



Strategic Land Assessment (SLA) v.5

2026

IMPORTANT INFORMATION

The base date of this study is 1st April 2025 to align with the start of the Local Plan period and contains information on multiple sites, some with current residential planning permissions in place, including those where development has started. The Councils interim 5-year housing supply report has been published separately.

For an analysis of site achievability in the short, medium and longer term this should refer to the Site Assessment Methodology and its outputs which has an expanded the role in the consideration of site viability and delivery. The SLA does not rule out any site on the basis of achievability as part of the stage 1 site assessment.

The identification of a site as generally suitable does not imply that it will necessarily become an allocation in the Local Plan or that planning permission will be granted if a planning application is submitted. Sites will continue to be assessed under the relevant local planning policies and national policy.

The study includes potential sites of 0.20ha and above. Smaller sites (infill) which fall below this threshold and other sites as yet unidentified (windfall) are expected to continue to come forward over time and further studies will consider these also.

An allowance for windfall and infill has been applied to the housing requirement calculation with the expectation that these will continue to come forward through the usual planning processes.

Contents

1. Introduction	1
2 . Background	1
National Guidance	
The Local Plan	
Structure of the Report	
3. The Assessment	5
Suitability	
Availability	
Achievability	
Forecasting the number of homes	
4. Employment Land	17
5. Conclusions	19

1. Introduction

- 1.1 This 2026 update of the Strategic Land Assessment refreshes the previous published versions dating back from 2011 (SHLAA1). The second update (SHLAA3) published in 2015, helped to define the housing targets set out in the Core Strategy which was adopted in 2017. It confirmed that there was a sufficient supply of land to meet the housing requirement set out in the Core Strategy but that many of the sites had environmental or physical constraints which would impede delivery. The third update – SLA 4 informed and accompanied the Local Plan Regulation consultation in 2021.
- 1.2 The role of the SLA is as a technical study to determine the theoretical potential of sites in the district for future housing and employment development. This means undertaking an initial assessment of land which is generally capable of being able to accommodate development but does not decide whether this land should be allocated.
- 1.3 The last update as noted above, was published as part of the evidence base for the emerging Local Plan (Regulation 18). Its purpose was to support the decisions taken in the draft (emerging) Local Plan with regard to housing and employment allocations. The close relationship with the draft plan meant that more in depth analysis was undertaken which resulted in many sites being ruled out as rejected options.
- 1.4 In contrast, this current version returns to its main strategic function being to identify sites and broad locations which are generally suitable and available for development and calculate the potential housing supply which could be generated. There is also a section on employment sites. It should be read in conjunction with the **Site Assessment Methodology** which sets out how the Council have assessed the wider remit of site constraints and other issues to determine the sites identified for the Local Plan and the **Rejected sites paper**.

2. Background

National Guidance

- 2.1 The Government's expectation is that all Local Planning Authorities should put in place an up-to-date Local Plan which determines the appropriate requirements for development and the purpose of an assessment of the current land supply is to determine whether this is possible.
- 2.2 The Government places great importance, on boosting the supply of housing and in order to achieve this, Local Planning Authorities need to ensure, that there is, at all times an adequate supply of suitable, available and developable sites. It must also take steps to ensure enough land is provided to ensure a 5-year supply of deliverable housing sites. Local Planning Authorities must also consider the land needs for future economic growth and plan accordingly.

The Local Plan

- 2.3 In the summer of 2019, the Council began a partial review of the adopted Core Strategy (2017). This was undertaken in response to changes in Government guidance on how the housing requirement should be calculated - commonly referred to as the standard method. The draft Local Plan (2020-2038) was then published for consultation (February 2021) which generated a significant number of representations and was further followed by triggered new technical evidence. Further changes to national policy and guidance have been issued in consideration of housing needs and standard method calculations and the Local Plan now covers a revised Plan period covering 2025-2043.
- 2.4 The Government's approach to determining annual housing need – the latest Standard Method for 2026, gives a figure of 1,872 homes per annum which is a slight increase on 2025 of 1,845 (year 1 of the plan) which equates to a minimum Local Plan requirement of **33,669 homes** for the period 2025-2043.

