roofing and paving stones in the country. The eight active quarries within the District work stone of varying, colours, textures and bedding characteristics, allowing a wide range of natural stone building materials to be produced, either on-site or at one of the District's numerous stone yards. Products include riven paving and roofing flags, ashlar walling stones and architectural masonry. These materials are used in both new build development projects, public realm paving schemes, and for the repair and extension of traditional buildings. The market for stone products from the District extends throughout the Region and beyond, with a demand for bespoke natural 'York Stone' masonry for quality development projects throughout the country.
- 5.5.11** Although the sandstone extraction industry within Bradford remains of significant importance in terms of the total national supply of natural building stone products, the level of output and the land area covered by active quarries is far smaller than was the case at the height of the quarrying industry in the early to mid twentieth century. This is due to the significant contraction of the quarrying industry in the post-war period, a trend which appears to have continued into the 21st century. The extent of sandstone quarrying in the past has left a significant legacy, both in terms of the high quality and distinctive local character of the traditional built environment, including iconic buildings built from local stone such as Bradford City Hall, but also in relation to the land stability problems which can be associated with historic surface and underground stone mining.
- 5.5.12** Stone extraction is currently concentrated in the Elland Flag, Rough Rock and Woodhouse Grit rock units; however a number of other distinct sandstone types occur within the District and there is therefore the potential to further diversify the supply of building stones, particularly in relation to the courser grained sandstones found within the northern parts of the District. Core policy SC1 promotes the continued growth of the Bradford economy through facilitating high quality development which enhances local settings, character, distinctiveness and heritage, whilst protecting the District's environmental resources. Policy EN10 supports the delivery of the objectives embedded in policy SC1 by encouraging new investment in the local quarrying industry, to realise an enhanced supply of high quality building stones, whilst seeking to minimise the potential adverse social and environmental impacts associated with minerals development by setting out environmentally considerate area of search criteria.
- 5.5.13** Although the District's sandstones are primarily valued as a resource for the production of high quality building, roofing and paving stones they are also of secondary importance for the production of aggregates. The characteristics of Bradford's sandstones are such that

they are generally unsuitable to produce the high specification aggregates required for use in road surfacing and concrete production; however several of the District's quarries produce crushed rock aggregates which are sold for a variety of lower specification uses including building sand, engineered fill, and material for the repair and resurfacing of tracks and paths. Recycled and Secondary Aggregates (RSA) can often be a suitable alternative material for use as engineered fill; however the same can not be said for building sand or footpath surfacing material. Therefore the use of the lower specifications sandstones which are produced as a by-product of building stone quarrying for such purposes is generally considered to represent a sustainable use of resources, allowing aggregates quarried elsewhere which meet higher engineering specifications to be reserved for use in more demanding applications.

5.5.14

The Local Aggregates Assessment for West Yorkshire 2012 (WY LAA) confirms that the sub-region is heavily dependant upon higher specification crushed rock aggregate imports from neighbouring authorities, and in particular Derbyshire and North Yorkshire. Substantial crushed rock aggregate reserves exist within West Yorkshire; however the majority of these reserves do not comprise concreting or road stone grade materials and the quality of the sub-region's stone resources is such that any significant future reduction in the reliance of West Yorkshire on high specification aggregate imports from neighbouring authorities is considered to be unlikely.

Table EN10: West Yorkshire Crushed Rock (CR) Aggregate Landbank Figures

Estimated CR Consumption 2009 (tonnes)	Estimated CR Imports from Neighbouring Authorities 2009 (tonnes)	Ten Year Average Annual CR Sales (2003-2012) (tonnes)	CR Reserves as of 31 Dec 2012 (tonnes)	Landbank (Reserves/Average Sales)
2,330,000	1,499,505	1,000,000	28,500,000	28.5 Years

Note: Above figures are taken from The Local Aggregate Assessment for West Yorkshire 2012, wherein full details of how these figures have been derived can be found.

5.5.15

The landbank calculation set out in the LAA, as repeated in Table EN10 above, represents a calculation of the length of time it would take to exhaust current permitted reserves of Crushed Rock within West Yorkshire if average annual sales continue at historic average levels. However the fact that this figure is in excess of the 10 year minimum recommended within the NPPF in no way implies that sufficient crushed rock reserves exist within West Yorkshire to meet West Yorkshire's construction aggregate needs. In fact the figures set out in the WY LAA imply that the level of aggregate product within West Yorkshire could satisfy, at most, 40% of demand, with imports from neighbouring authorities estimated to be almost 50% higher than indigenous production.

5.5.16

In order to secure continuity of supply of crushed rock the West Yorkshire Authorities have engaged with neighbouring authorities, in particular Derbyshire and North Yorkshire, through the Aggregates Working Party and through the production of the WYLAA. This has resulted in the adoption of LAAs by those neighbouring authorities which provide for the continuation of levels of extraction which are sufficient to allow for the continued supply of aggregates into West Yorkshire.

SECTION 5.5 Planning for Places - Minerals

5.5.17 Although Bradford is not a significant aggregate producer the small quantities of crushed sandstone aggregate by-product which are produced do contribute towards redressing the trade imbalance highlighted above and absorbing some local demand for lower specification bulk aggregates and building sand. Therefore, notwithstanding the fact that the West Yorkshire landbank calculated in the 2012 WYLAA (based upon historic average sales) is substantially in excess of the 10 year minimum, it is considered inappropriate to adopt a strongly negative policy position towards the extraction of crushed rock aggregates in the District.

5.5.18 Policy EN10 below seeks to support the managed supply of aggregates and respond to the local aggregates context by setting out a favourable policy environment for proposals involving the production of building sand and allowing the production of other types of crushed rock aggregates where this is supported by the Local Aggregates Assessment or the type of aggregate proposed to be produced can otherwise be demonstrated to be needed to fulfil an unmet demand. To prevent any restraint on aggregates from adversely affecting building stone production, the policy also supports the production of aggregates in circumstances where it is a secondary activity required to ensure the viability of a building, roofing or paving stone quarry, providing that the achievement of high quality quarry restoration is not prejudiced.

5.5.19 The key pieces of evidence underlying policy EN10 include the *Symonds Report* (2004), an internal report on the Need for Local Stone for the Maintenance of the Character of Bradford's Built Environment (2008), English Heritage's *Strategic Stone Study: A Building Stone Atlas of West & South Yorkshire* (2012), The Regional Aggregates Working Party reports up to 2009 and the Bradford Local Stone Survey thereafter, and the emerging Local Aggregates Assessments for adjacent MPAs including North Yorkshire and Derbyshire. A review of all of these sources can be found in the accompanying *Minerals Evidence Base Report*.

Policy EN10: Sandstone Supply

A. Within the area of search identified in the Allocations DPD proposals for the extraction of sandstone where the proposed reserves will primarily be used for the production of high quality building, roofing or paving stones will be supported in principle.

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. In conjunction with other Minerals Planning Authorities within West Yorkshire, the Council will seek to contribute to the maintenance of a landbank of at least 10 years supply of crushed rock aggregate reserves, as calculated through the Local Aggregates Assessment. Therefore proposals for the extraction of sandstone where the proposed reserves will primarily be used for the production of aggregates shall be permitted providing that all of the following criteria are met:



1. The sandstone reserves to be used for aggregates are not suitable for the production of building, roofing or paving stones, and;
2. One of the following circumstances applies:
 - i. The Local Aggregates Assessment indicates that additional permitted reserves of crushed rock aggregates are required, or;
 - ii. The aggregates would mainly be used to produce building sand, or;
 - iii. The applicant can otherwise demonstrate that demand for the type of aggregates intended to be produced can not be met from the existing permitted reserves within West Yorkshire or by Recycled or Secondary Aggregates.

D. The ancillary production of aggregates at building, roofing or paving stone quarries shall be permitted providing that all of the follow criteria are met:

1. Only those sandstone reserves unsuitable for building, roofing or paving stone production will be used for aggregates, and;
2. Sufficient material would remain to allow the site to be restored to an appropriate landform, and;
3. One of the following circumstances applies:
 - i. The Local Aggregates Assessment indicates that additional permitted reserves of crushed rock aggregates are required, or;
 - ii. The aggregates would mainly be used to produce building sand, or;
 - iii. The applicant can otherwise demonstrate that demand for the type of aggregates intended to be produced can not be met from the existing permitted reserves within West Yorkshire or by Recycled or Secondary Aggregates, or;
 - iv. The production of aggregates is necessary to facilitate the recovery of building, paving or roofing stones in terms of practical considerations or economic viability.

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 areas where further minerals extraction activities would be likely to lead to the loss or significant deterioration of any irreplaceable habitats, or to the permanent disruption of a significant ecological network;
4. Locations outside of urban areas, except for open land adjacent to existing urban quarries.

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OUTCOMES	INDICATORS	TARGETS
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. IND18(EV)	Trend in total quantity of building and paving stone output, as plotted over 3 year periods, to be positive or neutral. IND18(EV)
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 Aggregates Assessment. IND19(EV)	Trend in permitted reserves of sandstone within District, as plotted over 3 year periods, to be positive or neutral. IND19(EV)
Quarries within the district continue to be an important alternative supplier of building sand.	Output levels of sand from quarries with District assessed through an annual Local Aggregates Assessment. IND18(EV)	Trend in total quantity of sand output, as plotted over 3 year periods, to be positive or neutral. IND18(EV)

LEAD ROLES	MAIN MECHANISMS
Bradford Council	The planning authority can implement the policy principles and criteria set out in policy EN10 through its development management function of assessing planning applications for new or extended minerals workings. In determining such applications the principles and criteria set out in policy EN10 will be weighed against other development plan policies and other relevant material considerations in order to conclude whether planning permission should be granted and therefore any policy support provided by EN10 may be outweighed by other factors for specific development proposals. The Council will implement the area of search criteria set out in policy EN10(E) through the allocation of an area of search within the Allocations DPD. These criteria will also be used to consider the appropriateness of any minerals site allocations proposed for inclusion in the Allocations DPD.



LEAD ROLES	MAIN MECHANISMS
Minerals Industry	Delivery of the objective of maintaining supplies of building, paving and roofing stones 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 Local Plan, particularly built heritage and design policies.

5.5.20 Policy EN10 supports new or extended building stone quarries within the area of search, where the proposed reserves would primarily be used for the production of high quality building, roofing or paving stones. Prior to the adoption of the Allocations DPD the criteria set out in EN10(E) can be used by developers to consider whether prospective new extraction sites would be likely to fall within the area of search. In order to demonstrate the quality of the target sandstone reserve minerals resource appraisals should be provided setting out all available evidence of the likely quality of the target sandstone resource (in terms of colour, texture, bedding, fracturing and strength), specifying the types of building stone materials which the resource is likely to be suitable to produce and estimating the anticipated level of wastage associated with the winning, working and processing of the building, roofing or paving stones proposed to be produced.

5.5.21 Particularly strong support is offered to minerals development which would result in an increased supply of scarce building, roofing or paving stones, such as stone slates, riven flags, or matching stones needed for the repair of historic buildings or monuments. This is because the supply of such materials is key to maintaining the character of the historic built environment including the fabric of listed buildings. Where developers consider that the resource which they propose to extract would meet a demand for scarce building materials, supporting evidence should be supplied in relation to the quality of the stone resource and the specific demand which it would meet. Developers are encouraged to contact English Heritage or the Council's Conservation and Design Team for their expert advice on the types of building stone materials which are needed to support the conservation of the historic built environment. It is acknowledged that the duration of building, paving or roofing stone quarrying projects may be more protracted than would be the case for aggregates quarries, given the fluctuating demand for natural stone building materials and the relatively small scale and low intensity of extraction sites and working methods.

5.5.22 For new or extended building stone quarries where ancillary aggregate production is proposed, developers should provide an estimate of the types and quantities of aggregates which will be produced. In cases where such ancillary aggregate production activities are needed to support the viability of a building stone quarry, developers should state that this is the case and explain the reason why the development would be unviable without aggregate production. A viability assessment will not be required where the

aggregate production is supported by the Local Aggregates Assessment, where the type of aggregate intended to be produced would be primarily building sand, or where another type of aggregate is intended to be produced but it can be demonstrated that this supply is needed to fulfil a demand which could not otherwise be met. The District has not generally supported quarries primarily intended to produce aggregates in the past; however proposals for new aggregates quarries will also be considered favourably if the criteria described above can be met.

Sand, Gravel, Fireclay, Coal and Hydrocarbons (oil and gas)

Introduction

5.5.23 Although sandstone is the primary commodity extracted within Bradford, the District also possesses coal, clay, sand and gravel resources which were an important source of construction and energy minerals in the past and may become so again in the future. No significant coal, sand or gravel extraction has occurred within the District over the preceding four decades, other than production of sand from crushed sandstone; however future changes in extraction technology and commodity prices may make renewed extraction viable within the plan period or beyond. Brick clay and landfill engineering clay continue to be extracted at two sites on Soil Hill to the south of Denholme.

5.5.24 The Local Aggregates Assessment for West Yorkshire 2012 (WYLAA) identifies that the sub-region is heavily dependant upon sand and gravel imports from neighbouring authorities, and in particular North Yorkshire. Very limited sand and gravel reserves exist within West Yorkshire, with only two relatively small sites reported in the WYLAA (located in Kirklees and Wakefield), possessing reserves totalling 1.6 million tonnes. No reserves of sand and gravel exist within the Bradford District. British Geological Survey (BGS) resource maps indicate that some potentially viable sand and gravel resources may remain within West Yorkshire, including river terrace deposits along the Wharfe and Aire Valleys in the Bradford District. However previous BGS research has identified minerals extraction industry scepticism that the remaining resource would be economically viable to exploit due to the constrained nature of the remaining deposits.

Table EN11: West Yorkshire Sand and Gravel Landbank Figures

Estimated S&G Consumption 2009 (tonnes)	Estimated S&G Imports from Neighbouring Authorities 2009 (tonnes)	Ten Year Average Annual S&G Sales (2003-2012) (tonnes)	S&G Reserves as of 31 Dec 2012 (tonnes)	Landbank (Reserves/ Average Sales)
810,000	490,000	130,000	1,600,000	12.3 Years

Note: Above figures are taken from The Local Aggregate Assessment for West Yorkshire 2012, wherein full details of how these figures have been derived can be found.

5.5.25 The landbank calculation set out in the LAA, as repeated in Table EN11 above, represents a calculation of the length of time it would take to exhaust current permitted reserves

of Sand and Gravel within West Yorkshire if average annual sales continue at historic average levels. However the fact that this figure is in excess of the 7 year minimum recommended within the NPPF in no way implies that sufficient sand and gravel reserves exist within West Yorkshire to meet West Yorkshire's construction aggregate needs. In fact the figures set out in the WY LAA imply that West Yorkshire historic production could satisfy, at most, 16% of demand, with imports from neighbouring authorities estimated to be almost 4 times higher than indigenous production.

- 5.5.26 In order to secure continuity of supply of sand and gravel the West Yorkshire Authorities have engaged with neighbouring authorities, in particularly North Yorkshire, through the Aggregates Working Party and through the production of the WYLAA. This has resulted in the adoption of LAAs by neighbouring authorities which provide for the continuation of levels of extraction which are sufficient to allow for the continued supply of aggregates into West Yorkshire.
- 5.5.27 Notwithstanding the fact that the West Yorkshire landbank calculated in the 2012 LAA, based upon historic average sales, is in excess of the seven year minimum, given West Yorkshire's reliance on imports from neighbouring authorities, it is considered inappropriate and unsustainable to adopt a policy position that would not be supportive of any environmentally acceptable proposals for the extraction of sand and gravel resources within the District which may come forward within the plan period. Therefore policy EN11 is supportive in principle of proposals for sand and gravel extraction, within an area of search constrained by specified environmental criteria, except in the unlikely event that the LAA indicates that no additional permitted reserves of sand and gravel are required.
- 5.5.28 Clay extraction tends to be driven by a demand for a clay resource which meets certain specifications, in terms of porosity or engineering qualities, for specific purposes. The Council are aware that there is currently a demand for mudstone/clay with properties which make it suitable to produce high quality engineering bricks, however, it is not feasible to predict with any degree of certainty the level or nature of the demand for clay likely to persist within the plan period. Therefore policy EN11(B) adopts a flexible approach by indicating that support will be given for clay extraction where a specific demand is demonstrated.
- 5.5.29 The policy on coal extraction set out in EN11(C) generally reflects the advice contained in paragraph 149 of the National Planning Policy Framework, with the modification that provisions for the co-extraction of fireclay are also included. This slightly modified local approach reflects the local context, in that the fireclays within the District have historically been valued as a high quality refractory material (co-extraction of coal, ironstone and fireclay has been common in Bradford's mines in the past). The part of the coalfield covered by the District is known to contain relatively lower rank coals which have already been subject to significant historic extraction activity.
- 5.5.30 There are no proven oil or gas resources within the District and the Council are unaware of any interest in initiating exploratory works in connection with either conventional or unconventional onshore oil or gas extraction. However the potential for future interest in oil or gas extraction cannot be entirely discounted, as part of the southern half of the District is underlain by the East Pennine Coalfield, which could potentially contain resources suitable for Coal Bed Methane exploitation or Underground Coal Gasification, and part of the northern half of the District is underlain by the Lower Bowland-Hodder Shale Unit, which could potentially contain shale oil or gas resources. Policy EN11(D) sets out a general policy applying to all forms of conventional and unconventional oil and gas exploitation which takes

account of the advice set out in the *Planning practice guidance for onshore oil and gas* 2013 published by the Government and paragraph 144 of the NPPF.

5.5.31

Policy EN11 is intended to support the aspirations for economic growth and better resource use set out in core policies SC1 and SC2, particularly through the facilitation of improved security in the supply of sand and gravel into West Yorkshire. The evidence underlying the policy includes resource maps and resource appraisals published by the British Geological Survey and a series of reports on sand and gravel provision within West Yorkshire published by the former Yorkshire and Humber Assembly. All such evidence is referenced and summarised in the accompanying Minerals Evidence Base Report.

Policy EN11: Sand, Gravel, Fireclay, Coal and Hydrocarbons (oil and gas)

A. In conjunction with other Minerals Planning Authorities within West Yorkshire, the Council will seek to contribute to the maintenance of a landbank of at least 7 years supply of sand and gravel reserves, as calculated through the Local Aggregates Assessment. Therefore, within the area of search identified in the Allocations DPD, proposals for the extraction of sand and gravel will be supported in principle unless the Local Aggregates Assessment indicates that no additional permitted reserves of sand and gravel are required.

B. Proposals for the extraction of clay (including brick clay, engineering clay and fireclay) will be supported in principle providing that the applicant can produce evidence that there is a demonstrable economic need for the quality and quantity of clay proposed to be recovered.

C. Proposals for coal extraction will not be permitted unless the coal resource would otherwise be sterilised by another form of development or all of the following criteria are met:

- 1. Any viable fireclay resources will also be recovered, and;**
- 2. One of the following circumstances applies:**
 - i. The proposals are environmentally acceptable, or can be made so by planning conditions or obligations, or;**
 - ii. The proposal provides national, local or community benefits which clearly outweigh the likely impacts of the development.**

D.1. Proposals associated with the exploration and appraisal of hydrocarbons (oil and gas) resources will be supported in principle providing that the proposal accords with other policies within the Local Development Plan and all of the following criteria are met:

- 1. Any sites where intrusive exploration or appraisal works are to take place are sited so as to minimise adverse impacts on people or the environment, whilst allowing for the effective exploration and appraisal of the potential oil or gas resource, and;**



2. Adequate evidence has been provided that the operations and infrastructure associated with the exploration or appraisal activities will not lead to unacceptable adverse impacts on people or the environment or that any such adverse impacts will be adequately mitigated, and;
3. Any boreholes intended to be capable of being reused for production in the future are sited in locations which can accommodate the scale of infrastructure and mitigation which would be necessary at the production stage, and;
4. Proposals are included to restore the areas of land affected by the exploration or appraisal activities to a condition which provides for the maintenance or enhancement of the ecological, landscape and/ or amenity value of the site in the event that planning permission is not subsequently granted for these areas of land to be used for production.

D.2. Proposals for the commercial production of hydrocarbons (oil and gas) will be supported in principle providing that the proposal accords with other policies within the Local Development Plan and all of the following criteria are met:

1. A full appraisal programme for the oil or gas resource proposed to be exploited has been completed which demonstrates that a viable oil or gas resource exists of a sufficient size to justify the environmental, social and economic costs associated with its extraction, and;
2. The proposed production site is in the most sustainable viable location taking account of the proximity of sensitive environmental, human and cultural receptors, transportation distances, infrastructure requirements and the benefits of efficiently exploiting the identified oil and gas deposit, and;
3. Adequate evidence has been provided that the operations and infrastructure necessary for the exploitation of the oil or gas resource will not lead to unacceptable adverse impacts on people or the environment or that any such adverse impacts will be adequately mitigated, and;
4. Proposals are included to restore the areas of land affected by the production activities and associated infrastructure to a condition which provides for the maintenance or enhancement of the ecological, landscape and/ or amenity value of the site once production has ceased.

E. 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 areas where further minerals extraction activities would be likely to lead to the loss or significant deterioration of any irreplaceable habitats, or to the permanent disruption of a significant ecological network;
4. Locations outside of urban areas.

SECTION 5.5 Planning for Places - Minerals

OUTCOMES	INDICATORS	TARGETS
Renewed sand and gravel extraction takes place within the District.	Reserves and output levels of sand and gravel from sites with District assessed through annual Local Aggregates Assessment. IND19(EV) IND18(EV)	Trend in permitted reserves of sand and gravel within District, as plotted over 3 year periods, to be positive or neutral. IND19(EV) At least 1 extraction site opened within the plan period. IND18(EV)
LEAD ROLES	MAIN MECHANISMS	
Bradford Council	Supporting appropriate proposals for sand, gravel and clay extraction and those proposals for coal, oil and gas extraction which meet the specified criteria can be achieved through the development management process. In determining such applications the principles and criteria set out in policy EN11 will be weighed against other development plan policies and other relevant material considerations in order to conclude whether planning permission should be granted and therefore any policy support provided by EN11 may be outweighed by other factors for specific development proposals. The criteria for the sand and gravel area of search set out in policy EN11(E) will be applied when drawing up the proposals map attached to the Allocations DPD. These criteria will also be applied when considering the appropriateness of proposed site allocations submitted for inclusion in the Allocations DPD.	
Minerals Industry	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 the Council, the prospective developer and the extraction industry.	