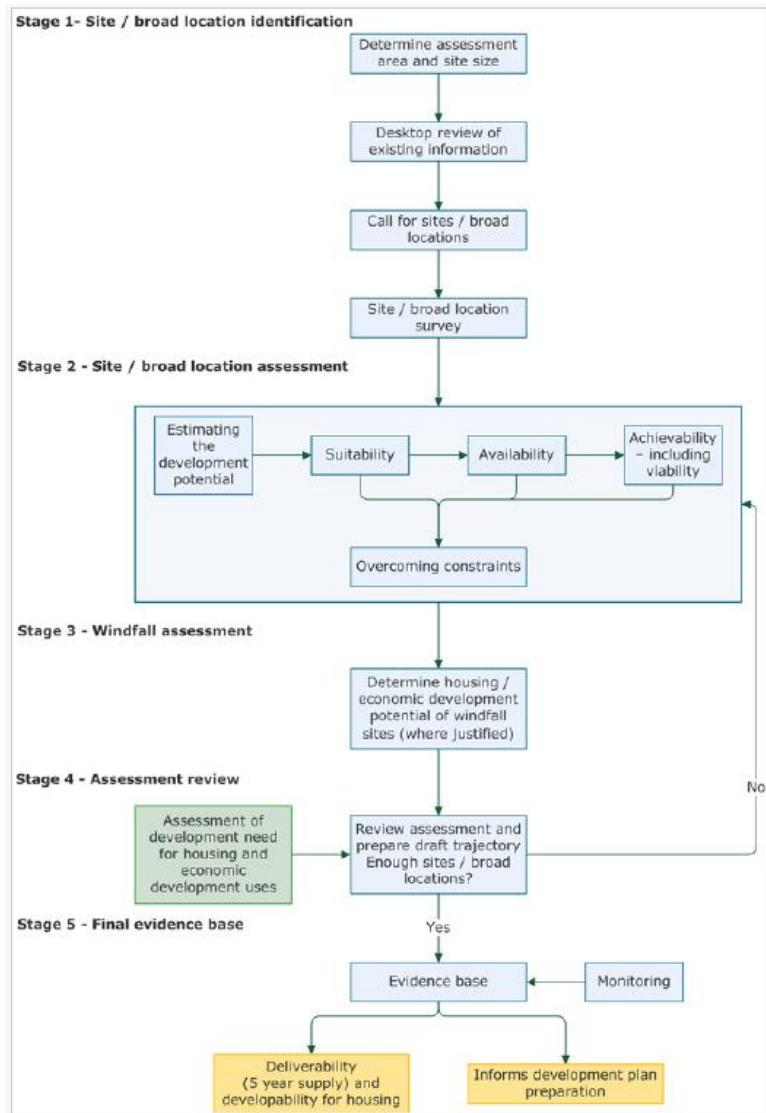
Structure of the Report

- 2.6 The report is set out as follows:
- Information on the range of sites considered and site assessment process.
 - The assumptions used to calculate the potential district supply.
 - The aggregated picture of the potential land supply, separated as sites within the urban area and those in the current adopted green belt for each settlement.
 - Conclusion.
- 2.7 Not included in this assessment is the most recent 5year housing land supply statement. This is published separately with a base date of 1st April 2025.

3. The Assessment - Housing

- 3.1 The SLA assessment generally follows the [national planning guidance](#) on method and stages which is set out below in **Figure 1**.

Figure 1: Assessment Stages



Stage 1: Site / Broad Locations

- 3.2 The defined assessment area is the administrative boundary of the Bradford District and the individual settlements are now defined by an updated settlement hierarchy. Each urban area has a defined settlement edge with Green Belt beyond and the study has considered sites within each settlement and on their peripheries. Sites not directly attached to the settlement boundaries have been assessed and reported according to the settlement closest to the site. This includes where a site may lie in a village “washed over” by Green Belt. The consideration of sites in the Green Belt as having development potential does not imply the selection of these sites in the Local Plan.

- 3.3 Land availability assessment is an on-going process and can best be described, as a process of pooling, from a variety of sources, all known potential sites at a particular point in time to determine the appropriateness of future development. The outcome of this study essentially comprises the Stage 1 element the Local Plan Site Assessment process.
- 3.4 The Council has undertaken multiple general call for sites over many years and often in parallel to plan making stages. The last general Call for Sites exercise for housing, employment and other land uses closed on 31st March 2024, although a very small number of sites were submitted after this date. A further technical call for sites for mineral, waste and Gypsy and Traveller sites was undertaken in October / November 2025.
- 3.5 The overall sources of sites collated within the SLA includes:
- Former (unimplemented) development plan (Replacement Unitary Development Plan) allocations.
 - Remaining/unimplemented Bradford City Centre and Canal Road Corridor Area Action Plan sites allocations
 - Historic database of Strategic Housing Land Availability Assessment (SHLAA) listed sites.
 - Sites with planning permission and extracted from the Council's Employment and Housing Land Registers.
 - Review of brownfield register sites.
 - Call for Site submissions – the Council have issued previous calls for sites as part of preparing the Local Plan and received many submissions from landowners, developers, agents, local groups/organisations and members of the public. To date, three Call for Sites exercises have been undertaken:
 - A) May 2016 - as part of the Issues & Options consultation on the Allocations DPD.
 - B) February/March 2021 - as part of the consultation on Regulation 18 (Preferred Options) version of the Local Plan. This technically remained open until 31 March 2024.
 - C) October/November 2025 – a technical Call for Sites exercise covering sites for mineral extraction, processing or transportation, sites for waste disposal and recycling, and sites for Gypsy and Traveller and Travelling Showpeople accommodation.
 - Sites submitted to the Council on an informal basis.
 - Site survey work and empty homes data.
 - Development Frameworks, City Housing Capacity Study, master plans and neighbourhood plans.

- Council asset review – land or buildings which the Council considers are surplus to requirements.
 - Other known public estate sites
 - Urban Capacity Study (data to 1 March 2023).
 - Employment Land Review (ELR)
- 3.6 Site information is inputted in the Council's SLA database and included as a mapping layer on the Council's GIS system. The mapping software also includes an extensive and advanced set of digital data including constraints information. The ratification of sites data is through use of the GIS software and professional knowledge. Compiled site information is in accordance with national planning policy guidance (Paragraph: 015 Reference ID: 3-015-20190722).

Stage 2: Site / Broad Location Assessment

Understanding Development Potential

- 3.7 National Planning Policy Guidance (NPPG) states that assessments should consider sites capable of delivering 5 or more homes. For economic development on sites, the threshold is 0.25ha (or 500 square metres of floorspace) and above. Taking the Core Strategy minimum density requirement of 30 dwellings per hectare (dpha) suggests a site size threshold of 0.17ha.
- 3.8 The Local Plan has however defined the minimum site size for allocations slightly higher at 0.20ha with a higher minimum site density (35 dpha net) – it does not allocate sites lower than this irrespective of some sites having the potential for a higher number of homes. Instead, sites below this level are defined as infill (small windfall).

Suitability of Sites

- 3.9 Current detailed planning commitments are automatically assessed as suitable, available and generally considered to be deliverable within the short term. **Table 1** below shows the current development potential by settlement from sites with the benefit of planning permission in place at 31st March 2025 from all site sizes. These are shown as the number of homes remaining from partly developed sites and those yet to start.