- 5.5.32 Policy EN11(A) provides strong policy support for any proposals for sand and gravel extraction outside of urban areas and areas where the natural environment is protected under national and international statutory designations, or where further minerals extraction activities would be likely to lead to the loss or significant deterioration of any irreplaceable habitats or ecological networks. The one caveat upon this support is that it would not apply if the Local Aggregates Assessment (LAA) indicates that the release of additional reserves of sand and gravel is not required; however, given the current West Yorkshire context of high demand for sand and gravel and relatively low levels of extraction, it is not anticipated that the LAA will advise any restraint on sand and gravel extraction within the plan period.
- 5.5.33 Clay extraction is generally related to specific sources of demand and therefore developers proposing new clay extraction sites should provide supporting evidence explaining the demand which the clay proposed to be extracted would fulfil and demonstrating that the clay resource is of an appropriate quality to supply that demand. It is understood that demand for clay may arise from various sources, requiring the delivery of clay over differing periods at varying rates of intensity. Planning applications for clay extraction sites should include details of the anticipated annual output and overall extraction period duration, based upon the peculiarities of the demand which the clay would be fulfilling.
- 5.5.34 For the purposes of policy EN11 it is assumed that there will be an ongoing national need for coal as an energy mineral during the plan period. However, for the reasons discussed in the Minerals Evidence Base Report, it cannot be assumed that the entire mapped surface coal resource area within the District contains significant quantities of accessible coal of sufficient quality to be used as an energy mineral. Given the relatively high quality of the fireclays present within the District, developers wishing to extract coal resources must also ensure that provisions are made for the co-extraction of fireclay, unless it can be shown that such co-extraction would be unviable.
- 5.5.35 In line with paragraph 149 of the NPPF policy EN11(C) also specifies that proposals for coal extraction must be tested for their environmental acceptability and, where unacceptable environmental impacts are identified, it must be considered whether any demonstrable national, local or community benefits associated with the development outweigh this adverse impact. Although a similar test of environmental acceptability is applied to all types of minerals extraction development, as expressed in policy EN9, specific emphasis is given to the need for coal extraction proposals to demonstrate environmental acceptability, or provide overwhelming benefits, as certain coal extraction activities can be particularly environmentally intrusive. Development involving the extraction of coal to prevent it from being sterilised by another form of development are not required to meet the criteria set out at EN11(C), as policy for this type of prior extraction development is set out in EN12.
- 5.5.36 There are conventionally three distinct phases involved in the exploitation of onshore oil and gas resources: *exploration*, where the existence of an oil or gas deposit is proven through geological survey and exploratory drilling, *appraisal*, where the economic viability of extracting an oil or gas deposit is assessed through techniques such as flow testing, and *production*, where full oil or gas extraction is commenced using wells associated with boreholes established during the exploration and appraisal phases and/ or additional boreholes linked to storage, processing and transportation infrastructure. Policy EN11(D) addresses the exploration and appraisal and production phases separately and planning

permission granted during the exploration and appraisal phases will not commit the Council to subsequently granting planning permission for full commercial oil or gas production.

- 5.5.37 The information and evidence required to be submitted to support applications for oil or gas exploration, appraisal and production should be proportionate to the scale of development and phase of the project. However developers should ensure that consideration has been given to all of the impacts listed at paragraph 30 of the *Planning practice guidance for onshore oil and gas*. During the process of site selection for boreholes and infrastructure proper consideration should be given to environmental and community sensitivities as well as geological and technical factors. Where there is reason to suspect that the development may lead to adverse impacts, sufficient evidence should be submitted to understand the likely nature and magnitude of those impacts and the extent to which adverse effects can be mitigated. Appropriate planning conditions and/ or obligations will be sought to secure mitigation or necessary infrastructure improvements; however the Council will endeavour to ensure that such conditions and obligations do not duplicate the controls exerted through other regulatory regimes.

Minerals Safeguarding

Introduction

- 5.5.38 **Safeguarding specific mineral resources of local and national importance from sterilisation by non-mineral development is a key element of the government's approach to minerals planning, as articulated in paragraph 143 of the National Planning Policy Framework. A minerals resource is considered to have been sterilised when surface development occurs which would severely inhibit the extraction of that resource. In order to implement safeguarding, planning authorities must define Minerals Safeguarding Areas (MSAs) which identify the geographical areas thought to contain minerals of local or national importance. An MSA does not convey any policy support for minerals extraction, other than prior-extraction to recover minerals before an approved surface development goes ahead. Separate Areas of Search will be defined which illustrate the parts of the District within which minerals extraction will be supported in principle, see policies EN10 and EN11.**
- 5.5.39 The resources found within the District which are considered to be of local and national importance are: coal, sandstone, sand and gravel. Coal is considered to be nationally important due to the strategic need for security of supply of energy minerals, sand and gravel is considered to be regionally importance due to the relative scarcity of concrete grade sand and gravel within West Yorkshire and the local sandstone resource is considered to be important due to its suitability for the production of the high quality building stones necessary to maintain the character of the historic built environment and also its secondary value as a source of aggregates and, in particular, building sand. Sandstone and coal resources are coincident in various parts of the District and in such areas a hierarchical approach has been adopted whereby the Coal MSA overlays and obscures the sandstone MSA. The reason for this approach is that coal is the more valuable mineral and is generally more suitable for prior extraction than sandstone bedrock.
- 5.5.40 Where a mineral resource is scarce it is appropriate to adopt a strongly protective safeguarding policy prohibiting surface development which does not involve prior-extraction

of minerals other than in exceptional circumstances. However, where the mineral resources being safeguarded occur fairly widely throughout a geographical area, such as is the case for coal, sandstone, sand and gravel within the Yorkshire and Humber Region, a strongly protectionist approach is not appropriate, as it would significantly impede non-minerals related economic development and housing supply. Therefore the policy approach set out in policy EN12 below is designed to ensure that due consideration is given to the prior-extraction of minerals, rather than to strongly restrain non-mineral development within the allocated MSA.

5.5.41 Requiring consideration of prior-extraction for surface development proposals within areas thought to contain important minerals should serve to mitigate the impact of housing growth and economic development on the accessibility of the District's mineral resources. Therefore minerals safeguarding policy EN12 is key to the implementation of core policy SC2, which includes the aspiration of seeking to assess and manage the impact of future decisions on the District's natural resources and the objective of encouraging better resource use.

5.5.42 The key type of evidence necessary to implement an effective safeguarding policy is geological evidence identifying the location of the minerals resources within the District likely to be economically viable for extraction. The primary source of this form of evidence is the British Geological Survey (BGS) and therefore the BGS resource areas are the primary basis for the MSAs. Policy EN12 has also been informed by evidence in relation to the quality of the resources likely to be remaining within the District and the factors which influence the viability of prior-extraction. Further details and analysis of the evidence underpinning the Council's safeguarding policy is contained within the accompanying Minerals Evidence Base Report.

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 through the allocation of Minerals Safeguarding Areas defined in the Allocations DPD based on the broad areas shown in the Minerals Safeguarding Plan.

B. Within the Sandstone Minerals Safeguarding Area planning permission should not be granted for proposals involving the development of over 1 hectare of land unless it has been demonstrated that one of the following circumstances applies:

- 1. The applicant proposes to recover part of the sandstone resource beneath the site for use as construction materials, or;**
- 2. The applicant has demonstrated that there is no sandstone resource beneath the site of sufficient quality to produce either building stones or aggregates at sufficiently shallow depth to be viable for extraction, or;**
- 3. The applicant has demonstrated that the costs associated with extracting the sandstone resource beneath the site significantly outweigh the value of the resource, or;**
- 4. The applicant has demonstrated that non of the sandstone resource beneath the site could be extracted without prejudicing the development of the site due to ground level or engineering issues, or;**



5. The prior extraction of the sandstone resource would result in an unacceptable level of environmental harm, or;
6. There is an urgent need for the development, in terms of economic, environmental or social benefits, which justifies the sterilisation of a sandstone resource which could otherwise be viable for extraction.

C. Within Coal and Sand and Gravel Minerals Safeguarding Areas planning permission should not be granted for any major development¹ unless it has been demonstrated that one of the following circumstances applies:

1. The applicant proposes to recover the coal or sand and gravel resource beneath the site prior to developing the site, or;
2. The applicant has demonstrated that there is no coal or sand and gravel resource beneath the site at sufficiently shallow depth to be viable for extraction, or;
3. The applicant has demonstrated that the costs associated with extracting the coal or sand and gravel resource beneath the site significantly outweigh the value of the resource, or;
4. The prior extraction of the coal or sand and gravel resource would result in an unacceptable level of environmental harm, or;
5. There is an urgent need for the development, in terms of economic, environmental or social benefits, which justifies the sterilisation of the coal or sand and gravel resource.

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 and would not be affected by any unacceptable land stability risks.

F. Proposals involving the extraction of minerals from a development site which has the benefit of planning permission for a type of development which would otherwise sterilise the mineral resource beneath the site, will be supported in principle, providing that the proposal accords with the other policies within the Local Development Plan.

¹As defined by the Town and Country Planning (General Development Management) Order 2010

SECTION 5.5 Planning for Places - Minerals

OUTCOMES	INDICATORS	TARGETS
Minerals interests are considered before planning permission is granted for developments covering over 1ha of land within the Sandstone Safeguarding Area	Submission of Minerals Resource Appraisals to support planning applications. Operational	
Minerals interests are considered before planning permission is granted for any major developments within the Coal and Sand and Gravel Safeguarding Areas	Submission of Minerals Resource Appraisals to support planning applications. Operational	
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. Operational	
Any viable and environmentally acceptable opportunities for prior extraction are taken.	Number of planning permissions granted for development which include proposals for prior-extraction of minerals. Operational	
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 grant planning permission subject to prior extraction undertakings.</p>	



SECTION 5.5 Planning for Places - Minerals

LEAD ROLES	MAIN MECHANISMS
Minerals Industry	Both the development industry (housing, commercial and industrial) and the minerals industry 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.
Local Communities/ Parish Councils	Local communities and Parish Councils 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 rationale 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.

5.5.43 The effect of policies EN12(B)&(C) above is to apply a safeguarding policy to all proposals involving major development within the Coal and Sand and Gravel MSAs and to all proposals involving the development of over 1 hectare of land within the Sandstone MSA. However the listed exempting criteria allow development to go ahead within an MSA in situations where prior extraction is proposed, where the resource is too deep to be viable for prior extraction, where the costs of extracting the resource outweighs the value of the resource, where prior-extraction would result in an unacceptable level of environmental harm, or where there is an urgent need for the development which justifies the sterilisation of the resource. An additional criterion (EN12(B)(4)) is included for the sandstone safeguarding policy to cover situations where there is a potentially viable sandstone resource beneath a site which could not be extracted without effecting such significant changes to site levels that the originally proposed surface development would become unviable.

5.5.44 Applicants for developments which would fall within the safeguarding thresholds should consider whether the site they are intending to develop is covered by an MSA and, if so, should commission a minerals resource assessment to ascertain whether there is a mineral resource beneath the site which could be viable for extraction as part of the development project. If a potentially viable mineral resource is thought to be present then the first option should be to amend the development project to allow for extraction of the viable part of the resource as part of the site preparation work. The planning application should be supported by the minerals resource assessment and include details of the quantity of minerals to be extracted, extraction methods to be employed, the expected duration of the prior-extraction operation and transportation arrangements. If prior



extraction is deemed to be unviable due to cost/ benefit factors or development scheme practicalities supporting documentation should be submitted which identifies the factors which are considered to preclude prior extraction.

- 5.5.45 Although there is no requirement to do so, it is also recommended that applicant's for developments which are not classified as major, or which fall below the 1ha threshold for sandstone safeguarding, consider whether prior-extraction may be viable and appropriate as part of their development projects. Prior-extraction of minerals can result in significant benefits for developers including direct profit gained from the sale of the mineral, offsetting construction costs through the on-site use of the mineral as a construction material and the use of prior extraction to mitigate natural, mining or other geological hazards as part of required site preparation works. Policy EN12(F) provides policy support for prior-extraction proposals, providing that they would be consistent with other development policies and, in particular, the environmental criteria set out in policy EN9.
- 5.5.46 A number of companies now exist whose main purpose is to undertake prior-extraction and site preparation works in order to facilitate development within MSAs. Examples of situations where prior-extraction may be particularly appropriate include development on sites where near surface hazards associated with coal mining occur and development of sloping sites where sandstone bedrock can be recovered during terracing works for use as construction aggregate. Development involving the excavation of basements or subterranean parking areas should include particularly strenuous consideration of how excavation arisings can be re-used on site as constructional fill or landscaping material with off-site disposal only considered as an absolute last resort.
- 5.5.47 The extension of existing minerals extraction sites provides one of the main viable opportunities for releasing additional mineral reserves. Therefore development within the vicinity of existing active minerals extraction sites needs to be carefully controlled. Policy EN12(D) prohibits all non-householder developments within 500m of existing minerals extraction sites unless it can be shown that the development would not prejudice the extension of the extraction site. Existing active minerals extraction sites are identified within the Minerals Evidence Base Report and the 500m safeguarded buffers will be shown on the Policies Map which will be attached to the Allocations DPD. Developers intending to build on land within 500m of extraction sites are encouraged to utilise the Council's pre-application enquiry process in order to ascertain whether there would be any conflict with potential future extension options and, if so, whether this impact could be mitigated.
- 5.5.48 Policy EN12(E) safeguards historic quarry voids in order to ensure that such voids are not unnecessarily sterilised by non-minerals development. Such historic voids can potentially present sustainable opportunities for renewed minerals extraction activity to facilitate the release of new mineral reserves. Furthermore historic building stone quarry voids can sometimes contain remaining stone resources with particular characteristics, in terms of texture and appearance, which make them a suitable source for matching stones to facilitate the repair or restoration of historic buildings, particularly where that quarry was the original source of such building stones. Anyone intending to develop a quarry void is strongly advised to contact the Council's Minerals and Waste team and request pre-application advice to ascertain if the development would be compatible with the Council's minerals safeguarding policy and whether there is a need to address land stability risks.

SECTION 5.5 Planning for Places - Minerals

Section 5: Thematic Policies

Planning for Places

5.6 Waste Management

This section sets out policies to support the sustainable management of waste.



Introduction

- 5.6.1** Waste is often seen as a by-product of living, to be disposed of by the cheapest possible method. Bradford has traditionally been reliant upon sending waste to landfill sites outside the District and there is limited waste management infrastructure within the Bradford District to deal with certain types of waste, in particular Local Authority Collected Waste (LACW) and Commercial and Industrial Waste by any other means.
- 5.6.2 However, the policy direction for waste management has changed over the years. The European Waste Framework Directive 2008 requires appropriate measures to prevent or reduce of waste production and its harmfulness and secondly the recovery of waste by means of recycling, re-use or reclamation or any other process with a view to extracting secondary raw materials, or the use of waste as a source of energy.
- 5.6.3 This European guidance is subsequently delegated to a national level through the Waste (England and Wales) Regulations 2011, National Planning Policy for Waste (NPPW) Oct 2014 and the Waste Management Plan for England Dec 2013, which set out how England will meet the European directives on waste and deliver a shift towards a more sustainable management of waste at a local level.
- 5.6.4 In an effort to achieve greater sustainability and net self sufficiency, the approach to waste management needs to improve and change further. It is essential that greater emphasis is placed on avoiding waste production and managing waste produced in the most sustainable way, making use of waste as a resource and only disposing of the residue that has no value.
- 5.6.5 The policies of the Core Strategy will encourage the promotion of the sustainable management of waste and recycling within the District in line with national guidance.
- 5.6.6 In particular the policies seek to minimise the negative effects of the generation and management of waste on human health and the environment. This reflects the need to reduce the use of resources, and favour the practical application of the waste hierarchy.
- 5.6.7 Policy WM1 creates a strategic planning framework to minimise the negative effects of the generation and management of waste on human health and the environment. It further states that waste policy should encourage a reduced use of resources, and favours the practical application of the waste hierarchy. One of the primary mechanisms of applying this application is the delivery of an adequate range of waste management facilities to ensure waste is treated and disposed of in a sustainable and environmentally acceptable way, balancing the economic, social and environmental needs of the District. A range of new facilities shall be needed to deal with tonnages of Commercial and Industrial (C&I) and Local Authority Collected Waste (LACW) arisings.
- 5.6.8 Policies WM1 and WM2 seek to support the delivery waste management facilities, which aid in the movement of waste up the hierarchy, are considered critical infrastructure and support sustainable growth and sustainable communities, in line with Core Strategy Objectives 3 and 16.

Evidence

5.6.9 Information relating to the specific details of this evidence base can be found within the Waste Management DPD and the supporting Waste Needs Assessment, Capacity Gap Analysis and Requirement Study (2014).

Waste Arisings - Current Position

5.6.10 The future scale of waste arisings and the waste management facilities which need to be planned for in Bradford District is critical. This section considers the need for new waste management facilities.

5.6.11 Analysis is based on the Council's Waste Data Forecasting Model. For a full explanation of the methodology and sources used to calculate waste arisings and forecasts please refer to Bradford Waste Needs Assessment, Capacity Gap Analysis and Requirement Study.

5.6.12 The majority of current waste arisings within Bradford District come from Commercial and Industrial Waste (C&I), Construction, Demolition and Excavation Waste (CDEW) and Local Authority Collected Waste (LACW) which combined equate to just under $\frac{3}{4}$ of the total arisings. Agricultural waste has increased significantly from previous figures, mainly due to the new legislation coming into force in 2010. Table WM1 sets out the current waste arisings for Bradford.

Table WM1: Summary Total Waste Arisings in Bradford (2012)

Type of Waste Arising	Arisings (Tonnes)	%
Agricultural Waste	283,132	21.0
Commercial Waste	254,314	18.8
Industrial Waste	219,773	16.3
Construction Demolition and Excavation Waste	350,000	26.0
Hazardous Waste	19,155	1.4
Local Authority Collected Waste	221,882	16.5
Total***	1,348,256	100
Waste Water**	1,024,568	

Source: Yorkshire Water 2014**.

Total being planned for in the Waste Management DPD through either planning policy or site allocations or a combination of both***

SECTION 5.6 Planning for Places - Waste Management

5.6.13 The projected forecast waste arisings for Bradford District draws on the most reliable and robust data available for each waste stream. The Council are taking forward a 'Growth' based scenario, which follows a growth rate of 33% estimated Gross Value Added (GVA) for all the waste streams of Commercial, Industrial, Agricultural, CDEW and Hazardous. A separate growth rate has been applied to Local Authority Collected Waste to ensure alignment with the Municipal Waste Minimisation and Management Strategy, and zero static growth rate applied to Agricultural waste.

Table WM2: Forecast Waste Arisings in Bradford (2013–30) using Bradford Waste Forecasting Model

Waste Stream	2013	2018	2022	2026	2030
Agricultural Waste*	283,133	283,133	283,133	283,133	283,133
Commercial and Industrial Waste*	513,830	538,326	558,882	580,329	602,721
CDEW*	447,604	461,194	472,360	483,800	495,515
Hazardous Waste*	19,153	19,764	20,267	20,782	21,311
Local Authority Collected Waste**	306,148	338,736	358,179	369,852	381,188
Total Tonnes	1,569,868	1,641,153	1,692,821	1,737,896	1,783,868

Source: *Bradford Council Waste Data Forecasting Model,

**Bradford Council Waste Strategy Team

5.6.14 While these levels should be planned for in terms of the provision of expanded and new facilities, the Waste Management DPD policies will also ensure that opportunities to reduce, re-use and recycle waste will be maximised and that some flexibility and contingency in the levels of future waste management facilities provision will be made on a monitor and manage basis.

Cross-boundary Working

5.6.15 The Local Plan must give consideration to cross-boundary issues when setting spatial policy and waste management allocations.

5.6.16 Bradford Council will continue to work collaboratively with neighbouring local authorities and other local authorities where waste import / export relationships exist now and are recognised to likely continue in to the future recognising the importance of the duty to cooperate in achieving net self sufficiency for Bradford. This will ensure a collaborative cross-boundary approach to waste management is established and maintained. In addition to the continued active participation in the Yorkshire and Humber Waste Technical Advisory Body, the Council will:

- Share with neighbouring authorities and statutory bodies all relevant information, data and its analysis relating to current and future waste arisings across all waste streams, technologies and performance in reducing, re-using, recycling and disposing of waste;
- Work collaboratively on emerging Local Plans and their future updates where appropriate and practical;
- Provide comment on waste related planning applications where appropriate to do so;
- Support the commissioning of joint monitoring reviews, data updates and specific waste related studies to support regional and sub-regional waste management and future policy development where appropriate and practical;
- Attend and contribute to any groups, bodies or meetings to support cross boundary working on waste.

Policy WM1

5.6.17 There is a need to consider how waste management policy developed within the Local Plan can deliver against the Core Strategy objectives and those within the Waste Management DPD. This includes the extent to which it is suitable to apply a waste management hierarchy within future policy.

5.6.18 Policies WM1 and WM2 establish the strategic framework and spatial direction for managing waste in the Bradford District. The strategy will be implemented through more detailed policies and related documents as set out in the Waste Management DPD, which also shows specifically how sufficient capacity has been identified and assessed to meet the waste forecasts.

Policy WM1: Waste Management

A. The Council will work with its partners and neighbouring authorities to integrate strategies for waste management in Bradford and at the sub-regional and regional levels. All forms of waste will be managed in accordance with the principles of the waste management hierarchy:

1. Prevention
2. Preparing for re-use
3. Recycling
4. Other recovery
5. Disposal

B. The Council will plan for the most sustainable and environmentally effective management of forecast waste arisings of all types of waste reducing the reliance on other authority areas. In identifying waste management sites within the District the Council will give regard to cross-boundary issues, including waste movement and location of facilities in adjacent areas; working collaboratively with other waste planning authorities to provide a suitable network of facilities to deliver sustainable waste management and allow the District to become net self-sufficient.

SECTION 5.6 Planning for Places - Waste Management

OUTCOMES	INDICATORS	TARGETS
The effective movement of waste arisings up the hierarchy.	Amount of recycling and composting of household waste. IND20(EV)	Increasing the amount of recycling and composting of household waste to 45% by 2015, 50% by 2020, 55% by 2025 IND20(EV)
A network of waste management facilities in sustainable location, which maximise reuse, recycling and energy recover of waste, and avoid the negative impacts of facilities upon residents and the environment.	Amount of recovery of municipal waste. IND21(EV) Amount of landfilling of biodegradable municipal waste IND22(EV)	Increasing the amount of recovery of municipal waste to 67% by 2015, 75% by 2020, 80% by 2025 IND21(EV) Amount of landfilling of biodegradable municipal waste as set out in the Landfill Allowance Trading Scheme. IND22(EV)

LEAD ROLES	MAIN MECHANISMS
CBMDC Environment Agency Waste Industry	Strategic Policy via Local Plan Core Strategy Land Allocations via the Waste Management DPD Development Management decisions Local Plan Annual Monitoring Report CBMDC Waste Strategy Environmental Permitting – Issued by the Environment Agency

5.6.19 The Council's primary delivery mechanism for Policy WM1 will be the allocation of land for an adequate range of waste management facilities through the Waste Management DPD. This should be provided to ensure that waste is treated and disposed of in a sustainable and environmentally acceptable way, balancing the economic, social and environmental needs of the District.