Table 1: Total homes from sites with planning approval in place at 31/3/25¹

	Potential from under construction sites	Potential from Sites with detailed permissions
Regional City (Tier 1)	3,395	1,235
City Centre	481	764
Bradford NE	1,358	185
Bradford NW	517	90
Bradford SE	463	28
Bradford SW	260	107
Shipley	316	61
Towns (Tier 2)	927	404
Bingley	332	37
Ilkley	70	26
Keighley	380	187
Baildon	105	6
Queensbury	4	4
Silsden	36	144
Villages (Tier 3)	873	113
Burley in W.	476	1
Menston	117	6
Steeton	23	1
Thornton	165	27
Cottingley	11	4
Haworth	14	0
Addingham	0	0
Cullingworth	37	2
Denholme	23	20
Oakworth	3	5
Wilsden	4	47
Villages (Tier 4)	13	8
East Morton	0	3
Harden	4	0
Oxenhope	9	5
MDS	0	52
MDS1	0	52

¹ It should be noted that the table refers only to permissions in place at 31st March 2025. MDS refers to Major Developed Site in the Green Belt – technically status is resolved to grant at base date.

DISTRICT TOTAL	5,208	1,812
---------------------------	--------------	--------------

3.10 All other sites without permissions in place were assessed to determine in the first instance, whether they could be considered suitable for development with unsuitable sites excluded from further assessment. The original full site boundaries as submitted by site promoters and identified from other sources were considered. The factors considered in the assessment of suitability were as follows:

1. If located in the Green Belt - whether the site was considered to be contiguous with the built-up area or capable alongside other sites of forming a larger area². Remote sites were automatically assessed as not suitable
2. Whether the site would impact on any of the following national wildlife constraints SSSI's/ SPA's and SAC's or whether development of the site would have a severe impact on; nationally or internationally designated heritage assets such as a Class 1 Archaeological Area
3. Whether there are any substantive environmental constraints to preclude development such as; flood risk in particular sites lying in flood zones 3; location of hazardous activities which would rule the site as an unacceptable location for new homes (e.g. HSE installation zones and pipelines)
4. Site size - Whether the site met the Local Plan threshold of 0.20ha

3.11 Where a site did not meet any of these criteria or was not highlighted as being completed, committed (i.e. with planning permission or under construction), or unavailable. It was rejected at this point in the process. Sites that met the criteria were viewed as being available and carried forward for more detailed assessment.

Availability

3.12 Site availability is predominantly determined by the landowner's intentions. A site is considered to be available when it is based on the best information - there is no reason to exclude it from further consideration. This has included information provided to the Council via the call for sites processes and officer knowledge of current site availability for sites identified from other sources.

3.13 Further engagement with landowners was undertaken as part of the more detailed site assessment work following this SLA to update the site information picture for the Local Plan to provide a more up to date site evidence base.

² This has been widened out since the previous SHLAAs to align with the stage 1 assessment component of the Local Plan Site Assessment methodology

Achievability

- 3.14 Previous SLA studies assessed site achievability for development through a combination of survey and a review of desktop information. They also considered the views of market representatives to draw conclusions. To determine whether a site is achievable issues such as active marketing and/or promotion by a landowner or agent or developer is a good starting point. More importantly, matters including access, topography, ground conditions and other constraints together with overall impact were also considered.
- 3.15 Rather than a general assessment of 'achievability' in the SLA these elements have been covered in the more detailed site assessment work for those sites not excluded on suitability or availability grounds. No sites within the SLA have therefore been excluded on the basis of general 'achievability'. Further work on site viability also forms part of the Local Plan evidence base.

Summary - Outputs

- 3.16 A total of 1,678 sites (1,527 for residential; 151 for employment) were considered at this stage. A total of 857 sites were excluded (**see Table 2**, below) resulting in 821 sites being taken forward into the subsequent stages of the site assessment methodology.

Table 2: Summary of SLA (Stage 1) Outcomes

Proposed Use	Number of Sites Screened	Number of Sites Excluded	Number of Sites Taken Forward
Residential	1,527	785*	742
Employment	151	72	79
Totals	1,678	857	821

* Includes sites which were completed pre 2020 and part sites

- 3.17 It is possible that the status of such sites could change – for example changes to policy designations, changes in ownership circumstances etc. and therefore the potential to reinstate these sites into the assessment process will be kept under review. Some but not all the information required for this screening process will come from updates to the SLA, ELR and annual monitoring reports.

Stage 3: Windfall Assessment

- 3.18 Not all new development is planned or can be foreseen for the full extent of a Plan period and as a consequence a windfall allowance may be justified in the anticipated supply if a local planning authority has compelling evidence as set out in paragraph 70 of the NPPF. Garden development cannot be considered.
- 3.19 Local planning authorities also have the ability to identify broad locations in years 6-15, which could include a windfall allowance (using the same criteria).
- 3.20 Windfall is the term used for the development of homes on land which has not been specifically identified as part of the development plan process. These developments include; larger previously developed sites and buildings which have come forward since the base date of the plan, smaller infill plots in the urban areas and the subdivision of larger residential homes into smaller flatted units (Conversions).
- 3.21 **Table 3** below shows the rate of windfall completions across a 5-year period (2020 to 2025). It shows that windfall completions as a percentage of all completions averaged 52% of all development over this period.

Table 3: Number of homes delivered annually on Windfall sites (net) (2020-2025)

Year	All homes completed (net)	Total which was Windfall (all types) (net)	% Windfall
2020/21	522	203	39
2021/22	1,325	656	50
2022/23	1,044	490	47
2023/24	1,392	745	54
2024/25	1,311	791	60
Totals (average)	5,594	2,885 (577)	52

- 3.22 **Table 4** illustrates net windfall completions by size between 2020 and 2025. Small are defined as less than 0.20ha and large defined as greater than or equal to 0.20ha, the plan site threshold. Development in gardens have been excluded. The evidence shows that the largest proportion of windfall has come from small sites with an average over the 5 year period of 350 per annum.

Table 4: Proportion of homes delivered as windfall on small and large sites

Year	Windfall Large (≥ 0.20 ha)	Windfall Small (< 0.20 ha)	Totals	% Large	% Small
2020/21	164	25	189	87	13
2021/22	232	390	622	37	63
2022/23	172	293	465	37	63
2023/24	252	469	721	35	65
2024/25	201	574	775	26	74
Totals	1021	1751	2772		
Average	204	350		37	63

3.23 **Table 5** shows net completions delivered by development type. The largest group are new build properties, with changes of use being another significant source.

Table 5: Net homes by development type

Type of windfall built 2020-25	Total built	5 Year Average
New Build net (excl. gardens)	1,224	245
Conversions	247	49
Change of use	1,257	44
Other	44	9
(Totals)	(2772)	

3.24 The data shows that across the study period the delivery of windfall has been significant particularly from sites below 0.20ha, specifically from new build and changes of use, hence differentiating between small and large site windfall is an important comparison to make.

3.25 While the empirical evidence indicates that a windfall estimate of 350 per annum is considered reasonable, the forecast also needs to be considered within the context of a changing development environment. Future trends and directions for local planning indicate a move towards a further intensification of brownfield regeneration in major parts of Bradford District including the City Centre, Shipley and Keighley. New strategic scale transport infrastructure is being planned particularly for the City

Centre, which together with improvements in the public realm and shopping environment will drive up the delivery of new opportunities in underused buildings and bring forward new small sites. Within this context as series of Regeneration Areas have been identified in the future supply as broad locations for growth from year 6 of the current baseline of this report.

3.26 The implications for windfall forecasting are two-fold:

- There is likely to be an uplift in windfall within Regeneration Areas to supplement other forms of land supply.
- Windfall outside of Regeneration Areas may need to apply a reduced rate to historic trend analysis – particularly if it has been informed historically by urban area data.

Within this context it is considered appropriate to apply a lower windfall level of 250 per annum – mainly to account for windfall estimates outside the Regeneration Areas and a higher Regeneration Areas Allowance for key locations which are likely to benefit from an uplift in small sites windfall not counted within current supply forecasts plus other development site options and conversions depending upon the specific characteristics of the Regeneration Zone.

3.27 The case for a windfall allowance within the Local Plan is further detailed within the Housing Technical Paper.

3.28 For completeness, sites assessed in the SLA at the higher threshold of 0.2ha include:

- Sites with planning approval in place at 31st March 2025, including those under construction.
- Sites with previous planning permission which have expired.
- Undeveloped sites identified in the RUDP and AAPs for housing, safeguarded land and employment development.
- Other vacant and underused land identified by officers from site work including from the latest urban capacity study.
Council owned sites identified as surplus to requirements.
- Sites submitted for consideration by landowners, site promoters and the local community through various call for site exercises.