5.6.20 The Waste Management DPD will also put forward a number of planning policies to support the delivery of allocated and unallocated waste management sites, and safe guard any existing waste management infrastructure vital to the delivery the waste hierarchy.

5.6.21 The Municipal Waste Minimisation and Management Strategy (and subsequent updates) will also dictate how the Council will directly contribute towards moving waste up the hierarchy through future waste operations.

Identifying Waste Management Sites

5.6.22

European and national policy relating to forward planning for waste management requires Waste Planning Authorities to consider the most appropriate locations for waste facilities in the future. This should include the relationship of the site with the waste arisings, minimising the movement of waste, and also the consideration of the potential impact of waste management facilities on their surrounding environs. Consideration is given to the need to identify sites for the principal waste streams:

- **LACW** - sites will be identified for this waste stream, as the evidence base demonstrates a shortfall in a range of waste management facilities.
- **Commercial and Industrial** - sites will be identified for this waste stream, as the evidence base demonstrates a shortfall in a range of waste management facilities.
- **CDEW** - there are number of existing sites transferring and managing this waste stream. On site recycling upon demolition and development will be encouraged to move management of this waste up the hierarchy. Sites will not be specifically identified for this waste stream.
- **Agricultural** - the majority of this waste stream will be managed within farm holdings, small amounts of 'specialised' agricultural waste can be managed at C&I facilities. Future waste arisings are identified in the evidence base as being very small, therefore this stream will continue on farm holdings, existing sites and identified C&I sites.
- **Hazardous and Low Level Radioactive Waste** - Both these waste streams generate very low levels of waste arisings. Such low levels do not quantify the allocation of further sites specifically for the management of these waste types, the economies of scale are such that the provision of sites within the Plan area for the very small quantities of arising's would be unlikely to be viable.
- **Residual Waste for Final Disposal (i.e. Landfill)** - the existing sub-regional and regional capacity does not quantify the allocation of a site for a new landfill for the disposal of residual waste following treatment¹.

5.6.23

Bradford Council will only be seeking to allocate Waste Management Facilities for the treatment of Local Authority Collected Waste (LACW) and Commercial and Industrial Waste. This strategic approach is based on the following factors:

- LACW and C&I are consider priority waste streams;
- Need to reduce biodegradable waste not being managed;
- Sites will be large scale and of strategic importance;
- Waste arisings are of a sufficient scale to allow the delivery of viability facilities;
- Other waste streams are capable of being managed 'on-site';
- Treating other waste streams at facilities with the sub-region/region is the most sustainable and environmentally effective approach.

5.6.24

Through the Waste Needs Assessment, Capacity Gap Analysis and Requirement Study (2014), it has been identified that there is a capacity gap in the waste management facilities based on the current and future waste arisings.

¹Memorandum of Understanding/Minutes/Agreements –
Yorkshire and Humber Waste Technical Advisory Body

SECTION 5.6 Planning for Places - Waste Management

5.6.25

Table WM3 establishes the current capacity gap, within the Bradford District applying the Growth Scenario with maximised recycling based on the Waste Needs Assessment Capacity Gap Analysis and Requirement Study (2014). This existing capacity gap will be reviewed and updated (if necessary) through the Waste Management DPD. The Waste Management DPD will also assess the future capacity gap for the plan period, ensuring the sufficient allocation of appropriate sites over the plan period.

Table WM3: Existing Waste Management Capacity Gap (tonnes)

Waste Management	Existing Capacity Gap (Tonnes)
Landfill (non-hazardous)	59,439
Landfill (hazardous)	74
Landfill (CD&E)	201,200
Energy recovery (LACW & C&I)	203,169
Incineration (Specialist High Temp)	833
Recycling (C&I and LACW)	400,084
Recycling (aggregates CD&E)	112,975
Recycling (specialist materials– including metal recycling, End of Life Vehicles and WEEE)	-1,059
Composting	34,340
Residual Mechanical Treatment	109,146
Treatment Plant (including Anaerobic Digestion, specialised treatment of biodegradable liquids and wastes, organic waste treatment by distillation)	-52,376

5.6.26

Policy WM2 establishes the principles of identifying appropriate locations for waste management facilities, establishing a strategic framework for the Waste Management DPD to allocate enough land for recycling and treatment to take place, to ensure that less waste goes to landfill.

Policy WM2: Waste Management

A. Sites for waste management facilities will be identified to deal with all Local Authority Collected Waste (LACW) and Commercial & Industrial Waste (C&I) arisings within Bradford District. Sites will need to best meet environmental, economic and social needs.

B. In identifying and selecting sites for the management of waste, an Area of Search (See Appendix 7) is established as the framework for identifying sites for new and expanded waste management facilities. Within the Area of Search, the following order of priority will be adopted:

- 1. The expansion and co-location of waste facilities on existing, operational sites;**
- 2. Established and proposed employment and industrial sites where modern facilities can be appropriately developed;**
- 3. Other previously developed land within the Area of Search, including mineral extraction and landfill sites;**
- 4. Greenfield, previously undeveloped sites within the Area of Search;**
- 5. Sites within the Green Belt**

C. All potential waste management sites will be subject to detailed assessment of their individual characteristics, cumulative impact, economic viability and the impacts of any waste development on surrounding areas. The Waste Management DPD will establish the detailed site development criteria using a similar approach to site identification as applied within the development of strategic and local criteria to include consideration of:

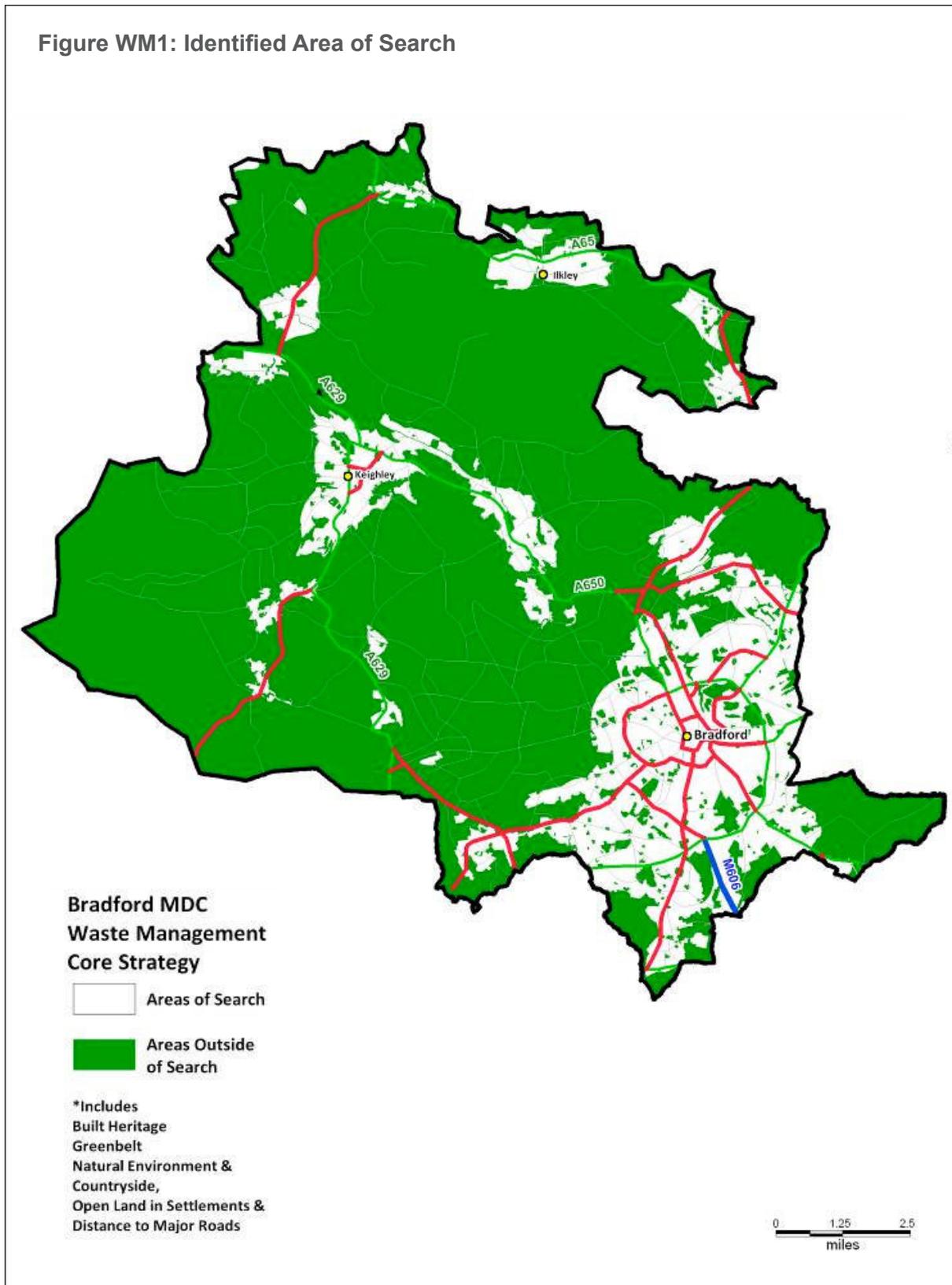
- 1. Policy alignment;**
- 2. Physical constraints to site development;**
- 3. Proximity to waste arisings;**
- 4. Adjacent uses.**

OUTCOMES	INDICATORS	TARGETS
	Process policy, no indicators	

5.6.27

Figure WM1 (*overleaf*) illustrates the Area of Search, including the application of the Green Belt as a constraint (i.e. the Area of Search excluding areas within the Green Belt).

Figure WM1: Identified Area of Search



SECTION 5.6 Planning for Places - Waste Management

- 5.6.28 The Council is of the opinion that taking into account the proximity of facilities to major settlements is a key factor in providing a network of facilities to ensure waste can be disposed of and Local Authority Collected Waste can be recovered in one of the nearest appropriate installations. By limiting the area of search to major settlements within the District, the Council is of the opinion the 'proximity principle' is fully embedded into the policy.
- 5.6.29 The need to avoid detrimental impacts upon the natural environment and countryside, built heritage, open land within settlements, adverse impacts on the South Pennine Moors SAC/SPA and a proximity to 1km of major roads is also considered to be compliant with the latest national guidance set out in the National Planning Policy for Waste when identifying suitable sites and areas for proposed waste management facilities.
- 5.6.30 Further information on the site identification and assessment can be found in the Waste Management DPD and the supporting Site Assessment Report.

SECTION 5.6 Planning for Places - Waste Management

Section 5: Thematic Policies

Planning for Places

5.7 Design



Introduction

- 5.7.1 **Good design can contribute to making places better for people. It can help to create memorable places with a strong sense of identity that can be enjoyed by everyone. Also it helps to integrate new development with its surroundings and create places which will stand the test of time.**
- 5.7.2 Good design can play an important role in achieving many of the high level aims for the Bradford District (as set out in the Community Strategy). It can help to improve prosperity, people's health and well being, and create a more inclusive, greener and attractive District with good connectivity and infrastructure.
- 5.7.3 The Government, in the National Planning Policy Framework (NPPF), places great importance on the value of good design and identifies it as a key aspect of sustainable development. The NPPF requires that local plans should have robust and comprehensive policies setting out the quality of development that will be expected for the area.
- 5.7.4 This section contains policies based on the themes below:
1. **Achieving good design**
 2. **Working with the landscape**
 3. **Urban character**
 4. **Streets and movement**
 5. **Safe and inclusive places**
- 5.7.5 The policies are consistent with national policy and guidance, and support the strategic objectives for the District as well as existing (and emerging) supplementary planning documents. The policies also support *Building for Life 12* – the government endorsed and nationally recognised standard for new housing development.
- 5.7.6 The policies are supported by several current Supplementary Planning Documents (SPDs) which will be taken forward in support of the Local Plan. They include:
- Bradford City Centre Design Guide SPD
 - Sustainable Design Guide SPD
 - Planning for Crime Prevention SPD
 - Shop Front Design Guide SPD
 - Shop Keeper Guide to Securing their Premises SPD
 - Householder SPD
 - Landscape Character SPD
- 5.7.7 In addition the following two new SPDs are to be developed (possibly combined to form one document) to support the policies:
- Housing Design Guide SPD
 - Street Design Guide SPD

Achieving Good Design

Introduction

- 5.7.8 **Making places is a complex business and no one person or profession can reasonably take responsibility for it. It is a multi-disciplinary and collaborative process which helps to shape the physical setting for urban life and makes places better than would otherwise be the case.**
- 5.7.9 Policy DS1 seeks to set the agenda by focussing on the processes and approaches that can help to deliver good design. It seeks to promote collaboration, working with local people, understanding the place and taking the opportunities to improve areas and make them as good as they can be through the development process.
- 5.7.10 The policy contributes to Core Strategy objectives 4 and 11 and links to Core Strategy policies SC1, SC4, and HO9.

Policy DS1: Achieving Good Design

Planning Decisions including Plans, development proposals, and investment decisions should contribute to achieving good design and high quality places through:

- A. Taking a holistic, collaborative approach to design putting the quality of the place first.**
- B. Being informed by a good understanding of the site/area and its context.**
- C. Working with local communities and key stakeholders to develop shared visions for the future of their areas.**
- D. Taking opportunities to improve places, including transforming areas which have the potential for change and supporting the regeneration aspirations of the District.**
- E. Referring schemes where appropriate to design review and acting on the recommendations of the review.**
- F. Taking a comprehensive approach to redevelopment in order to avoid piecemeal development which would compromise wider opportunities and the proper planning of the area.**

OUTCOMES	INDICATORS	TARGETS
Good design and high quality places	Building for Life assessments of major housing schemes IND23(EV) Recommendations of the Design Review Panel Operational Assessment of Design & Access Statements Operational	No planning permission for a major housing scheme should achieve a 'red' rating against <i>Building for Life 12</i> assessment IND23(EV)

SECTION 5.7 Planning for Places - Design

LEAD ROLES	MAIN MECHANISMS
Bradford Council Developers	Local Plan Core Strategy Area Action Plans for Bradford City Centre and Shipley Canal Road Local Plan Allocations DPD Development Management decisions Pre-application advice service Design Review Other strategies, plans, programmes and investment decisions Housing Design Guide SPD City Centre Design Guide SPD

- 5.7.11** It is important that those involved in the design process work in a collaborative way to create great places to ensure criterion A is delivered. This includes but is not limited to the built environment professionals – architects, planners, landscape architects, highway engineers and urban designers. Many other people involved in the process including investors, landowners, project managers, surveyors and legal representatives make decisions which impact on the design of places.
- 5.7.12** As such it is essential that the right processes and skills are in place from the outset of projects. Design Review and the Council’s pre-application advice service can help in identifying which processes and skills would be most appropriate to achieve good design in any given context.
- 5.7.13** In developing designs it is important to first have a good understanding of the place and its context which is the purpose of criteria B, C and D. For plans and development proposals there should be evidence of an analysis of the existing landscape, movement patterns and urban character as well as consideration of any relevant strategies, regeneration initiatives and opportunities which may exist to improve the area. Early engagement with local communities and key stakeholders can help to identify opportunities and aspirations which can then be used to inform plans and designs. During the course of the plan some communities may seek to prepare Neighbourhood Development Plans which could set out design guidance and visions for their areas.
- 5.7.14** Criterion E recognises the positive role that design review can have on a proposal. It is a process in which a panel of built environment experts evaluate design proposals and provide advice and observations which can help to improve and add value to schemes. It is most effective in the early stages of a project. The Council will refer schemes and projects of appropriate scale and sensitivity to design review and will seek to deliver on its recommendations.
- 5.7.15** Criterion F recognises that no site exists in isolation and it is important that plans and development proposals consider the wider context. In some instances it may be necessary to masterplan for a wider area or to acquire larger areas of land to ensure that comprehensive development takes place. Where the development of land takes place in phases of smaller parcels it is important that this does not occur in a piecemeal fashion as this can set an inappropriate context for further development and constrain wider opportunities for access, pedestrian connections, green links, open spaces and creating a sense of place.

Working with the Landscape

- 5.7.16 Few sites or areas come as a blank canvas. Many have existing landscape features such as trees, slopes, field patterns or watercourses. Responding positively to such features can help to create memorable places which integrate well with their surroundings, as well as reducing their environmental impact.
- 5.7.17 Policy DS2 seeks to ensure that proposals take opportunities to incorporate existing features as well as providing new areas of landscape which are attractive, have a clear function, are appropriate to their context and are able to be easily managed and maintained.
- 5.7.18 The policy contributes to Core Strategy objectives 11, 12 and 14 and links to the Core Strategy policies SC1, SC2, SC4, SC6, EN1, EN2, EN4, and EN5.

Policy DS2: Working with the Landscape

Planning Decisions including Plans and development proposals should take advantage of existing features, integrate development into the wider landscape and create new quality spaces. Wherever possible designs should:

- A. Retain existing landscape and ecological features and integrate them within developments as positive assets.**
- B. Work with the landscape to reduce the environmental impact of development.**
- C. Take opportunities to link developments into the wider landscape and green space networks.**
- D. Ensure that new landscape features and open spaces have a clear function, are visually attractive and fit for purpose, and have appropriate management and maintenance arrangements in place.**
- E. Use plant species which are appropriate to the local character and conditions.**

OUTCOMES	INDICATORS	TARGETS
Integrate new development into the landscape. Reduce the environmental impact of development. Create good quality landscape features and open spaces.	Building for Life assessments of major housing schemes IND23(EV) Recommendations of the Design Review Panel Operational Assessment of Design & Access Statements Operational	No planning permission for a major housing scheme should achieve a 'red' rating against <i>Building for Life</i> 12 criteria 5, 6 and 11. IND23(EV)

SECTION 5.7 Planning for Places - Design

LEAD ROLES	MAIN MECHANISMS
Bradford Council Developers	Local Plan Development Management decisions Design Review Other strategies, plans, programmes and investment decisions Housing Design Guide SPD Sustainable Design Guide SPD Landscape Character SPD

5.7.19 Landscape and ecological features can include the following:

- Trees and woodlands
- Hedgerows
- Rivers, canals and streams
- Ponds, reservoirs and mill dams
- Wetlands
- Green networks and wildlife corridors
- The topography including natural valley landforms
- The orientation of the landform.
- Stone walls including field patterns
- Species rich grassland
- Rock outcrops

5.7.20 Retaining and responding to existing features can provide the opportunity to create memorable and distinctive places if used in a positive manner. For instance they can inform the layout of development and form the basis for open spaces, focal points, views and character areas. Careful consideration of the topography when locating new open spaces within developments can ensure that they are useable spaces (i.e. not too steep) and can take advantage of important views.

5.7.21 Working with the existing landform and landscape can help to reduce the environmental impact of development. For instance it can provide opportunities to incorporate sustainable urban drainage features as part of the landscape such as water retention ponds or swales which can be attractive features of the development in their own right.

5.7.22 On sloping sites the layout of streets can follow the contours, and buildings can be built into the slope using split levels helping to absorb development into the wider landscape. Carefully located trees and planting can help to shelter buildings and open spaces from the wind and provide shade from the sun. Also responding to the orientation of the site (e.g. south facing slopes) can provide opportunities for solar gain and natural light into buildings, thereby helping to reduce energy needs. Further guidance on these aspects is provided in the *Sustainable Design Guide SPD* (sections 2.1 and 2.2).

5.7.23 Development can be integrated into the wider landscape by creating networks of green spaces which link through the site and into the surrounding area. This is useful for

recreation, wildlife movement and visual amenity rather than having isolated, unrelated landscape elements.

- 5.7.24 Opportunities can include creating green corridors around existing landscape features such as watercourses and hedgerows. Also structural planting and appropriate boundary treatments can help to integrate development into its surroundings.
- 5.7.25 It is important that new landscape features have a clear function rather than simply being left over space. They can be used to create wildlife habitats, shade and shelter, sustainable drainage and recreation opportunities. Often open spaces can be designed to be multi-functional.
- 5.7.26 The long term future of landscaping and open spaces should be considered from the outset, both in terms of careful design to allow for effective maintenance and through having appropriate management arrangements in place.
- 5.7.27 It is important to avoid creating awkward left over areas of land with a lack of definition between space which is public and that which is private. These areas can often fall into neglect and become a source for conflict and anti-social activity.
- 5.7.28 Further detailed guidance in support of the policy can be found in the *Landscape Character SPD* (Appendix 4 – Design Guidance). Whilst this has essentially been written to guide development within Landscape Character Areas many of the principles can apply equally to all development. It includes guidance on site survey and appraisal, the landscape plan, design details, management and maintenance.

Urban Character

- 5.7.29 The urban areas of Bradford benefit from a rich and varied character which contributes to local distinctiveness and a sense of place.
- 5.7.30 Policy DS3 seeks to ensure that new developments are appropriate to their context, and create or reinforce a distinctive character with attractive streetscapes and buildings which offer variety and interest.
- 5.7.31 The policy contributes to Core Strategy objectives 11 and 12, and links to Core Strategy policies SC1 and EN3.

Policy DS3: Urban Character

Plans and development proposals should create a strong sense of place and be appropriate to their context in terms of layout, scale, density, details and materials. In particular designs should:

A. Respond to the existing positive patterns of development which contribute to the character of the area, or be based on otherwise strong ideas. Innovative and contemporary approaches to design which respond to and complement the local context will be supported.



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B. Retain and integrate existing built features which could contribute to creating a distinctive identity.

C. Take opportunities to create new public spaces, landmark buildings, landscape features (including street trees), views and public art as an integral part of the design.

D. Provide variety on larger developments with different character areas and a hierarchy of street types.

E. Create attractive streetscapes and spaces which are defined and animated by the layout, scale and appearance of the buildings.

F. Display architectural quality and create original architecture or tailor standard solutions to the site.

G. Contribute positively to skylines through the roofscape of new development.

H. Ensure that tall buildings are appropriate to their location, are of high quality design and that they do not detract from key views or heritage assets or create unacceptable local environmental conditions.

I. Design shop front units which are consistent with the character, scale, quality and materials of the existing façade, building and street scene of which they form part.