Stages 4/5: Forecasting the potential number of homes

3.29 National policy requirements highlight the importance of making the best use of land and the housing need in the district, means that decisions on planning applications need to be made on the principle of avoiding homes being developed at low densities. Determining the number of homes which can realistically be developed on a site or the type of development appropriate is difficult to predict.

3.30 The first SHLAA and its updates, applied one of four density multipliers with an upper and lower range. **Table 6** below shows the four multipliers

used for the previous SHLAAs and the circumstances/locations where these should be applied. These multipliers were applied to each of the 722 retained sites to determine a potential development yield in each case. It should be noted that this is not fully align with the approach taken in the Local Plan.

Table 6: SHLAA / SLA - Standard Density Multipliers

Density Category	Description
Low (30-40) 35 units per hectare avg	Sites considered most appropriate for family homes, within and on the edge of the urban area and rural locations
Medium (41-50) 45 units per hectare avg	Sites within the urban area with good access to local facilities and transport. These sites are most suitable for mixed schemes which may include smaller family homes, elderly accommodation and some low-rise apartments.
Medium/high (51-99) 75 units per hectare avg	Sites within areas which are or will be subject to master planning proposals. It also includes sites in particularly accessible locations where a mix of densities would be most likely to include both apartments and other family housing as part of the mixed character of the area.
High (100-250) 175 units per hectare avg	Sites which may also include buildings ripe for conversion to apartments. These sites predominantly lie in the city and town centres, but also on specific types of sites where this form of development has been promoted in masterplans or, in early discussions with the Council as the form of development appropriate for the site.

- 3.31 Sites are not always 100% developed. Larger sites in particular often require site infrastructure such as new road and communal open spaces not normally required for small sites. As a consequence before calculating potential development yield the SLA uses the assumptions set out in **Table 7** below. These assumptions have then been applied to calculate a net developable site area and have been tested against past permissions to ensure this standardised approach is justified. The Local Plan has also used this established principal in most cases. The calculation used to generate the expected number of homes takes density category and calculates it by net developable area to arrive at a net yield for each site.

Table 7: Gross to net ratios

Site Size	Assumed Net ratio
< 0.4 hectares	100% of gross site area applied
0.4 – 2 hectares	90% of gross site area applied

Over 2 hectares	75% of gross site area applied
-----------------	--------------------------------

- 3.32 **Table 8** shows the total land supply position in each settlement by type and location, after initial filtering. It has been calculated using the broad density multipliers and net site ratio expectations set out in **Tables 6 and 7** above, before further assessment undertaken for the Local Plan. This includes the potential from full SLA sites not those adjusted or revised for Local Plan allocation.

Table 8: Summary of Potential Supply

	Potential from Permissioned sites	Land Outside Settlement Boundaries	Potential Urban Supply		Total
			PDL	Greenfield	
Regional City (Tier 1)	4,630	12,933	7,188	5,134	29,885
City Centre	1,245	0	3,002	200	4,447
Bradford NE	1,543	516	890	893	3,842
Bradford NW	607	3,936	1,516	833	6,892
Bradford SE	491	5,829	561	985	7,866
Bradford SW	367	1,957	677	1,696	4,697
Shipley	377	695	542	527	2,141
Towns (Tier 2)	1,331	10,104	1,032	4,302	16,769
Bingley	369	1,088	73	513	2043
Ilkley	96	1,499	0	163	1758
Keighley	567	3,736	827	1,895	7025
Baildon	111	832	37	320	1300
Queensbury	8	2,064	30	51	2153
Silsden	180	885	65	1,360	2490
Villages (Tier 3)	986	10,919	231	1,682	13,818
Burley in W.	477	1,122	0	50	1649
Menston	123	2,027	9	0	2159
Steeton	24	916	39	187	1166
Thornton	192	1,026	61	392	1671
Addingham	0	1,066	26	202	1294
Cottingley	15	980	0	0	995
Cullingworth	39	613	81	0	733
Denholme	43	269	0	195	507
Haworth	14	695	0	528	1237
Oakworth	8	951	0	76	1035
Wilsden	51	1,254	15	52	1372
Villages (Tier 4)	21	1,078	0	152	1,251
East Morton	3	542	0	63	608
Harden	4	307	0	29	340
Oxenhope	14	229	0	60	303
MDS	52				52
MDS1	52				52