OUTCOMES	INDICATORS	TARGETS
Create a strong sense of place and distinctive character.	Building for Life assessments of major housing schemes IND23(EV) Recommendations of the Design Review Panel Operational Assessment of Design & Access Statements Operational	No planning permission for a major housing scheme should achieve a 'red' rating against <i>Building for Life 12</i> criteria 5, 6, 7 and 8. IND23(EV)

LEAD ROLES	MAIN MECHANISMS
Bradford Council Developers	Local Plan Development Management Design Review Other strategies, plans, programmes and investment decisions Housing Design Guide SPD City Centre Design Guide SPD Shop Front Design Guide SPD Shopkeeper Guide to Securing their Premises SPD

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- 5.7.32 The policy refers to the terms layout, scale, density, details and materials. These can be defined as follows:
- **Layout** - The basic plan showing the arrangement of the streets, routes, buildings, plots and open spaces and how they relate to each other.
 - **Scale** - The height and massing (i.e. the three dimensional shape) of buildings in relation to their surroundings.
 - **Density** - The amount of development on a given piece of land.
 - **Details** - The elements of the building including entrances, doors, bays, porches, balconies, decorative features, lighting and roofscape.
 - **Materials** - The texture, colour, pattern and durability of materials.
- 5.7.33 Many places in Bradford District have positive patterns of development which provide them with a distinctive character. This can include:
- The layout of buildings, streets and spaces, building forms and densities, and plot shapes and sizes.
 - The relationship of the built form to the landform and landscape.
 - The use of materials and details and the architectural style/local vernacular.
 - The history, culture and traditions of the area.
- 5.7.34 Design proposals should identify and seek to respond to and reinforce locally distinctive patterns of development. Alternatively they could be based on otherwise strong ideas, particularly in areas which lack a strong sense of character. This could include reflecting contemporary design and culture, or expressing the function of buildings or sustainable design principles and technologies.
- 5.7.35 It is not the intention of the policy to require that new development conforms to certain architectural styles or creates a pastiche of historic designs. The policy supports innovative and contemporary approaches which respond in some way to the local context.
- 5.7.36 Development proposals can also be informed by local design guidance including Neighbourhood Development Plans commensurate with their planning status.
- 5.7.37 Sometimes sites contain existing buildings, walls or other structures which contribute to a sense of character. Developments can be designed to retain and incorporate such features and use them to inform the scale and layout of new development helping to create more interesting and distinctive places than would otherwise be the case. In some instances it may not be possible to retain existing built features but designs can still respond to them in some way, either through the layout, massing, details or materials of new development.
- 5.7.38 Urban environments can be designed to be attractive, interesting and varied with a clear identity which is easy for people to understand. Careful placing of features such as public spaces, landmark buildings, public art and street trees can create memorable focal points, routes and views. Elements like these should be considered early in the design process as an integral part of the overall concept.
- 5.7.39 Character areas and a hierarchy of street types can help to provide structure and variety on larger sites. Character areas can be differentiated from each other in a number of

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ways, including street layout, building form, landscape and boundary treatments, and details and materials.

- 5.7.40 The way in which buildings are positioned can help to create interesting street scenes, define the edge of streets and spaces, and positively address key junctions and views. Buildings can be designed to turn corners well, and to have openings and windows facing onto streets to help animate them and provide surveillance.
- 5.7.41 A sense of 'enclosure' can be created with continuous building frontages and careful consideration of how the height and position of buildings relate to the width and alignment of the street. Interest can be provided by small projections and set backs from the building line and variation and incident in the roofline.
- 5.7.42 Proposals should display architectural quality through the form and proportions of buildings, the rhythm of the façade and the coordination of elements such as windows, colours and materials, and the quality of the joins between elements. Standard solutions should be avoided or at the very least be tailored to their context, for instance adapting elevational treatments to complement the local context.
- 5.7.43 The topography of the Bradford District means that many of its settlements have prominent skylines which need sensitive treatment in new development proposals in consideration of the impact on long distance views.
- 5.7.44 Bradford is a District of relatively few tall buildings. Where they do exist they are highly visible on the skyline, and their impact is often accentuated by the topography. New tall buildings can create memorable landmarks and can define important locations and junctions. Therefore it is important to ensure that they are appropriately sited and make a positive contribution to the townscape.
- 5.7.45 The *Bradford City Centre Design Guide SPD* provides design guidance and identifies zones for locating new tall buildings in city centre. Elsewhere in the District, proposals for new tall buildings should demonstrate that they are appropriate to their location based on an analysis of the topography, key views and vistas, the scale of development in the area and the existing skyline.
- 5.7.46 New tall buildings should be of high quality design in terms of their appearance and materials, and they should positively address street level and the skyline. Also they should demonstrate that adverse environmental conditions such as wind turbulence or overshadowing will not be created.
- 5.7.47 The design of shop fronts is an important component of creating attractive streetscapes. Designs should take into account local building traditions and materials and the architectural features of the building. Further guidance on these aspects is provided in the *Shop Front Design Guide* supplementary planning document.
- 5.7.48 The demand for shop front security measures such as mesh grilles can detract from the quality of the street scene. It is important that these measures are incorporated in a way which supports the character of the area. Further guidance on this issue is provided in the *Shop Keeper Guide to Securing their Premises* supplementary planning document.

Streets and Movement

- 5.7.49 The design and layout of streets and paths should make it as easy and attractive to walk or cycle, or to take public transport as it is to travel by car.
- 5.7.50 Policy DS4 seeks to ensure that new developments get the movement framework right by creating a network of routes which connect to where people want to go, and which offer choice and a pleasant experience, particularly for those travelling by foot.
- 5.7.51 The policy contributes to Core Strategy objectives 9, 11 and 14, and links to Core Strategy policies SC1, SC4, TR1, TR2 and TR3.

Policy DS4: Streets and Movement

Plans and development proposals should take the opportunities to encourage people to walk, cycle and use public transport through:

- A. Creating a network of routes which are well overlooked and convenient and easy for all people to understand and move around.
- B. Connecting to existing street and path networks, public transport and places where people want to go in obvious and direct ways, and where necessary improving existing routes and public transport facilities.
- C. Integrating existing footpaths/cycle routes on the site into the development.
- D. Take an approach to highway design which supports the overall character of the place and which encourages people to use streets as social spaces rather than just as routes for traffic movement.
- E. Take a design led approach to car parking so that it supports the street scene and pedestrian environment whilst also being convenient and secure.

OUTCOMES	INDICATORS	TARGETS
A connected network of attractive streets and routes which encourage people to walk, cycle and use public transport.	<p>Building for Life assessments of major housing schemes IND23(EV)</p> <p>Recommendations of the Design Review Panel Operational</p> <p>Assessment of Design & Access Statements Operational</p>	No planning permission for a major housing scheme should achieve a 'red' rating against <i>Building for Life 12</i> criteria 1, 2, 3, 9 and 10. IND23(EV)

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LEAD ROLES	MAIN MECHANISMS
Bradford Council Developers	Local Plan Development Management Design Review Other strategies, plans, programmes and investment decisions Street Design Guide SPD Housing Design Guide SPD City Centre Design Guide SPD

- 5.7.52** A key factor of successful places is the ease with which people can move around them. Therefore design proposals should seek to create a network of connected streets and spaces which give people maximum choice in making their journeys, with a presumption in favour of walking, cycling and public transport. Layouts based around long cul-de-sacs should be avoided.
- 5.7.53** New streets and paths should be connected to existing routes and developments to create neighbourhoods which are easy to move around and where people can easily access local services and facilities. It is important that connections to existing routes are designed to be clear, direct, well lit and safe.
- 5.7.54** Development proposals should be based on an analysis of movement patterns in the wider area and an understanding of where people want to go. In some instances developments may need to contribute to off site improvements such as crossings, paths, or public transport facilities in order to provide good quality access to key destinations.
- 5.7.55** Sometimes development sites are crossed by existing footpaths or cycle routes. It is important not only to retain these but also to treat them as positive features of the development. Whilst the alignment of existing routes may need to be changed to enable development they should still follow pedestrian desire lines as closely as possible and allow for clear sight lines along the route.
- 5.7.56** The design of the streets can help to support the character of a development and encourage people to use the streets as social spaces. It is important to avoid the rigid application of highway engineering requirements in the design of streets, junctions and turning heads as this can create unattractive places which are difficult for pedestrians to use.
- 5.7.57** The highway design should be considered integrally with the building layout to create well defined streets and spaces. Careful consideration of the street geometry, surface materials and street furniture, and minimising signage and road markings, can help to support the character of the street and create a place where pedestrians feel comfortable.
- 5.7.58** If not well designed car parking can detract from the character and quality of an area. Arrangements such as large surface car parks and buildings set back from the street behind driveways can dominate street scenes, make for poor pedestrian environments and interrupt the relationship between the building and the street.

5.7.59 It is important that parking is located within new developments so that it supports the overall quality of the area. Solutions can include basement parking, courtyards and on-street parking. Other solutions, particularly for residential development, can include parking between buildings, beneath upper storey structures, or within garages set back behind dwellings.

5.7.60 Where surface car parks are proposed they should be conceived of as an integral part of the landscape proposals for the development with a focus on creating a quality place. Similarly, where front of building parking is proposed the impact should be minimised through appropriate landscape and boundary treatments.

Safe and Inclusive Places

5.7.61 Good design can help to foster a sense of community by creating places where people of all ages, abilities and backgrounds feel safe and at ease and can meet and interact with each other.

5.7.62 Policy DS5 seeks to ensure that new developments reduce the opportunities for crime and antisocial behaviour, that buildings and places are accessible to all, and that a pleasant environment is created.

5.7.63 The policy contributes to Core Strategy objectives 10 and 11, and links to Core Strategy policies SC1 and HO9.

Policy DS5: Safe and Inclusive Places

Plans and development proposals should make a positive contribution to people's lives through high quality, inclusive design. In particular they should:

A. Be designed to ensure a safe and secure environment and reduce the opportunities for crime.

B. Allow flexibility to adapt to changing needs and circumstances.

C. Be designed to ensure buildings and places provide easy access for all, including those with physical disabilities.

D. Encourage social interaction and where appropriate provide opportunities for members of the community to meet and come into contact with each other.

E. Include appropriate design arrangements for servicing, waste handling, recycling and storage.

F. Not harm the amenity of existing or prospective users and residents.

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OUTCOMES	INDICATORS	TARGETS
Buildings and places which are safe and accessible to all, and which support strong communities.	<p>Building for Life assessments of major housing schemes IND23(EV)</p> <p>Recommendations of the Design Review Panel Operational</p> <p>Assessment of Design & Access Statements Operational</p>	No planning permission for a major housing scheme should achieve a 'red' rating against <i>Building for Life 12</i> criteria 2, 11 and 12. IND23(EV)

LEAD ROLES	MAIN MECHANISMS
Bradford Council Developers	<p>Local Plan</p> <p>Development Management decisions</p> <p>Design Review</p> <p>Other strategies, plans, programmes and investment decisions</p> <p>Bradford District Police Architectural Liaison Officer</p> <p>Local Access Groups and Forums</p> <p>Planning for Crime Prevention SPD</p> <p>Shop Keeper Guide to Securing their Premises SPD</p> <p>Householder SPD</p> <p>Housing Design Guide SPD</p> <p>City Centre Design Guide SPD</p>

5.7.64 Section 17 of the Crime and Disorder Act 1998 requires all local authorities to exercise their functions with due regard to their likely effect on crime and disorder, and to do all they reasonably can to prevent crime and disorder.

5.7.65 The design of the built environment can play a very significant part in reducing crime and disorder and the fear of crime. Development proposals should consider how they can assist in designing out crime based upon a clear understanding of the local situation and having regard to other design issues. Some key matters to consider are:

- Natural surveillance of streets, paths, open spaces, parking areas and entrances.
- A clear definition between public, private and semi-private space.
- Lighting of the development, particularly streets and paths.
- The design and layout of streets and paths and how they integrate with their surroundings.
- Landscaping and planting and avoiding hiding places or dark, secluded areas.

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- 5.7.66 Further design guidance is set out in the *Planning for Crime Prevention SPD*. Also relevant is the *Shop Keeper Guide to Securing their Premises SPD*. Advice on designing out crime should be sought at the earliest stage of a project from the Bradford District Police Architectural Liaison Officer.
- 5.7.67 Successful buildings and places are those which can respond to changing social, technological or economic conditions. Developments are encouraged to promote adaptability, in particular, through flexible layouts and design. Flexible buildings and places should be capable of being used for a range of activities or possible future uses and allow occupiers the opportunity to modify them to meet their own requirements over time. Regard should also be had to Policy HO9 Housing Quality which deals specifically with the adaptability of new homes.
- 5.7.68 The Equalities Act 2011 introduces a duty for public sector bodies to consider the needs of all individuals in their work, including in developing policy. Designs should ensure that there are measures to enable disabled people to successfully negotiate the public highway and public spaces and to access buildings. Development proposals should consider how factors such as surface materials, street furniture, road crossings, building entrances and circulation space can be designed to be accessible for all. Seeking the views of local access groups and forums can help in this regard.
- 5.7.69 Well designed developments can help to create stronger communities and encourage more people to come into contact with each other than would otherwise be the case. This can be achieved by providing high quality public spaces, mixed uses and active building frontages to streets, bringing together different people in a safe environment.
- 5.7.70 New development will need to consider how servicing, waste handling and storage will be accommodated. If not designed well it can detract from the quality of the area, for instance having bins parked on pedestrian areas creating obstructions and cluttering up street scenes. Therefore designs will need to ensure that adequate space is provided in a way which is both convenient for use and which does not detract from the character and quality of the street. Regard should also be had to Policy HO9 Housing Quality which deals with the storage of bins for new homes.
- 5.7.71 It is important that development does not harm the amenity of existing or prospective users or residents, including effects such as loss of daylight, noise, smell, and visual character. However adverse impact on amenity should not be used as an unreasonable barrier to proposals for job creation as many small scale employment uses can readily co-exist with residential and other uses. The *Householder SPD* sets out guidance on how to design extensions to new homes without harming the amenity of adjacent residents.

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Section 6: Implementation and Delivery

This section sets out several policies which support the implementation and delivery of the Core Strategy policies and support development and change. They include:

- Development Plan Documents
- Viability
- Developer Contributions
- Infrastructure Delivery
- Simplified Planning
- Community Involvement
- Regeneration Funding and Delivery

Development Plan Documents

- 6.1 **The purpose of this policy area is to establish the operational priorities for stimulating and managing sustainable economic growth in spatial terms, and to set out monitoring and delivery mechanisms accordingly.**
- 6.2 Policy ID1 sets out the role and function of the Development Plan Documents and the Annual Monitoring Report in delivering the vision, objectives and policies established in the Core Strategy.
- 6.3 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 separate development plan documents as stated in the policy below.

Policy ID1: Development Plan Documents and Annual Monitoring Report

A. The Council will deliver the vision, objectives, core policies, thematic policies and sub area policies and associated infrastructure using the following 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 Compulsory Purchase Order (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 DPD – policies, proposal statements and a policies map will define the extent of the green belt, allocate sites for housing and economic development as well as designate areas of environmental protection, sports and open space provision and supporting infrastructure for the Bradford District.**
- 4. Bradford District Waste Management DPD – will establish the spatial strategy for dealing with all types of waste within the Bradford District, including identification of waste management sites on a policies map.**
- 5. Neighbourhood Plans – will plan positively to promote sustainable and inclusive development (in general conformity with the Core Strategy DPD) 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. Supplementary Planning Documents will not be used to add unnecessarily to the financial burdens on development.



C. The Council will prepare an Annual Monitoring Report (AMR) on a regular basis to report on the implementation of the Local Development Scheme, the effectiveness of local plan policies and performance of Development Management. The AMR will also report on the key plan 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.

Viability

Introduction

- 6.4** Ensuring viability and deliverability are important considerations in plan making and decision taking. To ensure the Core Strategy is viable and deliverable the council has undertaken a Local Plan Viability Assessment. This has assessed the cumulative impact of the standards and policies in the Core Strategy on development viability.
- 6.5** The Local Plan Viability Assessment indicates that the viability of development varies across the district and that there are viability challenges associated with delivering development in some areas of the District. As a result, the policies in the Core Strategy need to be implemented in a way which supports the delivery of sustainable development.
- 6.6** The policy requirements and standards in the Core Strategy are set at a level to ensure that the planned scale of development is not subject to such a scale of obligations that its ability to be developed viably is threatened. However, at a plan wide level the Local Plan Viability Assessment only provides evidence that the policies and standards are broadly viable, as the results are based on modelling assumptions and hypothetical schemes.
- 6.7** There will be instances where site specific circumstances mean that a scheme will not be able to be developed viably with the policy requirements in the Local Plan. Therefore, certain policy requirements in the Core Strategy are subject to viability to ensure delivery of planning objectives at all stages of the economic cycle and that individual site circumstances are taken into account. Policy ID2 sets out the Council's approach for considering viability issues in the determination of planning applications.
- 6.8** Policy ID2 will help to ensure the Local Plan is viable and deliverable by establishing the principles for considering financial viability through the development management process. The Policy supports objectives 1, 2 and 5 of the Core Strategy.
- 6.9** Key policy linkages include policies HO9, HO11 and ID3.

Policy ID2: Viability

A. Where a variation to planning policy requirements or planning obligations is sought due to financial viability, a viability assessment must be submitted to the Council.



B. Where a development is economically unviable consideration will be given to individual scheme financial viability in the determination of planning applications.

- 6.10 Where an applicant wishes to demonstrate that a site is financially unviable at the level of planning obligations and policy requirements required by the Council, they must provide a suitably detailed Viability Assessment to support this claim.
- 6.11 Financial viability for planning purposes is defined as: “an objective financial viability test of the ability of a development project to meet its costs including the cost of planning obligations, while ensuring an appropriate site value for the landowner and a market risk adjusted return to the developer in delivering that project” (RICS guidance note Financial Viability in Planning 2012).
- 6.12 Site Value as an input into a scheme-specific appraisal “should equate to the market value subject to the following assumption: that the value has regard to development plan policies and all other material planning considerations and disregards that which is contrary to the development plan.” (RICS guidance note Financial Viability in Planning 2012).
- 6.13 For smaller scale developments, which may be completed in a single phase, viability will be considered with regard to market conditions at the time of the application. For larger schemes which may have longer build out periods with multiple phases, the viability of the scheme should be considered on a phased basis as each phase of the development comes to be delivered.
- 6.14 When considering viability the Council expects practitioners to be reasonable, transparent and fair in objectively undertaking or reviewing financial viability assessments. Within the viability assessment, the applicant will be expected to provide information from a professionally qualified source and demonstrate that the assessment is based on reasonable and realistic assumptions.
- 6.15 To allow the Council to assess the viability information submitted and give a fair and unbiased interpretation of the level of provision that may be sought from a development, financial viability assessments will be assessed by an independent valuer. The cost of the assessment by an independent valuer should be met by the developer.
- 6.16 The Council will set out the detailed requirements for submitting viability assessments through further guidance to ensure consistent decisions can be taken and appropriate weight accorded to viability considerations.
- 6.17 When obligations are being sought or revised due to financial viability; the Council will take account of changes in market conditions over time and, where appropriate, be sufficiently flexible to prevent planned development being stalled. The Council will balance competing policy requirements within the scope of what is viable; to ensure that what is deliverable is sustainable and otherwise acceptable in planning terms. To provide flexibility to respond to varying demands and priorities, the final balance of planning contributions and policy requirements will be determined on a case by case basis and have regard to local priorities and infrastructure requirements, as outlined in Policies ID3 and ID4.

- 6.18 A lack of viability alone will not be sufficient to justify granting planning permission with reduced contributions. It must also be shown that the development coming forward with reduced contributions will still help achieve the aims of the Local Plan and deliver sustainable development.

Developer Contributions

Introduction

- 6.19 **The Council as the Local Planning Authority imposes conditions on planning permissions and seeks contributions through planning obligations (also known as Section 106 agreements) from developers, to secure the best use of land and a properly planned environment in the District. Section 106 (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.**

- 6.20 The intensification of development and employment place demands on the District's 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 Council's priorities and the impact of the obligation upon the viability of the development proposed.

- 6.21 The scale and type of benefits sought must be related to the demands created by the development. Large developments have impacts 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 impacts 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, contributions from planning obligations in the District will contribute towards the delivery of these neighbourhood level regeneration strategies.

- 6.22 It is difficult to identify specific priorities for planning obligations at this stage for a district as diverse as Bradford, which will have different priorities in different locations over

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time. The identification of priorities within the policy will reduce the flexibility of the Core Strategy to respond to these changing demands and priorities.

6.23 The sorts of matters for which planning obligations will be sought include:

- affordable housing;
- community facilities;
- drainage and flood prevention.
- education;
- environmental improvements;
- health facilities;
- open space, sports and leisure;
- transport infrastructure;
- green travel plans;
- mitigation for impacts to the South Pennine Moors SPA/SAC.

6.24 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.

6.25 Key policy linkages include ID2, ID4 and ID5.

Policy ID3: Developer Contributions

Development proposals will be expected to contribute towards the cost of providing infrastructure and of meeting social and environmental requirements, where directly related to the proposed development, and fairly and reasonably related in scale and kind to the development.

A. Through planning application discussions the Council will negotiate the contribution to be secured through a planning obligation. The nature and scale of the contribution sought will be determined having regard to the:

1. Scale and form of development;
2. Capacity of existing infrastructure provision; and
3. Potential impact of the development upon the surrounding area and facilities.
4. Opportunity to support the public sectors equality duty
5. Economic Viability

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.

B. Where development has a significant impact on the Strategic Road Network developer contributions will be sought through Section 278 agreements.

C. Where a Community Infrastructure Levy is in place, contributions will be made in line with the adopted CIL charging schedule.

- 6.26 The policy will be delivered through the development management process. Planning obligations will be secured in accordance with the relevant legislation and guidance in place at the time. This will be informed by the Planning Obligations SPD, which provides the local policy context for securing planning obligations. The Planning Obligations SPD will be updated where necessary to ensure it remains up to date and relevant and takes into account any changes to regulations, including the introduction of a CIL for Bradford or any equivalent. A management and mitigation strategy and SPD will be produced which will set out a framework for delivering mitigation measures in relation to impacts on the South Pennine Moors SPA/SAC.
- 6.27 The 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 as set out in Policy ID2.
- 6.28 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 Plan. Planning Obligations 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 within which s106 agreements can be retained to deliver wider planning benefit, pending the adoption of a Community Infrastructure Levy.
- 6.29 Developer contributions under this policy include both planning obligations secured through s106 agreements and the Community Infrastructure Levy, should this be introduced within the District.

Infrastructure Delivery

Introduction

- 6.30 **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.**
- 6.31 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
- 6.32 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 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, which may be required to take action directly or work in partnership with the Council.

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- 6.33 Partnership working between the Council and its partners including health and education providers, utility companies and government agencies.
- 6.34 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 Core Strategy objectives.
- 6.35 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.
- 6.36 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.
- 6.37 The Council has also demonstrated partnership working with infrastructure delivery partners, through the preparation of the 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 District's 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 Infrastructure Delivery Schedule is set out in the 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.
- 6.38 This 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.
- 6.39 The 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 inform the phasing approach to housing.
- 6.40 Policy ID4 and policy ID5 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.

Policy ID4: Working with Partners

The Council, as part of the Duty to Cooperate (Localism Act 2011), will work with a range of partners, including neighbouring authorities, Leeds City Region Local Enterprise Partnership, the Local Strategic Partnership, West Yorkshire Integrated Transport Authority, infrastructure providers, private sector bodies 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 (part of the Local Infrastructure Plan) which will be updated, where necessary, to incorporate partners' future plans. Future infrastructure provision will also be taken into account during the production of the Bradford City Centre AAP, Shipley and Canal Road Corridor AAP and the Land Allocations DPD.

6.41

The Council with its partners will take a proactive role in facilitating development and associated infrastructure. The following policy ID5 seeks to ensure that the council 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 Development Plan Documents 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 DPD, and maximise the use of publicly owned land and buildings to enable sustainable and inclusive development.
- B. Area Action Plan DPDs and Supplementary Planning Documents will be prepared to deliver key development proposals and infrastructure 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 Local Infrastructure Plan and Infrastructure Delivery Schedule will be reviewed and updated to ensure that there is commitment to delivery from infrastructure providers.

Simplified Planning

Introduction

6.42

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 ID6 below:

Policy ID6: Simplification of planning guidance to encourage sustainable development

A. The Council will consider the use of a combination of the following tools to simplify 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 in an efficient and effective manner.**
- 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/Community Right to Build Orders (LDOs/NDOs/CRBOs) – introduces (through a local referendum) 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 and aid infrastructure delivery by building upon policies and proposals in the DPDs.**

The Council will also consider the use of other innovative tools in partnership with central government to help simplify planning guidance.

6.43

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.

6.44

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 developer's 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.

6.45 The Council also provides Duty Planning Officer Service to provide informal advice on small scale schemes.

6.46 The Council's customer engagement initiative, The Agents & Developers Forum, seeks to build a good understanding and working relationship with regular users of the Council's Planning Service so as to ensure continual improvement to planning application and decision taking processes.

6.47 The Leeds City Region Local Enterprise Partnership has developed a charter called '*Leeds City Region Planning Charter for Major Investment Proposals - 2012*' which sets out how the Local Planning Authorities and Developers will work together to ensure that proposals major new investments will be dealt with in an efficient and effective way throughout the city region. The Charter represents the first step towards creating a seamless service for investors wherever they choose to locate in the city region. The Council is committed to the '*Leeds City Region Planning Charter for Major Investment Proposals – 2012*' and will continue to through the use of the tools highlighted above to ensure an efficient and effective development plan making and decision taking process.

Community Involvement

Introduction

6.48 In line with the Localism Act 2011 and the National Planning Policy Framework, the Council is fully committed to early engagement with communities and key stakeholders as part of plan making and development of planning applications.

Policy ID7: Community Involvement

A. The Council will seek to ensure that local community, stakeholders and other interested parties are engaged in an early, meaningful and collaborative way on:

1. Local Plan Documents,
2. Planning Applications

6.49 The Council's Statement of Community Involvement (SCI) currently sets out how this will be achieved for both Local Plan documents and planning applications. The same principles should also be followed when communities prepare neighbourhood plans.

6.50 Consultation and engagement on the Local Plan is undertaken in line with relevant regulations and the SCI. Engagement plans will set out at key stages the intended approach relevant to that document and stage of preparation.

6.51

Early engagement in the development of development proposals should be undertaken both with the Council and also local communities. To this end pre application discussions are encouraged.

Regeneration Funding and Delivery

Introduction

6.52

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

A. The Council, in its role as enabler, will continue to use existing and new tools to promote and incentivise economic growth and regeneration, 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 from Institutional Investments
5. Prudential Borrowing from the Public Works Loan Board (PWLB)
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 Growth Fund
12. Local Incentive Backed Vehicles (LIBVs)
13. Multi Use Infrastructure Procurement
14. New Homes Bonus (NHB)
15. Homes & Communities Agency - Local Infrastructure Fund
16. Growing Places Fund
17. Leeds City Region Revolving Investment Fund (RIF)
18. Proceeds from Disposal of Assets
19. Business Rate Retention
20. Community Infrastructure Levy (CIL)
21. West Yorkshire Plus Transport Fund

- 6.53 The Council is using a number of funding models 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.
- 6.54 The Council in its role as enabler will continue to explore the use of innovative funding models and delivery instruments to unlock economic potential of the District and deliver the growth proposed by the Core Strategy.
- 6.55 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 how the Council through the Bradford District Core Strategy seeks to ensure a deliverable plan. 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 and programmes to support developments in the District.
- 6.56 As part of the process of preparing the Local Plan 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.



Shipley Canal Road Corridor

SECTION 6 Implementation and Delivery

POLICY	LEAD AGENCIES
Policy ID1 Development Plan Documents and Annual Monitoring Report	CBMDC
Policy ID2 Viability	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	LEAD AGENCIES
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

Key Linkages for Implementation and Delivery

EVIDENCE

Local Infrastructure Plan
Local Plan Core Strategy Viability Assessment

NPPF

Policy ID1 is in conformity with NPPF *Paragraphs 17, 153, 183, 184*
 Policy ID3 is in conformity with NPPF *Paragraphs 203, 204, 205*
 Policy ID4 is in conformity with NPPF *Paragraphs 17, 178, 179, 180, 181*
 Policy ID5 is in conformity with NPPF *Paragraphs 17, 162, 177*
 Policy ID6 is in conformity with NPPF *Paragraphs 17, 185, 195, 199, 200, 201, 202*
 Policy ID7 is in conformity with NPPF *Paragraphs 17, 155, 189*
 Policy ID8 is in conformity with NPPF *Paragraphs 17*

Section 7: Monitoring



Introduction

- 7.1 **Monitoring is a key component of the planning system. It reviews the progress of the Local Plan and the impact and effectiveness of its policies. Monitoring of the plan will be recorded in the Annual Monitoring Report (AMR), as indicated in Policy ID1.**

Core Strategy Performance Monitoring Framework

- 7.2 Policies in the preceding sections of the plan note their relevant outcomes, indicators and targets, together with the lead roles and mechanisms of delivery, unless the specific policy prescribes a 'process', for example, that will be implemented in another DPD.
- 7.3 The indicators recorded are either 'corporate', where this is monitored as a Council priority; a 'key plan indicator', referenced by the prefix IND; or an 'operational' indicator that is monitored as part of service delivery. Targets are given for all key plan indicators and all these indicators are noted in Table MO1. Corporate and operational indicators are not recorded in Table MO1. The key plan indicators recorded in Table MO1 constitute the performance monitoring framework of the plan.
- 7.4 If monitoring reveals that the targets for the key plan indicators are not being met, the likely causes will be assessed. This in turn may warrant a review of the policy; a review of the Core Strategy or other DPD; or the preparation of other policy guidance. The most appropriate course of action will be determined by the particular circumstances and policy issues involved.

Table MO1: Performance Monitoring Framework

KEY:

Development Indicator	Strategic Objective
	Strategic Core Policy
	Theme Policy

Economy

REF	INDICATOR	TYPE	REFERENCE	TARGET
IND1(EJ)	Total employment jobs created, analysed against the employment requirement and the area targets.	SO	1, 5, 6, 10.	
		Core	SC1, SC3, SC4, SC5.	
		Thematic	EC2	Annual delivery of 1600 jobs.
IND2(EJ)	Vitality and viability assessments of the hierarchy of centres.	SO	1, 5, 6, 7.	
		Core	SC1, SC3, SC4, SC5.	
		Thematic	EC5	To meet the retail and leisure needs of the District.

Transportation and Movement

REF	INDICATOR	TYPE	REFERENCE	TARGET
IND3(TM)	Accessibility of new housing, employment and retail schemes by public transport.	SO	2, 9, 10	
		Core	SC1, SC2, SC3, SC4, SC5, SC7.	
		Thematic	TR1, TR3, TR4, TR5.	All new developments meet accessibility standards or provide mitigating measures.
IND4(TM)	Modal split between different modes of transport.	SO	1, 2, 3, 5, 9, 14.	
		Core	SC1, SC2, SC3, SC4, SC5, SC7.	
		Thematic	TR1, TR3, TR4, TR5.	To increase the proportion of trips made by sustainable modes to 41% (WY LTP target).

SECTION 7 Monitoring

Housing

REF	INDICATOR	TYPE	REFERENCE	TARGET
IND5(H)	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 location within a settlement, allocation/windfall; for the District, DPD area and settlement. Corporate	SO	1, 2, 4, 10, 13.	
		Core	SC1, SC3, SC4, SC5.	
		Thematic	HO1, HO6, HO8, HO11, HO12.	<p>For HO1, Achieving the total housing requirement of 42, 100 new dwellings over the period to 2030, mindful of the net annual completion rate of 2200 dwellings as set out in Table HO1.</p> <p>For HO6, Maximising previously developed land. Targets as set out in Policy HO6.</p> <p>For HO8, 20- 25% of total gross housing completions should be affordable housing completions.</p> <p>For HO11, 20- 25% of total gross housing completions should be affordable housing completions.</p> <p>For HO12, A deliverable five year land supply of sites for Travellers and Travelling Showpeople.</p>
IND6(H)	Completed housing schemes, analysed by density and allocation/windfall.	SO	4, 10	
		Core	SC9	
		Thematic	HO5, HO8,	<p>For HO5, 90 of units on completed housing schemes are at a minimum density of 30dph.</p> <p>For HO8, 20- 25% of total gross housing completions should be affordable housing completions.</p>

REF	INDICATOR	TYPE	REFERENCE	TARGET
IND7(H)	Remaining housing land supply, analysed against the housing requirement, the housing trajectory, and targets for DPD's, settlements, previously developed land, affordable housing, travellers and travelling showpeople; for the District, DPD area and settlement. Corporate	SO	2, 4.	
		Core	SC4.	
		Thematic	HO6, HO11, HO12.	For HO6, Targets as set out in Policy HO6. For HO11, 20- 25% of total gross housing completions should be affordable housing completions. For HO12, A deliverable five year land supply of sites for Travellers and Travelling Showpeople.

Environment

REF	INDICATOR	TYPE	REFERENCE	TARGET
IND8(EV)	The range of types of open space and recreational facilities for which an up to date assessment has been made.	SO	1, 3, 11, 12, 14.	
		Core	SC1, SC3, SC4, SC7.	
		Thematic	EN1	An assessment has been made of the extent to which provision of open space and recreational facilities meets the needs of existing and future needs of the District's population.
IND9(EV)	The number of types of open space and recreational facilities for which standards have been identified in a DPD.	SO	1, 3, 11, 12, 14.	
		Core	SC1, SC3, SC4, SC7.	
		Thematic	EN1	Key deficiencies in quantity, quality and accessibility of the districts resource have been highlighted and actions identified to address these in DPDs, Action Plans the Local Infrastructure Plan.

SECTION 7 Monitoring

REF	INDICATOR	TYPE	REFERENCE	TARGET
IND10(EV)	Number of sites identified of local nature conservation importance, and proportion of local sites where positive conservation has been or is being implemented.	SO	1, 3, 11, 12, 15.	
		Core	SC1, SC3, SC4, SC6, SC8.	
		Thematic	EN2	Net increase in the % of local sites where positive conservation management has been or is being implemented over each monitoring period.
IND11(EV)	Number and % of Listed Buildings in the Saltaire World Heritage Site deemed to be 'at risk.	SO	11, 12.	
		Core	SC1, SC9	
		Thematic	EN3.	A net reduction in the number and % of buildings at 'risk' over each monitoring period.
IND12(EV)	The condition of the key views to and from the Saltaire World Heritage Site.	SO	11, 12	
		Core	SC1, SC9	
		Thematic	EN3	The condition of the key views to be maintained or improved over each monitoring period.
IND13(EV)	Mega Watts (MW) of installed renewable energy and low carbon energy capacity, which required planning permission.	SO	1, 3, 11, 13, 17.	
		Core	SC1, SC2.	
		Thematic	EN6	A net increase in installed renewable and low carbon energy over each monitoring period.
IND14(EV)	Number of completed developments that met the requirements for surface water treatment.	SO	1, 3, 11, 13, 17.	
		Core	SC1, SC2, SC3, SC7.	
		Thematic	EN7	A net increase in the number of completed developments that met the requirements for surface water treatment over each monitoring period.

REF	INDICATOR	TYPE	REFERENCE	TARGET
IND15(EV)	The fraction of mortality attributable to particulate air pollution over each monitoring period.	SO	1, 3, 11, 13, 17.	
		Core	SC1, SC2, SC3.	
		Thematic	EN8	A reduction in exposure to particulate air pollution, resulting in a reduction in the fraction of mortality attributable to air pollution over each monitoring period.
IND16(EV)	Number of contaminated sites that have been remediated.	SO	1, 3, 11, 13, 17.	
		Core	SC1, SC2, SC3.	
		Thematic	EN8	An increase in the number contaminated sites that have been remediated over each monitoring period.
IND17(EV)	Ecological status of rivers.	SO	11, 15	
		Core		
		Thematic	EN8	No deterioration in the ecological status of water bodies over each monitoring period.
IND18(EV)	Total outputs of stone, aggregates, and sand and gravel.	SO	6, 12, 17.	
		Core	SC1, SC9	
		Thematic	EN10, EN11.	For EN10 Trend in total quantity of building and paving and roofing stone and sand output, as plotted over 3 year periods, to be positive or neutral. For EN11, At least 1 extraction site opened within the plan period.

SECTION 7 Monitoring

REF	INDICATOR	TYPE	REFERENCE	TARGET
IND19(EV)	Total reserves of stone, aggregates, and sand and gravel.	SO	6, 12, 16	
		Core	SC1, SC9	
		Thematic	EN10,EN11,	For EN10, Trend in permitted reserves of sandstone within District, as plotted over 3 year periods, to be positive or neutral. For EN11, Trend in permitted reserves of sand and gravel within District, as plotted over 3 year periods, to be positive or neutral.
IND20(EV)	Amount of recycling and composting of household waste.	SO	13, 16	
		Core	SC2	
		Thematic	WM1	Increasing the amount of recycling and composting of household waste to 45% by 2015, 50% by 2020, 55% by 2025.
IND21(EV)	Amount of recovery of municipal waste.	SO	13, 16	
		Core	SC2	
		Thematic	WM1	Increasing the amount of recovery of municipal waste to 67% by 2015, 75% by 2020, 80% by 2025.
IND22(EV)	Amount of landfilling of biodegradable municipal waste	SO	13, 16	
		Core	SC2	
		Thematic	WM1	Amount of landfilling of biodegradable municipal waste as set out in the Landfill Allowance Trading Scheme.

REF	INDICATOR	TYPE	REFERENCE	TARGET
IND23(EV)	Building for Life assessments of major housing schemes	SO	4, 10, 11, 12, 14	
		Core	SC1, SC9	
		Thematic	DS1, DS2, DS3, DS4, DS5.	<p>For HO9 and EN15, No planning permission for a major housing scheme should achieve a 'red' rating against <i>Building for Life 12</i> assessment.</p> <p>For EN16, No planning permission for a major housing scheme should achieve a 'red' rating against <i>Building for Life 12</i> criteria 5, 6 and 11.</p> <p>For EN17, No planning permission for a major housing scheme should achieve a 'red' rating against <i>Building for Life 12</i> criteria 5, 6, 7 and 8.</p> <p>For EN18, No planning permission for a major housing scheme should achieve a 'red' rating against <i>Building for Life 12</i> criteria 1, 2, 3, 9 and 10.</p> <p>For EN19, No planning permission for a major housing scheme should achieve a 'red' rating against <i>Building for Life 12</i> criteria 2, 11 and 12.</p>

SECTION 7 Monitoring

Appendix 1

Glossary of Terms and Acronyms

Glossary Of Acronyms

AAP	Area Action Plan
AHEVA	Affordable Housing Economic Viability Assessment
AMR	Annual Monitoring Report
ANGst	Accessible Natural Greenspace Standards
BAP	Biodiversity Action Plan
BGS	British Geological Survey
BIDs	Business Improvement Districts
BME	Black and Minority Ethnic
BREEAM	Building Research Establishment Environmental Assessment Methodology
BWA	Bradford Wildlife Area
CAA	Civil Aviation Authority
C&I	Commercial and Industrial (waste)
CIL	Community Infrastructure Levy
CLG	Communities and Local Government
CLT	Community Land Trusts
CRBO	Community Right to Build Order
CRESR	Centre for Regional Economic and Social Research
CS FED	Core Strategy Further Engagement Draft
DEFRA	Department for Farming and Rural Affairs
DfT	Department for Transport
DPD	Development Plan Document
EiP	Examination in Public
EqIA	Equalities Impact Assessment
EU	European Union
EV	Electric vehicle
G&T	Gypsy & Travellers
GI	Green Infrastructure
GIS	Geographical Information System
HCA	Homes and Communities Agency

APPENDIX 1 Glossary of Terms and Acronyms

HGV	Heavy Good Vehicle
HIA	Health Impact Assessment
HRA	Habitats Regulations Assessment
ITA	Integrated Transport Authority
JEREMIE	Joint European Resources for Micro to Medium Enterprise Initiative
JESSICAs	Joint European Support for Sustainable Investment in City Areas
JNCC	Joint Nature Conservation Committee
LAA	Local Aggregates Assessment
LABV	Local Authority Backed Vehicle
LBIA	Leeds Bradford International Airport
LCR	Leeds City Region
LDD	Local Development Document
LDF	Local Development Framework
LDO	Local Development Order
LDS	Local Development Scheme
LEP	Local Enterprise Partnership
LGYH	Local Government Yorkshire & Humber
LIBVs	Local Initiative Backed Vehicles
LIP	Local Infrastructure Plan
LNR	Local Nature Reserve
LPA	Local Planning Authority
LTP	Local Transport Plan
MSA	Mineral Safeguard Area
MSW	Municipal Solid Waste
MW	Mega Watts
NDO	Neighbourhood Development Order
NHB	New Homes Bonus
NPPF	National Planning Policy Framework
NVC	National Vegetation Community
ODPM	Office of the Deputy Prime Minister
OUV	Outstanding Universal Value
PADHI	Planning Advice for Developments near Hazardous Installations
PDL	Previously Developed Land
PPA	Planning Performance Agreement
PPG	Planning Policy Guidance

APPENDIX 1 Glossary of Terms and Acronyms

PWLB	Prudential Borrowing from the Public Loans Board
REM	Regional Econometric Model
RFRA	Regional Flood Risk Assessment
RICS	Royal Institute Character Surveyors
RIF	(Leeds City Region) Revolving Investment Fund
RIGS	Regionally Important Geological Site
RSA	Recycled and Secondary Aggregates
RSL	Registered Social Landlord
RSS	Regional Spatial Strategy
RUDP	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
SPZ	Simplified Planning Zone
SSSI	Site of Special Scientific Interest
SUDs	Sustainable Urban Drainage Systems
THI	Townscape Heritage Initiative
TIF	Tax Increment Financing
UNESCO	United Nations Educational, Scientific and cultural Organisation
UTMC	Urban Traffic Management Control
WHS	World Heritage Site
WYLTP	West Yorkshire Local Transport Plan
WY+TF	West Yorkshire + Transport Fund (includes Leeds City Region)

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 Local Plan. This study forms part of the Local Plans evidence base.

Allocation: The use of land assigned to a parcel of land within the Development Plan.

Appropriate Assessment: Refer to Habitats Regulations Assessment

Air Quality Management Areas: 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 Local Plan:

- 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 Local Plans 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.

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.

APPENDIX 1 Glossary of Terms and Acronyms

Brownfield Land/Site: This is the common term for land which is categorised as Previously Developed Land or PDL. Refer to Previously Developed Land.

“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 Local Plan 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 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.

Community Strategy: A community plan prepared by Local Strategic Partnerships (LSP) which includes a set of local goals and actions which they wish to promote.

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 Local Plan which sets out the vision, objectives and strategic policies to guide the pattern and levels of development within the District 15 years from adoption.

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 Local Plan will become the development plan for the District.

Development Plan Document (DPD): These are also known as Development Documents that form part of the Local Plan. They include the:

- Core Strategy DPD
- Area Action Plan DPD
- Waste Management DPD
- Allocations DPD
- Policies Map 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.

Equality Impact Assessment (EqIA): 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 demand for, and the available supply of, land for employment use in the District.

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 Local Plan and provide robust, transparent and justified evidence required within plan-making.

Flood Risk Zone: An area of land at risk from flooding. Flood Zones 2 and 3 are higher risk zones, or areas where there is a greater risk of floods occurring. Flood Zone 1 is all the land falling outside Zones 2 and 3.

Functional Flood Plain: Land where water has to flow or be stored when flooding occurs.

Geodiversity: The range of rocks, minerals, fossils, soils and landforms.

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. Refer to Previously Developed Land.

Green Infrastructure: A network comprising the broadest range of high quality green spaces and other environmental features, which respects and enhances the character and distinctiveness of an area with regard to habitats and landscape types.

Habitats Regulations Assessment: A formal assessment by the Council of the impacts of the Local Plan on the integrity of a Natura 2000 Site (a Special Protection Area (SPA), Special Area for Conservation (SAC) or proposed SPAs or Ramsar sites).

APPENDIX 1 Glossary of Terms and Acronyms

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.

Housing trajectory: This provides a position statement comparing past performance on housing supply with planned future rates of housing development.

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 a round table hearing, presided over by an inspector appointed to consider its soundness of the plan, whether it is legally compliant and meets the Duty to Co-operate .

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 the conclusions on the matters raised and detailing amendments which require the local planning authority to make to the submitted DPD before it can be adopted.

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 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 Local Plan evidence base.

Local Enterprise Partnership: A body, designated by the Secretary of State for Communities and Local Government, established for the purpose of creating or improving the conditions for economic growth in an area.

Local Growth Centre: 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 Local Plan evidence base.

Local Service Centre: 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 Plan: The Local Plan is the statutory development plan for the District which will provide a framework for meeting the community's economic, social and environmental needs. It should normally be a single document but can be supplemented by additional documents if appropriate. Formally known as the Local Development Framework. The agreed Local Development Scheme sets out a portfolio of development documents which will form the Local Plan for Bradford when adopted they include 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 Local Plan.

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 public authority whose duty it is to carry out specific planning functions for a particular area. All references to local planning authority apply to the district council, London borough council, county council, Broads Authority, National Park Authority and the Greater London Authority, to the extent appropriate to their responsibilities.

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.

Mineral Safeguarding Area (MSA): An area designated by Minerals Planning Authorities which covers known deposits of minerals which are desired to be kept safeguarded from unnecessary sterilisation by non-mineral development.

National Planning Policy Framework (NPPF): Consolidates former Planning Policy Guidance (PPGs) and Planning Policy Statements (PPSs) into one single national planning document. Excludes policy on waste and Gypsies and Travellers.

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.

Neighbourhood Development Plan (NDP): The Localism Act (2011) 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 their area. This will be known legally as a Neighbourhood Development Plan and will need to conform with the key policies of the Local 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.

Planning Policy Guidance (PPG): These were 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. They are now in the main revoked and replaced by NPPF.

Planning Policy Statement (PPS): These were 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. They are now in the main revoked and replaced by NPPF.