DISTRICT TOTAL	7,020	35,034	8,451	11,270	61,775
---------------------------	--------------	---------------	--------------	---------------	---------------

- 3.33 As illustrated in **Table 8**, the highly theoretical land supply based upon the application of the SLA methodology as applied in this report is in the region of 61,775. Almost 57% of the SLA calculated yield is based upon land outside of settlements (Green Belt). The SLA 4 (2021) which applied a different methodology more closely aligned to site assessment methodology calculated a total suitable district housing land supply as at 31st March 2020 of 33,466.

4. Employment Land

- 4.1 The Council has undertaken a comprehensive review of the employment land base within the District. The main original sources of employment land supply are derived from the following:
- RUDP employment sites and sites collated for Regulation 18 Local Plan.
 - Sites evaluated through the SLA as inappropriate for residential.
 - Sites identified through area reviews / searches as potentially suitable for employment uses.
 - Sites submitted to the Council through call for sites and at plan consultations stages.
 - Employment monitoring database.
- 4.2 The employment land database includes 159 entries with an estimated gross site area of 584ha. There are a number of important considerations in defining employment land – one of which includes the concept of ‘additionality’. Land which can appear underutilised or vacant may be used for uses including open storage and provide a valuable space for local businesses but do not necessarily present a high value and high employment generating employment use. These types of sites have not been considered additional to currently available employment land.
- 4.3 The changing character of local areas through the loss of employment land to other uses (residential primarily) and the obsolete nature of some former employment sites for modern operational purposes has been further considered in defining the realistic base employment land supply within the District. Some of these sites and areas within the wider urban context may be more suitable for residential and other uses. In some cases, development has also occurred which leaves pockets of potential employment land below the SLA threshold of 0.25ha.
- 4.4 When considering suitability for employment uses the SLA has continued to focus upon:
- The extent of substantive environmental and heritage constraints and whether the site is affected by ecological constraints.
 - Physical limitations of the site – ideally looking for relatively flat development platforms.
 - Suitable access for larger vehicles and high-volume vehicle movement
 - Relationship of the site to neighbouring uses including sensitive uses including residential and schools and nearby business clusters / estates.
 - Landscape and environmental buffers and layout considerations.
 - Proximity of the site to public transport corridors and connections for ease of access.

- 4.5 **Table 9** below sets out a summary of the number of sites that have been excluded at SLA stage and rationale.

Table 9: Excluded SLA sites

Number of Sites	SLA Consideration	SLA Red flags
1	Suitability	Site access constraints
46	Suitability	Multiple red flagged environmental constraints
8	Suitability and Achievability	Abnormal development costs and multiple environmental constraints
1	Availability	Alternative uses
56		

- 4.6 Sites which have not been discounted at the SLA excluded stage have been subject to detailed site assessment as set out in the Site Assessment Methodology. Part B of the Methodology Report also includes details of rejected employment sites and reasons for rejection at this more technically detailed stage.

5. Conclusions

- 5.1 **Table 8** illustrates that there is sufficient theoretical land supply of housing land across the district of SLA assessed 'suitable and available land' to meet the Local Plan housing requirement of 33,669 across the plan period. This assessment however as noted previously does not include an assessment of general 'achievability' which has been addressed in more detail through the detailed site assessment process.
- 5.2 The SLA should also be read in conjunction with the Site Assessment Methodology and Rejected Sites Paper and Settlement Study with supporting appendices detailing key constraints and opportunities.

SLA Settlement Maps – To Follow