Polycentric Network: A network of many connected urban centres in an area

Previously Developed Land (PDL): Land which is or was occupied by a permanent structure, including the curtilage of the developed land (although it should not be assumed that the whole of the curtilage should be developed) and any associated fixed surface infrastructure. This excludes: land that is or has been occupied by agricultural or forestry buildings; land that has been developed for minerals extraction or waste disposal by landfill purposes where provision for restoration has been made through development control procedures; land in built-up areas such as private residential gardens, parks, recreation grounds and allotments; and land that was previously-developed but where the remains of the permanent structure or fixed surface structure have blended into the landscape in the process of time.

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 Econometric Model (REM): The Regional Econometric Model provides economic and labour market estimates and forecasts for the UK, Yorkshire & the Humber region (Y&H), local authority districts and city regions within Y&H.

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 provided 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. This was revoked in 2013 and is no longer part of the development plan for the district.

Renewable Energy: Energy derived from a source which is continually replenished, such as wind, wave, solar, hydroelectric and energy from plant material, but not fossil fuels or nuclear energy.

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 Local Plan. 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.

Rural exception sites: Small sites used for affordable housing in perpetuity where sites would not normally be used for housing. Rural exception sites generally seek to address the needs of the local community by accommodating households who are either current residents or have an existing family or employment connection.

Saved Policies: Under Government legislation relating to the transition between the old UDP system and the Local Plan 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.

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 Local Plan) 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.

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 Employment Zone: Parts of the built up area where existing employment uses predominate and which are protected for employment uses in the Development Plan.

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 Local Plan 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 Local plan 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 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.

Sustainable urban drainage systems (SUDs): Seek to mimic natural drainage systems and retain water on or near to the site, when rain falls, in contrast to traditional drainage approaches, which tend to pipe water off the site as quickly as possible.

The Act: The Planning and Compulsory Purchase Act 2004, which put in place the statutory framework for preparing the Local Plan.

The Regulations: The Town and Country Planning (Local Development) (England) Regulations 2012. Previous versions of the Core Strategy have been informed by: 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 2a
Policy Linkages

Appendix 2b
Leeds City Region Strategies

Policy Linkages

National Planning Policy Framework Themes	RSS Policy/LCR Interim Strategy Statement/LEP PLAN	Community Strategy for the Bradford District 2011-14 Strategic Aims	Sustainability Appraisal Objective	Core Strategy – Strategic Objective	Core Sub Area and Thematic Policies
Building a strong, competitive economy Ensuring the vitality of town centres	YH1, YH4, YH5, YH6, YH7 LCR HR2, LCR HR3, LCR A, LCR C LEP SP1, LEP SP4	Regenerate city centre and drive economic growth across the district	8, 9, 17	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.	SC1, SC4, SC5, BD1, BD2 AD1, AD2, WD1, WD2, EC1.
Promoting sustainable transport Building a strong, competitive economy Delivering a wide choice of high quality homes Conserving and enhancing the historic environment	YH2, YH7 LCR HR2, LCR HR3 LEP SP4	To create a greener, cleaner and more sustainable environment which makes best use of our resources and positively affects climate change To increase the quality, quantity and affordability of sustainable housing across the district To ensure our built heritage, natural resources, economic and infrastructure requirements are well balanced to promote sustainable wellbeing To foster safe, self-reliant, and resilient communities and neighbourhoods, that people take pride in	1, 3, 8, 9, 10, 11, 13, 17	Objective 2 To ensure that the district's needs for housing, business and commerce are met in sustainable locations that reduce the need to travel and are well served by public transport and services, whilst prioritising the use of deliverable and developable previously developed land. In so doing overcrowding within the existing housing stock should be reduced.	SC1, BD1, BD2, AD1, AD2, WD1, WD2, PN1, PN2, EC2, EC3, TR1, TR3, HO1, HO2, HO3, HO6, HO11.
Promoting sustainable transport Supporting high quality communications infrastructure Delivering a wide choice of high quality homes Promoting healthy communities	YH1, YH7, YH8, LCR HR2, LCR HR3, LCR A, LCR B, LCR C, LCR GI1 LEP SP4	To create a greener, cleaner and more sustainable environment which makes best use of our resources and positively affects climate change To enhance transport and connectivity across the district whilst protecting biodiversity and natural environment To ensure our built heritage, natural resources, economic and infrastructure requirements are well balanced to promote sustainable wellbeing	8, 12, 13, 17, 19.	Objective 3 Ensure that the appropriate critical infrastructure (including green and social) is delivered to support growth and the timing of development infrastructure delivery are aligned.	SC6, BD2, AD2, WD2, PN2, TR7.

National Planning Policy Framework Themes	RSS Policy/LCR Interim Strategy Statement/LEP PLAN	Community Strategy for the Bradford District 2011-14 Strategic Aims	Sustainability Appraisal Objective	Core Strategy – Strategic Objective	Core Sub Area and Thematic
<p>Delivering a wide choice of high quality homes</p> <p>Requiring good design</p> <p>Promoting healthy communities</p>	H4	<p>To close the health inequalities gap, while raising wellbeing levels across the whole district</p> <p>To increase the quality, quantity and affordability of sustainable housing across the District</p>	8, 9, 10, 17, 18, 19	<p>Objective 4 To provide a range of quality dwellings, in terms of type and affordability, in well designed neighbourhoods to cater for the current needs and future growth of the District.</p>	SC9, HO1, HO3, HO5, HO8, HO9, HO10, HO11, HO12 DS1, DS4, DS5.
<p>Building a strong, competitive economy</p> <p>Ensuring the vitality of town centres</p> <p>Supporting prosperous rural economy</p> <p>Promoting sustainable transport</p> <p>Supporting high quality communications infrastructure</p>	LCR HR3, LCR A, LCR B, LCR C LEP SP4	<p>To regenerate city centre and drive economic growth across the district</p> <p>To deliver economic development, without compromising the quality of life of future generations</p> <p>To improve the economic wellbeing of the people across the District</p>	8, 9, 17, 18.	<p>Objective 5 To promote the role of the Bradford District in the Leeds City Region economy by creating conditions for housing growth, city living and enterprise where business thrives, generating opportunity, prosperity and jobs.</p>	SC1, EC1, EC2.
<p>Building a strong, competitive economy</p> <p>Ensuring the vitality of town centres</p> <p>Supporting prosperous rural economy</p> <p>Promoting sustainable transport</p> <p>Supporting high quality communications infrastructure</p>	LCR HR3 LEP SP1, LEP SP4	<p>To regenerate city centre and drive economic growth across the district</p> <p>To deliver economic development, without compromising the quality of life of future generations</p> <p>To improve the economic wellbeing of the people across the District</p>	8, 9, 17, 18, 19	<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>	EC1, EC2, EC3, EC4, EC5.

Appendix 2a Policy Linkages

National Planning Policy Framework Themes	RSS Policy/LCR Interim Strategy Statement/LEP PLAN	Community Strategy for the Bradford District 2011-14 Strategic Aims	Sustainability Appraisal Objective	Core Strategy – Strategic Objective	Core Sub Area and Thematic
<p>Building a strong, competitive economy</p> <p>Ensuring the vitality of town centres</p> <p>Supporting high quality communications infrastructure</p> <p>Delivering a wide choice of high quality homes</p> <p>Requiring good design</p> <p>Conserving and enhancing the historic environment</p>	<p>YH4</p> <p>LCR A</p> <p>LEP SP4</p>	<p>To regenerate city centre and drive economic growth across the district</p> <p>To deliver economic development, without compromising the quality of life of future generations</p> <p>To improve the economic wellbeing of the people across the District</p>	8, 9, 14, 17	<p>Objective 7</p> <p>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>	<p>SC3, BD1, BD2, EC5, TR2, TR4, HO3, EN3.</p>
<p>Building a strong, competitive economy</p> <p>Supporting high quality communications infrastructure</p> <p>Promoting healthy communities</p>	<p>LEP SP2</p>	<p>To raise educational attainment and support children and young people to reach their full potential</p> <p>To develop the skills-base to equip people with skills for work</p>	8, 9, 10, 12, 17, 18, 19	<p>Objective 8</p> <p>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>	<p>BD1, BD2, EC1.</p>
<p>Building a strong, competitive economy</p> <p>Promoting sustainable transport</p> <p>Meeting the challenge of climate change, flooding and coastal change</p>	<p>LCR A, LCR B, LCR C</p> <p>LEP SP4</p>	<p>To create a greener, cleaner and more sustainable environment which makes best use of our resources and positively affects climate change</p> <p>To enhance transport and connectivity across the district whilst protecting biodiversity and natural environment</p> <p>To ensure our built heritage, natural resources, economic and infrastructure requirements are well balanced to promote sustainable wellbeing</p>	1, 2, 3, 4, 8, 9, 10, 11, 12, 13, 14, 15, 16, 17, 18, 19	<p>Objective 9</p> <p>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>	<p>TR1, TR3, TR7, DS4.</p>

National Planning Policy Framework Themes	RSS Policy/LCR Interim Strategy Statement/LEP PLAN	Community Strategy for the Bradford District 2011-14 Strategic Aims	Sustainability Appraisal Objective	Core Strategy – Strategic Objective	Core Sub Area and Thematic Policies
<p>Building a strong, competitive economy</p> <p>Ensuring the vitality of town centres</p> <p>Supporting prosperous rural economy</p> <p>Promoting sustainable transport</p> <p>Supporting high quality communications infrastructure</p> <p>Delivering a wide choice of high quality homes</p> <p>Requiring good design</p> <p>Promoting healthy communities</p>	<p>YH1, YH6, YH8</p> <p>LCR HR2, LCR HR3, LCR A, LCRB, LCR C</p> <p>LEP SP4</p>	<p>To regenerate city centre and drive economic growth across the district</p> <p>To deliver economic development, without compromising the quality of life of future generations</p> <p>To improve the economic wellbeing of the people across the District</p> <p>To foster safe, self-reliant, and resilient communities and neighbourhoods, that people take pride in</p> <p>To devolve influence and decision making, commissioning and resources to localities</p>	<p>1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 12, 13, 14, 16, 17, 18, 19</p>	<p>Objective 10</p> <p>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>	<p>SC9, EC2, EC5, HO8, HO9, HO10, HO11, HO12, DS5.</p>
<p>Ensuring the vitality of town centres</p> <p>Supporting prosperous rural economy</p> <p>Promoting sustainable transport</p> <p>Delivering a wide choice of high quality homes</p> <p>Requiring good design</p> <p>Promoting healthy communities</p> <p>Conserving and enhancing the natural environment</p>	<p>YH4, YH6</p>	<p>To improve the economic wellbeing of the people across the District</p> <p>To foster safe, self-reliant, and resilient communities and neighbourhoods, that people take pride in</p> <p>To improve people's capacity to make informed decisions about health lifestyle choices and minimise risky behaviour</p> <p>To ensure the built heritage, natural resources, economic and infrastructure requirements are well balanced to promote sustainable wellbeing</p>	<p>1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 12, 13, 14, 15, 16, 17, 18, 19</p>	<p>Objective 11</p> <p>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>	<p>SC2, SC9, TR3, TR7, EN3, EN4, EN5, EN8, DS1, DS2, DS3, DS4, DS5.</p>

Appendix 2a Policy Linkages

National Planning Policy Framework Themes	RSS Policy/LCR Interim Strategy Statement/LEP PLAN	Community Strategy for the Bradford District 2011-14 Strategic Aims	Sustainability Appraisal Objective	Core Strategy – Strategic Objective	Core Sub Area and Thematic Policies
<p>Ensuring the vitality of town centres</p> <p>Supporting prosperous rural economy</p> <p>Requiring good design</p> <p>Protecting Green Belt Land</p> <p>Conserving and enhancing the natural environment</p> <p>Conserving and enhancing the historic environment</p>	<p>ENV9.</p>	<p>To ensure the built heritage, natural resources, economic and infrastructure requirements are well balanced to promote sustainable wellbeing</p>	<p>1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 12, 13, 14, 15, 16, 17, 18, 19</p>	<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>	<p>SC6, SC9, EN1, EN2, EN3, EN4, EN5, EN10, EN11, DS2, DS3.</p>
<p>Promoting sustainable transport</p> <p>Supporting high quality communications infrastructure</p> <p>Meeting the challenge of climate change, flooding and coastal change</p> <p>Conserving and enhancing the natural environment</p> <p>Conserving and enhancing the historic environment</p>	<p>YH2, ENV1 LEP SP3</p>	<p>To ensure the built heritage, natural resources, economic and infrastructure requirements are well balanced to promote sustainable wellbeing</p>	<p>1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 12, 13, 14, 15, 16, 17, 18, 19</p>	<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>	<p>SC2, SC6, HO9, EN2, EN4, EN5, EN6, EN7, EN13, WM2, WM1.</p>

National Planning Policy Framework Themes	RSS Policy/LCR Interim Strategy Statement/LEP PLAN	Community Strategy for the Bradford District 2011-14 Strategic Aims	Sustainability Appraisal Objective	Core Strategy – Strategic Objective	Core Sub Area and Thematic Policies
Promoting sustainable transport	YH8, ENV6 LCR GI1, LCR GI4	To create a greener, cleaner and more sustainable environment which makes best use of our resources and positively affects climate change	1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 12, 13, 14, 15, 16, 17, 18, 19	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.	SC5, SC6, SC9 TR3, EN1, DS2, DS4.
Promoting healthy communities		To enhance transport and connectivity across the district whilst protecting biodiversity and natural environment			
Protecting Green Belt Land		To ensure our built heritage, natural resources, economic and infrastructure requirements are well balanced to promote sustainable wellbeing			
Conserving and enhancing the natural environment					
Conserving and enhancing the historic environment					
Building a strong, competitive economy	ENV8, ENV2, ENV3, ENV6, ENV10 LCR GI1	To create a greener, cleaner and more sustainable environment which makes best use of our resources and positively affects climate change	5	Objective 15 Safeguard and enhance the District's biodiversity assets through careful landscape, woodland and waterways management. In particular the South Pennine Moors and upland fringe.	PN1, SC8, EN2, EN4, EN5, EN8.
Ensuring the vitality of town centres		To ensure our built heritage, natural resources, economic and infrastructure requirements are well balanced to promote sustainable wellbeing			
Supporting prosperous rural economy					
Promoting sustainable transport					
Supporting high quality communications infrastructure					
Delivering a wide choice of high quality homes					
Requiring good design					
Promoting healthy communities					
Protecting Green Belt Land					
<i>continued overleaf</i>					

Appendix 2a Policy Linkages

National Planning Policy Framework Themes	RSS Policy/LCR Interim Strategy Statement/LEP PLAN	Community Strategy for the Bradford District 2011-14 Strategic Aims	Sustainability Appraisal Objective	Core Strategy – Strategic Objective	Core Sub Area and Thematic Policies
<p>Meeting the challenge of climate change, flooding and coastal change</p> <p>Conserving and enhancing the natural environment</p> <p>Conserving and enhancing the historic environment</p> <p>Facilitating the sustainable use of minerals</p>					
<p>Protecting Green Belt Land</p> <p>Meeting the challenge of climate change, flooding and coastal change</p> <p>Conserving and enhancing the natural environment</p> <p>Facilitating the sustainable use of minerals</p>	<p>ENV2, ENV6, ENV7 LCR GI1, LCR GI4 LEP SP3</p>	<p>To deliver economic development, without compromising the quality of life of future generations</p> <p>To create a greener, cleaner and more sustainable environment which makes best use of our resources and positively affects climate change</p> <p>To ensure our built heritage, natural resources, economic and infrastructure requirements are well balanced to promote sustainable wellbeing</p>	<p>1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 12, 13, 14, 15, 16, 17, 18, 19</p>	<p>Objective 16 Safeguard and enhance the District's natural and renewable energy resources, including water, agriculture, woodland and minerals, and promote the sustainable management of waste and recycling.</p>	<p>SC2, SC6, SC7, HO9, EN5, EN6, EN7, EN9, EN10, EN11, EN12, EN13, EN14, WM1.</p>

Leeds City Region Interim Strategy Statement (April 2011)

Regional Spatial Strategy

- YH1 – Overall Approach and Key Spatial Priorities (as these apply to the Leeds City Region)
- YH2 – Climate Change and Resource Use
- YH3 – Working Together (as this applies to the Leeds City Region)
- YH4 – Regional Cities and Sub-Regional Cities and Towns
- YH5 – Principle Towns
- YH6 – Local Service Centres and Rural (and Coastal) Areas (as these apply to the Leeds City Region)
- YH7 – Location of Development
- YH8 – Green Infrastructure
- YH9 – Green Belts (as this applies to the Leeds City Region)
- ENV1 – Development and Flood Risk
- ENV2 – Water Resources
- ENV3 – Water Quality
- ENV6 – Forestry, Trees and Woodland
- ENV7 – Agricultural land
- ENV8 – Biodiversity
- ENV9 – Historic Environment
- ENV10 – Landscape
- H4 – Affordable Housing

Leeds City Region Interim Strategy Statements Thematic Strategies

Housing and Regeneration Strategy and Investment Plan - This strategy and investment plan has four key priorities for investment:

- Accelerated strategic growth where investment will support the growth areas in Barnsley Wakefield and Calderdale (LCR HR1)
- Promoting eco living where investment will support the delivery of: the four Urban Eco Settlements: Aire Valley Leeds, York Northwest, Bradford-Shipley Canal Road Corridor, and North Kirklees / South Dewsbury; and the LCR Domestic Energy Efficiency Programme to eco-retrofit the existing housing stock across the city region (LCR HR2)
- Delivering strategic urban renewal which will support the growth and regeneration ambitions in the Leeds-Bradford Corridor, Green Corridor and Kirklees A62 Corridor (LCR HR3)
- Supporting rural economic renaissance in the Colne and Calder Valleys (LCR HR4)

Leeds City Region Transport Strategy - This strategy describes three broad spatial priorities for transport investment:

- Priority A transport links beyond the city region (LCR A)
- Priority B developing the roles of the sub regional cities and towns and priority areas for regeneration and housing growth (LCR B)
- Priority C strengthening the service roles of principal towns (LCR C)

Leeds City Region Green Infrastructure Strategy - The strategy:

- Identifies the value of green infrastructure assets and the case for investing in them (LCR GI1)
- Ensures green infrastructure complements other city region investment priorities (LCR GI2)
- Establishes the current priorities for green infrastructure investment (LCR GI3)
- Impels planning and housing policy work to support widespread improvements in green infrastructure (LCR GI4)

The Leeds City Region Local Enterprise Partnership Plan (April 2012)

- **Strategic Priority 1** - Unlocking the Growth Potential of Business and Enterprise (LEP SP1)
- **Strategic Priority 2** - Enabling a Flexible, Skilled Workforce (LEP SP2)
- **Strategic Priority 3** – Facilitating a Low Carbon Economy (LEP SP3)
- **Strategic Priority 4** – Creating the Environment for Growth (LEP SP4)

Appendix 3

Accessibility Standards

The following tables provide guidance for the locational policies TR1, TR3, TR4 & TR5 for the development of employment and social infrastructure uses as well as proposed housing sites.

Where a site does not conform to the accessibility standards at the time of submission it is expected that mitigating measures should be included within the development proposals that would come into effect at the time of initial occupation of the site. These measures may take a number of forms including (but not exclusively), extensions to existing bus services, re-routing of existing bus services, increased frequency of bus services, provision of new bus services, provision of community transport services, community car clubs, community car sharing schemes, improvements to the walking and cycling network (to make distances to public transport shorter), contributions to other public transport provision (including rail) and other innovative accessibility improvements.

APPENDIX 3 Accessibility Standards

Table 1: Accessibility Standards for Employment and Social Infrastructure Uses

	Employment	Primary Health / Education	Secondary Health / Education	Leisure, Retail and Other
Sites located in Bradford Urban Area or extensions to the urban area (Regional Cities, Principal Towns & Local Growth Centres) should normally be within;	400m of a bus stop (or 800m of a rail station) offering a service at least 4 times per hour to a town or city centre*	400m of a bus stop (or 800m of a rail station) offering a service at least 4 times per hour to a town or city centre*	400m of a bus stop (or 800m of a rail station) offering a service at least 4 times per hour to a town or city centre*	400m of a bus stop (or 800m of a rail station) offering a service at least 4 times per hour to a town or city centre*
Sites located in Local Service Centres should normally be within;	400m of a bus stop (or 800m of a rail station) offering a service at least 2 times per hour to a town or city centre*	400m of a bus stop (or 800m of a rail station) offering a service at least 2 times per hour to a town or city centre*	400m of a bus stop (or 800m of a rail station) offering a service at least 2 times per hour to a town or city centre*	400m of a bus stop (or 800m of a rail station) offering a service at least 2 times per hour to a town or city centre*

Table 2: Accessibility Standards for Housing and Mixed Use Developments (that include residential)

	To Local Services	To Employment	To Primary Health / Education	To Town Centres / City Centres
Sites located in Bradford Urban Area or extensions to the urban area (Regional Cities, Principal Towns & Local Growth Centres) should normally be within;	400m of a bus stop (or 800m of a rail station) offering a service at least 4 times per hour to a town or city centre* Or 10mins walk time (800m)	400m of a bus stop (or 800m of a rail station) offering a service at least 4 times per hour to a town or city centre*	400m of a bus stop (or 800m of a rail station) offering a service at least 4 times per hour to a town or city centre* Or 20mins walk time (1600m)	400m of a bus stop (or 800m of a rail station) offering a service at least 4 times per hour to a town or city centre*
Sites located in Local Service Centres should normally be within;	400m of a bus stop (or 800m of a rail station) offering a service at least 2 times per hour to a town or city centre* Or 10mins walk time (800m)	400m of a bus stop (or 800m of a rail station) offering a service at least 2 times per hour to a town or city centre*	400m of a bus stop (or 800m of a rail station) offering a service at least 2 times per hour to a town or city centre* Or 20mins walk time (1600m)	400m of a bus stop (or 800m of a rail station) offering a service at least 2 times per hour to a town or city centre*

*Town or City Centres defined as public transport interchange point, including rail stations, in one of the following centres; Bradford, Leeds, Halifax, Ilkley, Keighley, Bingley or Shipley.

Appendix 4

Car Parking Standards

APPENDIX 4 Car Parking Standards

The parking standards below are based on the standards set out in the former PPG13 (March 2001) and Regional Planning Guidance RPG12 (Oct 2001), along with alignment with neighbouring authorities standards.

The standards are designed to be indicative and will enable the Council to regulate the provision of parking on developments, whilst being mindful of the need to balance parking with the impact it can have on the environment such as on street parking if left unmanaged.

As per the guidelines set out in the National Planning Policy Framework the level of parking provision will be determined by:

- the accessibility of the development (as assessed against the Accessibility Standards);
- the type, mix and use of development;
- the availability of and opportunities for public transport (as assessed against the Accessibility Standards);
- local car ownership levels; and
- an overall need to reduce the use of high-emission vehicles.

Where appropriate, the Council will seek to minimise the number of spaces provided on site particularly in highly accessible locations such as the City Centre and Principal Town Centres.

Table 1: Vehicle Parking Standards

Type, Size and Location of Development	Parking Standards
A1 Food Retail (under 500sqm)	1 space per 35sqm
A1 Food Retail (500-999sqm)	1 space per 20sqm
A1 Food Retail (above 1000sqm)	1 space per 14sqm
A1 Non food retail (above 1000sqm)	1 space per 25sqm
A2 Offices (under 2500sqm)	City Centre, Town Centre and meeting accessibility standards – *minimal operational requirement Remaining 1 space per 10sqm
A2 Offices (above 2500sqm)	City Centre, Town Centre and meeting accessibility standards – *minimal operational requirement Remaining 1 space per 10sqm
B1 Business (below 2500sqm)	City Centre, Town Centre and meeting accessibility standards – *minimal operational requirement. Other – 1 space per 30sqm
B1 Business (above 2500sqm)	City Centre, Town Centre and meeting accessibility standards – *minimal operational requirement. Other – 1 space per 30sqm
B2 Industry (above 2500 sqm)	City Centre, Town Centre and meeting accessibility standards – *minimal operational requirement Other – 1space per 50sqm
C2 Hospitals (above 2500sqm)	1 space per 4 staff + 1 space per 4 daily visitors

*see page 350 for definition

D1 Higher and Further Education (above 2500sqm)	1 space per 2 staff + 1 space per 15 students
D2 Assembly and Leisure (above 1000sqm)	City Centre and Town Centres – *minimal operational requirements Other 1 space per 22sqm
D2 Cinemas and Conference/concert (1000sqm)	City and Town Centres – *minimal operational requirements. Other sites meeting accessibility criteria – 1 space per 5-10 seats. Other sites – 1 space per 5 seats
D2 Stadia (above 1500 seats)	1 space per 15 seats + coach lay-by parking
A3 Food and Drink	City and Town Centres – *minimal operational requirements (presumption against). Other sites meeting accessibility criteria – 1space per 5-10sqm Other sites 1 space per 5sqm
A4 Public Houses/ Wine Bars	City and Town Centres – *minimal operational requirements (presumption against). Other sites meeting accessibility criteria – 1space per 5-10sqm Other sites 1 space per 5sqm
A5 Hot food Takeaway	City and Town Centres – *minimal operational requirements (presumption against) Other sites meeting accessibility criteria – 1space per 5-10sqm Other sites 1 space per 5sqm
B8 Storage and Distribution	1 space per 250sqm
C1 Hotels and Guest Houses	City and Town Centres – minimal operational requirements (presumption against) Others 1 space per bedroom
C2 Nursing Homes	1 space per 5 residents + 1 space per 2 staff
C3 Student Halls	City and Town Centres – *minimal operational requirements (presumption against) Other – 1 space per 5 students
C3 Dwellings (Non city and town centre)	Average of 1.5 spaces per unit
C3 Dwellings (City and town centre)	*Minimal operational requirements
C3 Sheltered Housing	1 space per 4 units + 1 space per 4 units for visitors and staff
C4 Houses Multiple Occupancy	1 space per 2 bedrooms
D1 Non residential Health Centres, surgeries	3 spaces per consulting room + 1 spaces per 3 staff

*see page 350 for definition

APPENDIX 4 Car Parking Standards

D1 Day nurseries & crèches	1 space per 6 children
D1 Places of Worship	City Centre and Town Centres – *minimal operational requirements Other - 1 space per 25sqm
D1 Libraries	City Centre and Town Centres – *minimal operational requirements Other - 1 space per 25sqm
D1 Museums	City Centre and Town Centres – *minimal operational requirements Other 1 space per 60sqm
D1 Primary Schools	1 space per 2 staff + 5 spaces for visitors
D1 Secondary Schools	1 space per 2 staff + 10 spaces for visitors
D2 Leisure Sports and Leisure activities, Swimming pools, Tennis/Squash/Bowling	1 space per 2 players/staff 1 space per 5 fixed seats, 1 space per 10sqm pool area, 4 space per court/lane
D2 Other Uses	Urban 1 space per 22-100sqm Rural 1 space per 22-25sqm
Auction Rooms, car sales and Garage Forcourts	1 space per 2sqm standing area
Workshops – staff and customers	1 space per 2 staff, 3 spaces per service bay
Car sales	1 space per full time staff, 1 space per 15 cars on display
Private Hire/Hackney Carriage office	Min 5 spaces or 1 space for every 4 cars operating from site
C3 Hostels	1 space per 4 staff + 1 space per 4 residents
Filling Stations	1 space per 2 staff
D2 Riding Stables/Equestrian Centres	1 space per 2 horses on the yard + 1 horsebox space per 150sqm

***Minimal operational requirement:** Parking that is required for a development to operate as set out in the Transport Assessment or Transport Statement, including but not exclusively; operational parking space for commercial and service vehicles (that provides for manoeuvring space to enable the largest vehicle required to exit the site in forward gear); loading bays and disabled parking. Residential development that requires operational parking, such as residential or care homes, should, as far as possible, make provision within the site. This encompasses servicing, business visitors and employees who require daily access to their vehicles for their jobs. It does not include commuter parking.

In addition to the parking provision set out in Table 1 it is expected that developments should provide adequate parking for disabled motorists at the levels set out in Table 2 below:

Table 2: Disabled Parking Standards

Type of Development	Level of Provision
Employment Site	Up to 200 parking spaces 5% of capacity should be reserved for disabled parking (minimum 2 spaces) Over 200 spaces 2% of capacity + 6 spaces should be reserved for disabled parking
Public, shopping and Leisure Facilities	Up to 200 spaces 6% of capacity should be reserved for disabled parking (minimum 3 spaces) Over 200 spaces 4% of capacity + 4 spaces should be reserved for disabled parking

In line with policies TR1 and TR3 developments should provide adequate secure parking provision for cyclists and motorcyclists as per the Table 3 below.

Table 3: Cycle Parking Standards

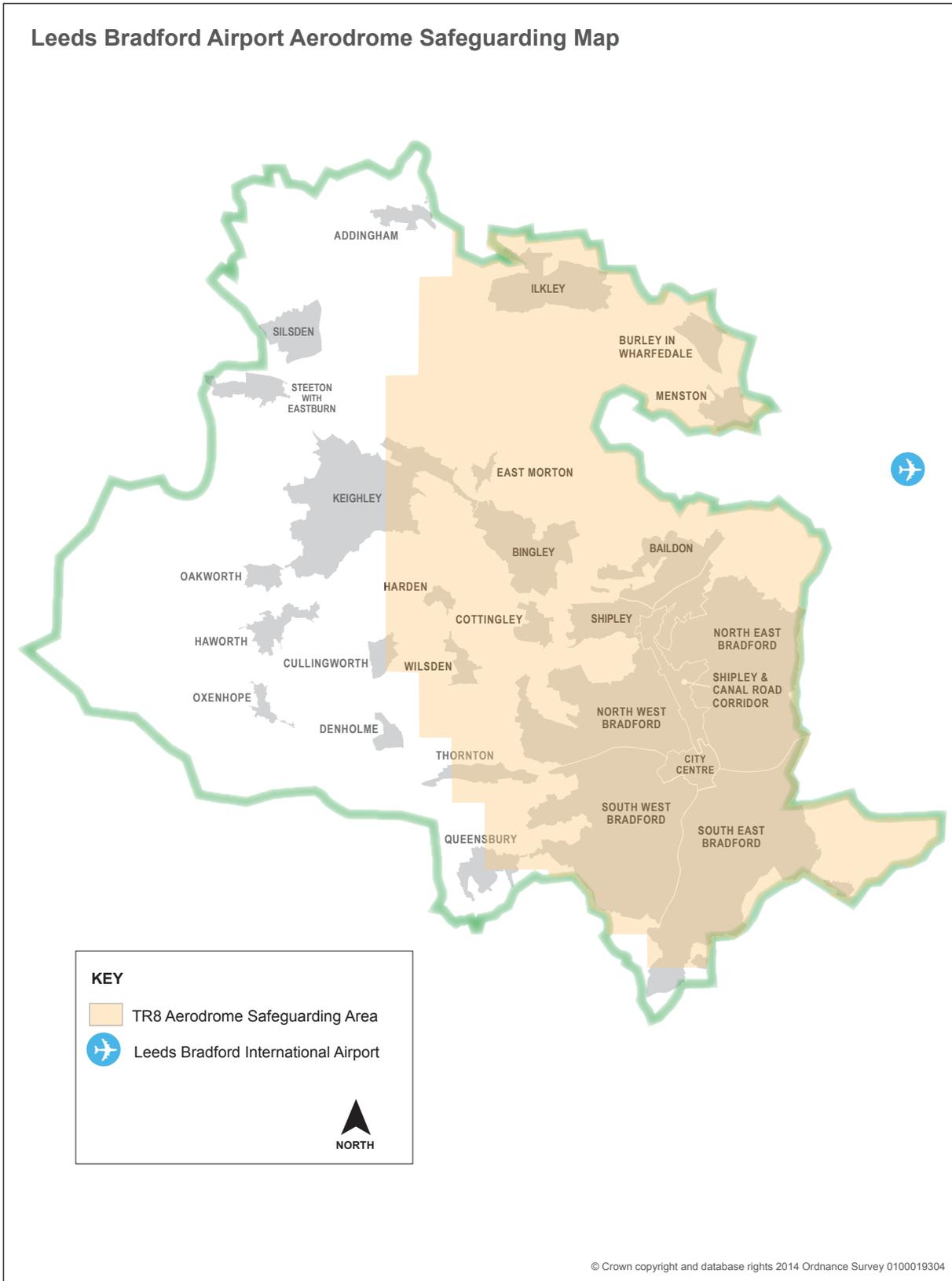
Type, Size and Location of Development	Cycle and Motorcycle Parking Standards
A1 Retail Food / Non Food	Long stay – 1 secure stand per 10 employees Short stay – 1 stand per 200sqm
A2 Financial & Professional services	Long stay – 1 secure stand per 300sqm
A3 Food & Drink	Long stay – 1 secure stand per 5 employees Short Stay – 1 stand per 40sqm (max 10)
A4 Public Houses & Wine Bars	Each case to be considered on merit
A5 Hot Food Takeaway	Each case to be considered on merit
B1 Business Offices	Long stay – 1 secure stand per 150sqm Short Stay – 1 stand per 500sqm
B1 Business Light Industry	Long stay – 1 secure stand per 150sqm Short Stay – 1 stand per 500sqm
B2 General Industry	Long stay – 1 secure stand per 350sqm Short stay – 1 stand per 500sqm
B8 Warehousing / Storage & Distribution	Long stay – 1 secure stand per 500sqm Short stay – 1 stand per 1000sqm
C1 Hotels, Boarding & Guest Houses	Long Stay – 1 secure stand per 10 employees Short Stay – 1 stand per 10 beds

APPENDIX 4 Car Parking Standards

C2 Hospital	Long stay – 1 secure stand per 6 staff Short Stay – 1 stand per 2 beds
C2 Nursing Homes	Long stay – 1 secure stand per 6 staff Short stay – 1 stand per 2 beds
C3 Dwellings Flats	Long stay – 1 secure stand per unit Short stay – 1 stand per unit
C3 Dwellings Houses/Bungalows	Long stay – 1 secure stand per unit Short stay – 1 stand per unit
C3 Student Accommodation	Long stay – 1 secure stand per unit Short stay – 1 stand per unit
C3 Retired / Sheltered Accommodation	Long stay – 1 secure stand per unit Short stay – 1 stand per unit
C4 Houses Multiple Occupation	Long Stay – 1 secure stand per 3 bedrooms
D1 Health Centres / surgeries	Long stay – 1 secure stand per 2 consulting rooms Short stay – 1 stand per consulting room
D1 Day nurseries / crèches	Long stay – 1 secure stand per 6 staff
D1 Museums / Public Galleries	Long stay – 1 secure stand per 10 staff Short stay – 1 stand per 60sqm (max 40)
D1 Higher and Further Education	Long stay – 1 secure stand 5 students
D1 Schools	Primary – 1 secure stand per 20 pupils Secondary – 1 secure stand per 10 pupils
D1 Places of Worship	1 stand per 50sqm
D2 Cinemas & Conference facilities, Stadia, Sports and Leisure Activities	Long stay – 1 secure stand per 6 staff Short stay – 1 stand per 20sqm
D2 Tennis / Squash / Bowling	Long stay – 1 space per 5 pitches or lanes
D2 Other	Long stay – 1 secure stand per 800sqm Short stay – 1 stand per 60qm (max 20)
Miscellaneous Car Sales & Garage Forcourts	Long stay – 1 secure stand per 8 staff Short stay – 1 stand per 500sqm

Appendix 5

Leeds Bradford Airport Aerodrome Safeguarding Map



Appendix 6

Housing Implementation and Delivery Strategy

Introduction

1.1 It is a requirement of the NPPF that Council's in preparing their Core Strategy policies for housing should include a housing implementation strategy. This in turn reflects the principles of 'plan, monitor, manage'. Bradford's strategy comprises the policy framework set out in section 5.3 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 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 trajectory
- 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 if performance falls outside of the range.

The Housing Trajectory and Previously Developed Land Scenarios

1.3 Paragraph 47 of the NPPF states that Local Planning Authorities should illustrate the expected rate of housing delivery through a housing trajectory covering the plan period.

1.4 Housing trajectories support the 'plan, monitor and manage' approach to housing delivery by showing past and indicating future performance by considering past rates of housing completions and projected completions to the end of the specified Local Plan period. Housing trajectories are normally developed as part of the supporting evidence base underpinning Local Plan production but once established they are used to monitor performance and are updated annually via the production of the Council's Annual Monitoring Report. The trajectories are not however policies.

1.5 The housing trajectory included at the end of this section has been based on the following elements:

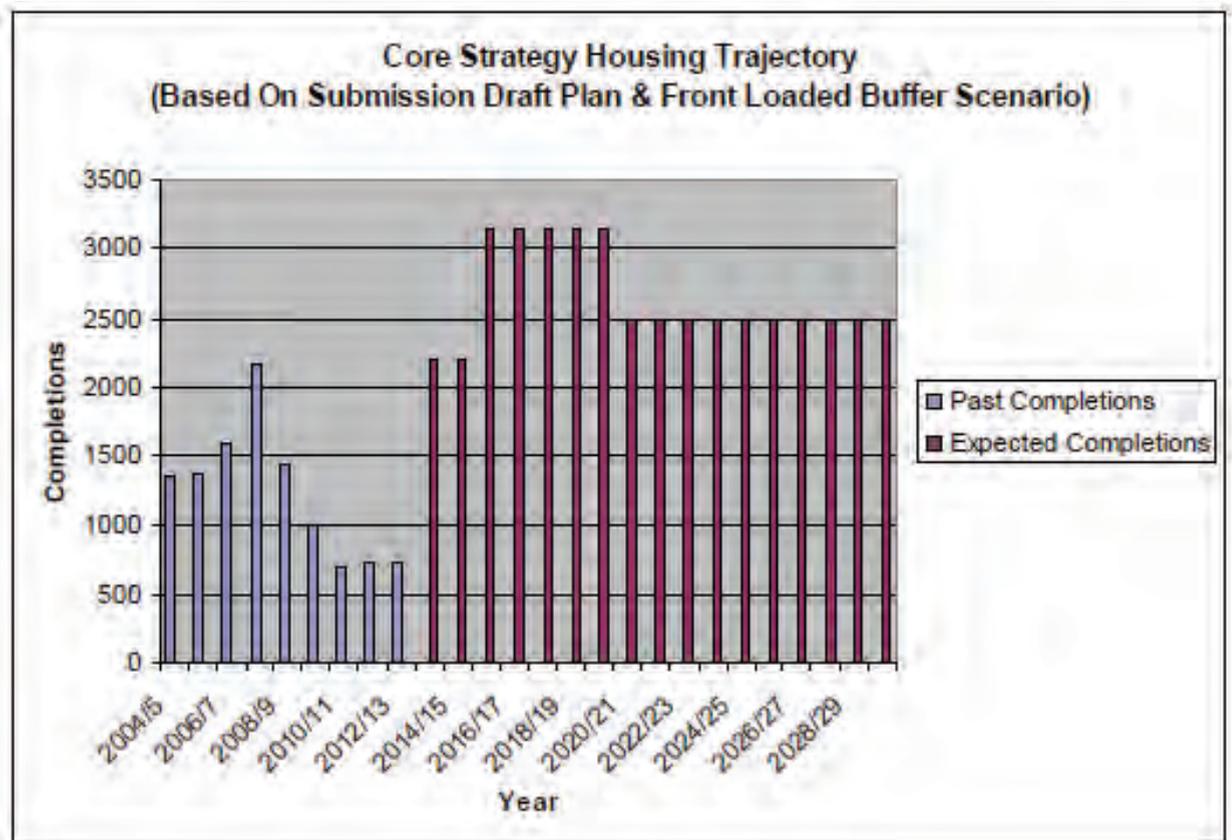
- Actual completions over the period 2004-13 as assessed and set out within previous Annual Monitoring Reports. These years comprise a period when the overall housing market was initially in a buoyant state and also when there was strong delivery on windfall sites particularly within Bradford City Centre 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, 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.
- Projected completions over the plan period based on Policy HO1 and under an assumption of both significantly improved land supply and significantly improved economic and housing market conditions.
- An assumption that the backlog in past under provision of new homes will be resolved over the full plan period – the 'Liverpool approach'.

APPENDIX 6 Housing Implementation and Delivery Strategy

- A reflection of the addition, in line with the NPPF of an additional 20% to the 5 year land supply requirement which will ensure a wider range and choice of sites and boost delivery in the early part of the plan period.
- The housing distribution strategy and settlement hierarchy set out within the Core Strategy and embedded within the 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 will result in major injections into both the land supply and into investment and delivery. 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 Core Strategy annual housing requirement.

The components making up the housing trajectory chart are as follows:

- Net housing completions 2004-13
- Basic Policy HO1 housing target of 2,200 new homes per annum
- NPPF 20% buffer for years 1-5 of 440 dwellings
- Backlog of unmet need resolved over the 15 year plan period (7,687 dwellings in total)



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 Local Plan 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 in public. The DPD's involved are:

- **The Shipley and Canal Road Corridor DPD** - The Shipley and 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. 3,100 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. Issues and Options stage consultation took place between March and May 2013 with consultation on the Publication Draft expected to take place in the Autumn of 2015 with plan adoption expected in late 2016.
- **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. 3,500 new homes are planned to be delivered within the City Centre during the plan period. Public consultation on the City Centre AAP Further Issues and Options took place between March and May 2013 with Publication draft consultation expected in late 2015 and adoption expected in late 2016.
- **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 scheduled for late 2015.

1.7 Further land allocations will be made in these DPD's to deliver housing required over the middle and latter phases of the plan period. The allocations will be based in part on work already completed 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. 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 masterplans 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. In addition a number of new Neighbourhood Plans prepared under the Localism Act may contribute. These different 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 below:

PLAN	DESCRIPTION
Bradford City Centre Masterplan, NDFs and Bradford City Plan	<p>In 2003, Alsop Architects were appointed to prepare a Masterplan for the Bradford City Centre. The Masterplan identifies four separate neighbourhoods in Bradford City Centre – The Bowl, The Channel, The Market, and The Valley. Four Neighbourhood Development Frameworks (NDFs) were produced for the four neighbourhoods. The purpose of the NDFs was to build on the aims of the Masterplan and produce a deliverable strategy and a set of projects for each neighbourhood.</p> <p>In 2012 work commenced on the Bradford City Plan. The City Plan will act as the overarching regeneration plan for the development of the city. The City Plan will be built up from previous foundations – including the City Centre Masterplan. The plan will be made up of four sub plans – people, place, prosperity and property.</p>
Bradford Local Investment Plan	<p>The LIP sets out the housing investment requirements over the next three years, and locally-agreed priorities. A formal document, agreed between the Council and the Homes and Communities Agency, it identifies both geographic and thematic priorities for housing investment across the district</p>
Shipley and/ Canal Road Corridor Strategic Development Framework Masterplan	<p>In 2010, a Strategic Development Framework (SDF) was commissioned to test the development capacity of the Corridor and to produce strategic options in support of the Shipley and Canal Road Corridor AAP process. Consultation was undertaken in 2012 on the Strategic Development Framework Options Report. Based on the strategic opportunities and constraints, consultation feedback and further testing and refinement of proposals, the SDF identified an emerging development option for the Corridor. The AAP will be informed and shaped by SDF and an associated delivery strategy.</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 District Housing Strategy and aimed at producing local frameworks for the delivery of new homes and or the improvement of existing homes and neighborhoods.</p>
Airedale Masterplan	<p>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. The Council will contribute to the delivery of specific housing or mixed use projects.</p>

APPENDIX 6 Housing Implementation and Delivery Strategy

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.
Holme Wood and Tong Neighbourhood Development Plan	Completed in January 2012. This plan sets out a range of prioritised interventions to achieve a greater quantity and quality of homes, economic prosperity, strong neighbourhoods and a quality local environment within the Holme Wood and Tong area. This area has been identified in the Core Strategy for an urban extension and is a housing and economic growth point.
Leeds – Bradford Corridor Housing Development Framework	One of a series of documents to be produced or commissioned by the Council in support of the District Housing Strategy and aimed at producing local frameworks for the delivery of new homes and or the improvement of existing homes and neighborhoods.

- 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.

1.10 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;
- Direct development of new affordable housing, for example new council housing developed at Pavilion Gardens and Beech Grove – 95 units of new housing were delivered in these areas, with further sites under development;
- Working closely in partnership with Registered Providers (RPs) to support their delivery of new affordable housing in key locations
- Support for private sector developers in accessing public funding from the HCA for unlocking stalled sites, through the Get Britain Building programme
- Delivery of specialist housing development programmes e.g. through the Great Places to Grow Old programme to develop extra-care housing.
- Utilising innovative funding mechanisms to facilitate direct development programmes, e.g. cross-subsidy models, use of prudential borrowing.

1.11 The Council is also working actively to reduce the number of empty homes and this will also contribute to increasing the available stock of homes for the district's growing population. Bradford has already seen success and progress on this issue. In 2012/13 Bradford was the third highest performer

at bringing long term empties back into use. The Council offers a range of products, including equity loans and a new grant product alongside rigorous enforcement if all incentive measures fail.

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 with regards to partnership working:

Existing mechanisms:

- Bradford District Partnership
- Bradford Housing Partnership
- Bradford Housing Association Liaison Group
- Bradford Spatial Planning Partnership
- Leeds City Region & Local Enterprise Partnership
- Bradford Property Forum
- 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 section 7 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. It indicates the trigger points for remedial management actions to be considered or put in place. These management actions will fall into four 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.

APPENDIX 6 Housing Implementation and Delivery Strategy

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	+ / - 35% of the expected delivery set out in the trajectory
Housing Delivery In Phase 2 of the LDF Plan Period	+ / - 35% 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 delivery falls to levels which threaten the delivery of the targets and objectives set out within Policy HO6:	<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 overall completions fall below acceptable levels for 3 consecutive years within the first phase of the plan period:	<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.
If the overall completions fall below acceptable levels for 3 consecutive years within phase 2 of the plan period:	<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.

Table 4 : Bradford's PDL Strategy

A STRATEGIC FRAMEWORK FOR DELIVERY OF PREVIOUSLY DEVELOPED LAND
<p>1. RAISING THE PROFILE</p> <p>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 Plan; • 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 District Housing Strategy; • The Local Investment Plan (governing the delivery priorities for affordable housing); • The Council's Economic Strategy and Local Economic Assessment. <p style="text-align: center;">▼ ▼ ▼</p>
<p>2. IDENTIFYING OPPORTUNITIES</p> <p>Further work on exploring opportunities for development within urban areas via or following 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 contributing to Neighbourhood Plans.</p> <p style="text-align: center;">▼ ▼ ▼</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 style="text-align: center;">▼ ▼ ▼</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> <p style="text-align: center;">▼ ▼ ▼</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;

Measuring performance against the PDL scenarios 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 & 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.

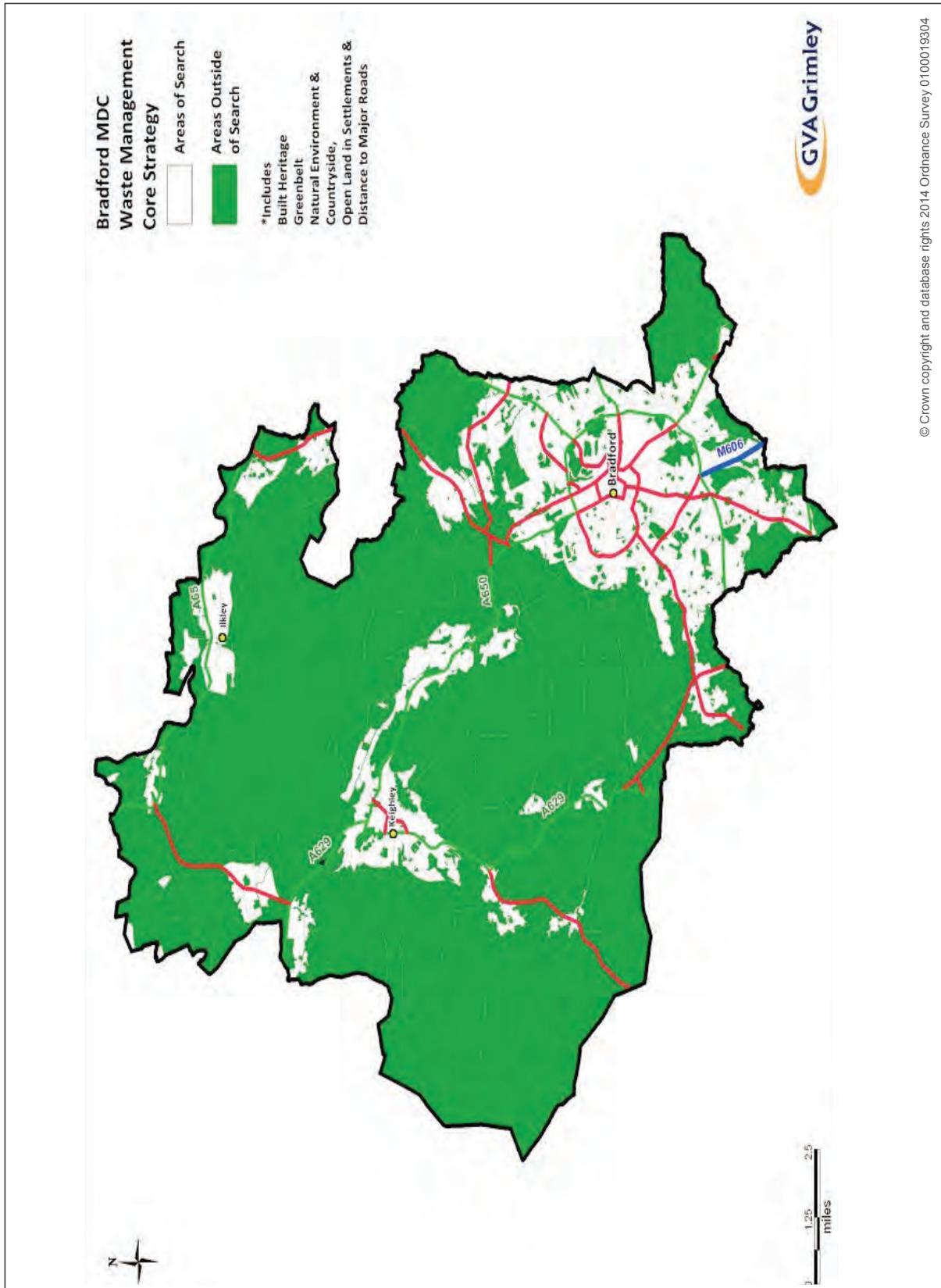
9. REVIEW OF THE DEVELOPMENT PLAN

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

Waste Management Areas of Search

APPENDIX 7 Waste Management Areas of Search



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Appendix 8

Sustainability Appraisal Objectives

Core Strategy SA Objectives

Impacts on the environment and resources	Social impacts	Economic impacts
<p>1. Ensure the prudent and efficient use of energy and natural resources and the promotion of renewable energy</p> <p>2. Minimise the growth in waste and increase the amount of waste which is re-used, recycled, and recovered</p> <p>3. Reduce the district's impact on climate change and vulnerability to its effects</p> <p>4. Safeguard and improve air, water and soil resources</p> <p>5. Conserve and enhance the internationally, nationally and locally valued wildlife species and habitats</p> <p>6. Maintain and enhance the character of natural and man made landscapes</p> <p>7. Protect and enhance historic assets and their settings</p>	<p>8. Provide the opportunity for everyone to live in quality housing which reflects individuals' needs, preferences and resources</p> <p>9. Develop and maintain an integrated and efficient transport network which maximises access whilst minimising detrimental impacts</p> <p>10. Reduce congestion and pollution by increasing transport choice and by reducing the need to travel by lorry / car</p> <p>11. Improve the quality of the built environment and make efficient use of land and buildings</p> <p>12. Improve the quality and range of services available within communities and connections to wider networks</p> <p>13. Provide social cohesion, encourage participation and improve the quality of all neighbourhoods</p> <p>14. Create good cultural, leisure and recreation activities available to all</p> <p>15. Improve safety and security for people and property</p> <p>16. Provide the conditions and services to improve health and well-being and reduce inequality to access and social care</p>	<p>17. Promote education and training opportunities which build the skills and capacity of the population</p> <p>18. Increase the number of high quality job opportunities suited to the needs of the local workforce</p> <p>19. Support investment and enterprise that respects the local character and needs of Bradford and the wider area</p>

Appendix 9

Open Space Standards

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				

Accessible Natural Greenspace Standards

Natural England developed **Accessible Natural Greenspace Standards** in the early 1990's, based on research into minimum distances people would travel to the natural environment. The standards were reviewed in 2008 and it was concluded that they were still useful.

ANGSt recommends that everyone, wherever they live, should have accessible natural greenspace:

- of at least 2 hectares in size, no more than 300 metres (5 minutes walk) from home;
- at least one accessible 20 hectare site within two kilometre of home;
- one accessible 100 hectare site within five kilometres of home; and
- one accessible 500 hectare site within ten kilometres of home; plus
- a minimum of one hectare of statutory Local Nature Reserves per thousand population.

Appendix 10

Spatial Vision and Strategic Objectives - Expected Outcomes

APPENDIX 10 Spatial Vision and Strategic Objectives Expected Outcomes

Spatial Vision and Strategic Objectives – Expected Outcomes by end of Plan Period (2030)

Outcomes by end of Plan Period (2030)	Contextual Indicators	Method of Monitoring
		Key Plan Indicators and Infrastructure Delivery Plan (IDP)
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 level	IND1(EJ) IND2(EJ) IND5(H)
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	IND1(EJ) IND2(EJ) IND3(TM) IND4(TM) IND5(H) IND6(H)
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	IND5(H) IND6(H) IND8(EV) IND9(EV) IND10(EV) IDP
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	IND5(H) IND6(H) IND23(EV)
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	IND1(EJ) IND2(EJ) IDP
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	IND1(EJ) IND2(EJ) IDP

APPENDIX 10 Spatial Vision and Strategic Objectives Expected Outcomes

<p>The role and image of Bradford City Centre has been promoted, managed and developed as a regionally significant business, commercial, shopping, civic and cultural area.</p>	<p>Sectoral change Education & skill levels Business start ups Unemployment Income levels Index of sustainable economic well-being</p>	<p>IND2(EJ)</p>
<p>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.</p>	<p>Sectoral change Basic skills Education & skill levels Business start ups Unemployment Income levels Index of sustainable economic well-being</p>	<p>IND1(EJ) IDP</p>
<p>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.</p>	<p>Traffic volume Transport use Access to services Accident statistics</p>	<p>IND3(TM) IND4(TM) IDP</p>
<p>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.</p>	<p>Unemployment Basic skills Workforce skills & training Culture Health Deprivation Crime Community well-being Race and faith relations Sport and physical activity</p>	<p>IND1(EJ) IND2(EJ) IND5(H) IND6(H) IND8(EV) IND9(EV) IND10(EV) IDP</p>
<p>Creation of clean, safe, sustainable, attractive and accessible built and natural environment in order to foster a sense of civic pride and responsibility.</p>	<p>Air Quality Crime Community well-being</p>	<p>IND8(EV) IND9(EV) IND10(EV) IND23(EV)</p>
<p>Safeguarding, enhancement and promotion of the diverse historic built and natural heritage of the District which has helped reinforce the local distinctiveness of places.</p>	<p>Urban regeneration Rural renaissance</p>	<p>IND8(EV) IND9(EV) IND10(EV) IND11(EV) IND12(EV) IND23(EV)</p>
<p>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>	<p>Greenhouse gas emissions Air quality Water quality Annual temperature & rainfall Woodland cover Ecological footprint Local sites in active management Wild bird population</p>	<p>IND13(EV) IND14(EV) IND15(EV) IND16(EV) IND17(EV)</p>

APPENDIX 10 Spatial Vision and Strategic Objectives Expected Outcomes

<p>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.</p>	<p>Community well being Health Sport and physical activity Transport use Access to services</p>	<p>IND4(TM) IND8(EV) IND9(EV) IND10(EV)</p>
<p>Safeguarding and management of the District's South Pennine Moors Special Protection Area and biodiversity assets through careful landscape, woodland and waterways management.</p>	<p>Water quality Annual temperature & rainfall Woodland cover Ecological footprint Local sites in active management Wild bird population</p>	<p>IND8(EV) IND9(EV) IND10(EV)</p>
<p>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</p>	<p>Ecological footprint Local sites in active management</p>	<p>IND8(EV) IND9(EV) IND10(EV) IND13(EV) IND17(EV) IND19(EV) IND20(EV) IND21(EV) IND22(EV)</p>

Appendix 11

Species of International, National and Local Importance

APPENDIX 11 Species of International, National and Local Importance

Species of international, national and local importance include species covered by the following legislation and policies:

- Annex 1 of the Birds Directive 79/409/EEC (birds)
- Annex IV of the Habitats Directive 92/43/EEC (wild animals - especially bats, otters and great crested newts)
- Wildlife and Countryside Act 1981 (as amended) Schedule 1 (birds)
- Wildlife and Countryside Act 1981 (as amended) Schedule 5 (wild animals - especially water voles; otters and white-clawed crayfish)
- Wildlife and Countryside Act 1981 (as amended) Schedule 8 (plants)
- Badgers (Protection of Badgers Act 1992)
- RSPB Birds of Conservation Concern – Red and Amber Lists
- Red Data Book Species - plants, vertebrates and invertebrates
- UK Biodiversity Action Plan Species (NB not all species occur in Bradford District)
- Bradford (Draft) Local Biodiversity Action Plan Species

Important habitats are defined as UK BAP habitats that occur in Bradford as set out in bold capitals in the table below and local BAP habitats. Full descriptions of the UK BAP habitats are available on the UK BAP priority habitats website. Important habitats also include in-bye grassland, which is a specific habitat associated with the moorland fringes of the uplands.

Blanket Bog	Lowland Raised Bog	Upland Hay Meadows
HEDGEROWS	Open Mosaic Habitats on Previously Developed Land	Upland Heathland
Lowland Dry Acid Grassland	Ponds (Canals & Reservoirs)	Upland Mixed Ashwoods
Lowland Fens	Reed Beds	UPLAND OAKWOODS
Lowland Heathland	RIVERS	Wet Woodland
Lowland Meadows	Traditional Orchards	Wood Pasture and Parkland
Lowland Mixed Deciduous Woodland	Upland Flushes, Fens and Swamps	

Appendix 12

Habitat Creation Targets

Indicative Habitat creation and restoration potential by National Character Area - Natural England July 2013

NATIONAL CHARACTER AREA							NCA's in CBMC Total Target
South Pennines	Yorkshire Southern Pennines Fringe	Notts, Yorks & Derbyshire Coalfield	Yorkshire Dales	Pennine Dales Fringe			
National Character Area No	NCA 36	NCA 37	NCA 38	NCA 21	NCA 22		
Approx % of Bradford District area	60%	20%	18%	1%	<1%		
CBMC as % of NCA (approx)	20%	10%	5%	0.1%	<0.1%		
HABITAT	Ha	Ha	Ha	Ha	Ha		
Lowland wood pasture & parkland	105				105		210 ha
Traditional orchards		30	55		40		125 ha
Hedgerows			25 km		20 km		45km
Ponds		15 no	25 no		20 no		60no
Lowland heathland	50	30	25				105 ha
Lowland dry acid grassland		35	215				250 ha
Lowland meadows	35	10	70	70	70		255 ha
Purple moor grass & rush pasture	70			70			140 ha
Upland hay meadows				85			85 ha
Upland heathland	90			90			180 ha
Upland flushes, swamp & fen	80			80	60		220 ha
Lowland fen			35	50			85 ha
Native woodland (indicative targets not included in NCA breakdowns above)	Yorkshire & Humberside regional target of 7194 ha creation by 2015 = c.150 ha as Bradford's contribution based on 2% of YH area. Existing resource in Bradford: Upland Oak Woodland >15 ha Upland Mixed Ashwoods >31 ha Wet Woodland > 5 ha						

**Suggested 2020 targets for Habitat Creation and Restoration
(Based on Indicative Habitat Creation & Restoration Potential by National
Character Area – Natural England July 2013)**

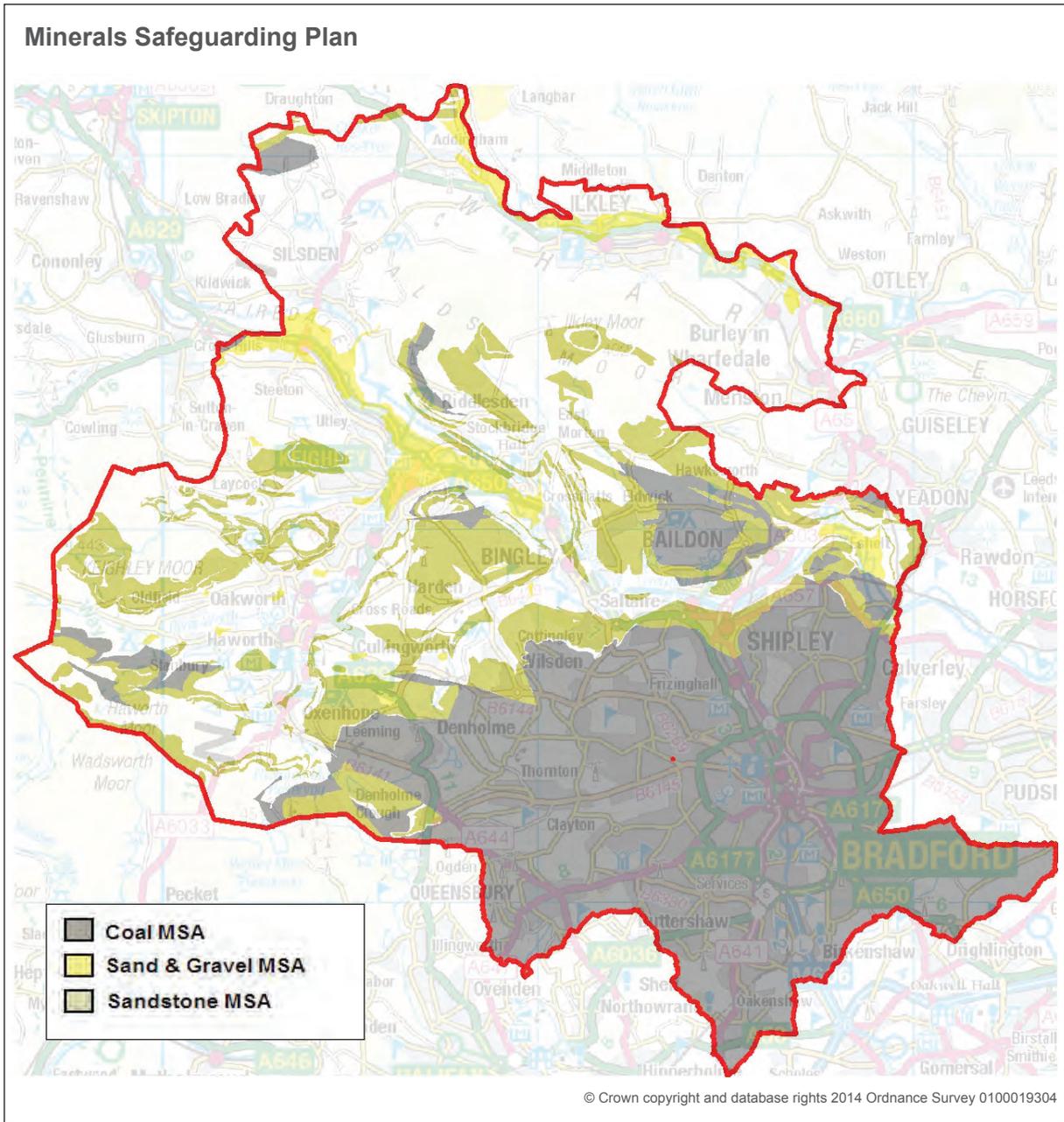
Lowland wood pasture & parkland	21 ha	
Traditional orchards	6 ha	
Hedgerows	1.25 km	
Ponds (>500m ²)	3 no	
Lowland heathland	18 ha	
Lowland dry acid grassland	14.25 ha	
Lowland meadows	12 ha	
Purple moor grass & rush pasture	14 ha	
Upland hay meadows	negligible	
Upland heathland	18 ha	
Upland flushes, swamp & fen	17 ha	
Lowland fen	1.8 ha	
Upland oak woodland	40 ha	150 ha
Upland mixed ash woodland	10 ha	
Wet woodland	20 ha	
Deciduous woodland	70 ha	
Coniferous woodland	10 ha	

APPENDIX 12 Habitat Creation Targets

Appendix 13

Minerals Safeguarding Plan

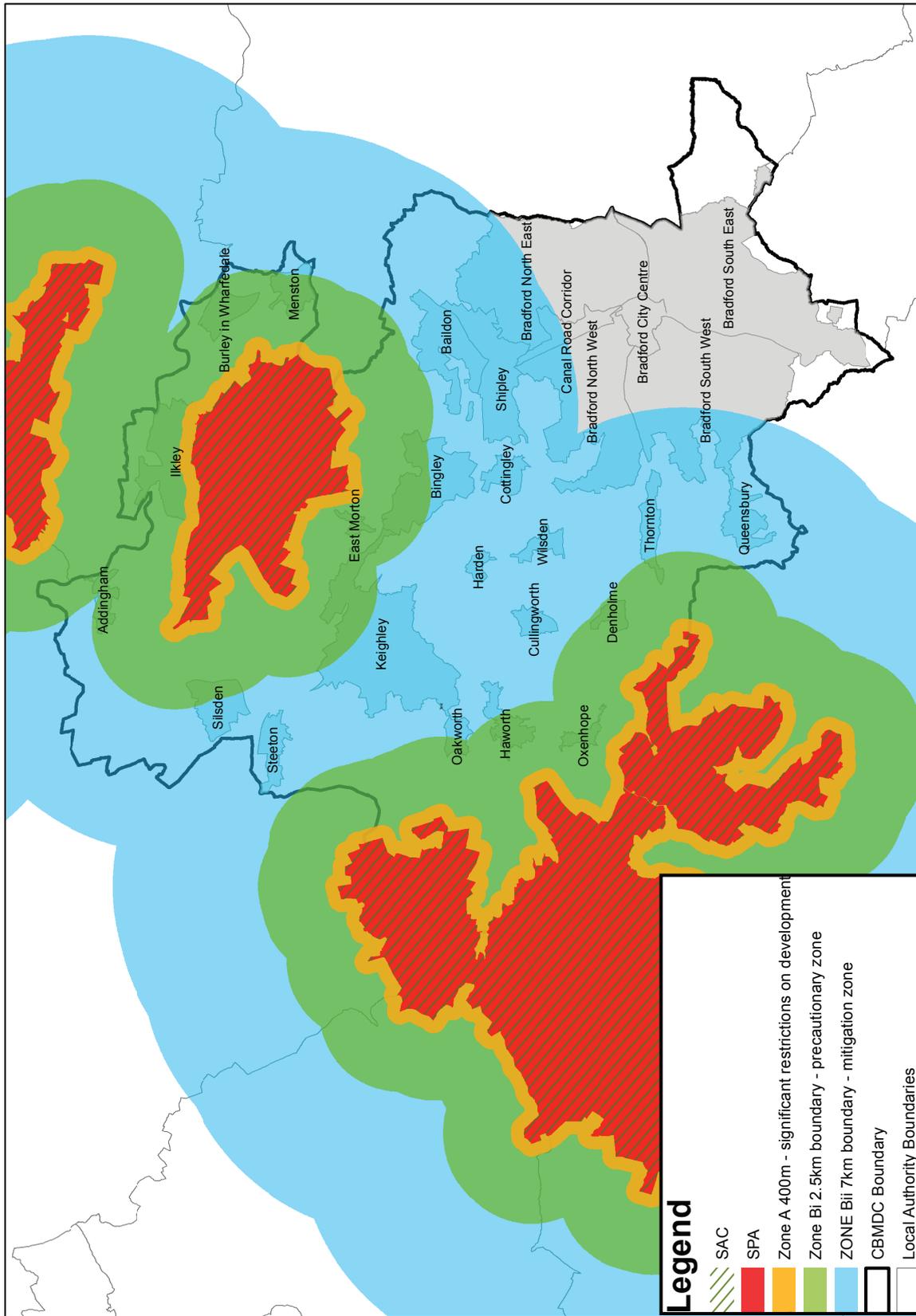
APPENDIX 13 Minerals Safeguarding Map



Appendix 14

South Pennine Moors Zones of Influence

SC8 - The South Pennine Moors Zones of Influence



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