



Agenda for a meeting of the Executive to be held on Tuesday, 20 June 2017 at 2.00 pm in Committee Room 1 - City Hall, Bradford

Members of the Executive – Councillors

LABOUR
Hinchcliffe (Chair)
V Slater
I Khan
Ross-Shaw
Ferriby
Jabar

Notes:

- This agenda can be made available in Braille, large print or tape format on request by contacting the Agenda contact shown below.
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- If any further information is required about any item on this agenda, please contact the officer named at the foot of that agenda item.

From:

Parveen Akhtar

City Solicitor

Agenda Contact: Jill Bell / Yusuf Patel

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To:



A. PROCEDURAL ITEMS

1. DISCLOSURES OF INTEREST

(Members Code of Conduct - Part 4A of the Constitution)

To receive disclosures of interests from members and co-opted members on matters to be considered at the meeting. The disclosure must include the nature of the interest.

An interest must also be disclosed in the meeting when it becomes apparent to the member during the meeting.

Notes:

- (1) *Members may remain in the meeting and take part fully in discussion and voting unless the interest is a disclosable pecuniary interest or an interest which the Member feels would call into question their compliance with the wider principles set out in the Code of Conduct. Disclosable pecuniary interests relate to the Member concerned or their spouse/partner.*
- (2) *Members in arrears of Council Tax by more than two months must not vote in decisions on, or which might affect, budget calculations, and must disclose at the meeting that this restriction applies to them. A failure to comply with these requirements is a criminal offence under section 106 of the Local Government Finance Act 1992.*
- (3) *Members are also welcome to disclose interests which are not disclosable pecuniary interests but which they consider should be made in the interest of clarity.*
- (4) *Officers must disclose interests in accordance with Council Standing Order 44.*

2. MINUTES

Recommended –

That the minutes of the meetings held on 7 and 21 February, 7 March and 4 April 2016 be signed as a correct record (previously circulated).

(Jill Bell / Yusuf Patel - 01274 434580 434579)

3. INSPECTION OF REPORTS AND BACKGROUND PAPERS



(Access to Information Procedure Rules – Part 3B of the Constitution)

Reports and background papers for agenda items may be inspected by contacting the person shown after each agenda item. Certain reports and background papers may be restricted.

Any request to remove the restriction on a report or background paper should be made to the relevant Strategic Director or Assistant Director whose name is shown on the front page of the report.

If that request is refused, there is a right of appeal to this meeting.

Please contact the officer shown below in advance of the meeting if you wish to appeal.

(Jill Bell / Yusuf Patel - 01274 434580 434579)

4. APPOINTMENT OF DEPUTY CHAIR

The Chief Executive will report on the allocation, by the Leader of the Council, of the appointment of Deputy Chair for the Municipal Year 2017/2018.

(Kersten England – 01274 434353)

5. ALLOCATION OF PORTFOLIOS OF EXECUTIVE FUNCTIONS

(Executive Procedure Rules – Part 3D of the Constitution)

The Chief Executive will report on the allocation, by the Leader of the Council, of Portfolios of Executive functions to members of the Executive.

(Kersten England – 01274 434353)

6. RECOMMENDATIONS TO THE EXECUTIVE

To note any recommendations to the Executive that may be the subject of report to a future meeting. (Schedule to be tabled at the meeting).

(Jill Bell / Yusuf Patel - 01274 434580 434579)

B. PORTFOLIO ITEMS

<p>HEALTH & WELLBEING PORTFOLIO</p>
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<p><i>(Councillor Val Slater)</i></p>



7. LONG-TERM SUPPORT FOR OLDER PEOPLE - THE FUTURE OF THE COUNCIL'S RESIDENTIAL CARE HOME - HOLME VIEW

1 - 30

The report of the Director of Health & Wellbeing (**Document "B"**) follows the Council's decision on the 18th February 2014 to include in the budget proposal for Adult and Community Services a reduction in the provision of two in house residential homes over the next 2 years.

Permission was sought by the Executive on 10 January 2017 to go out to consultation on the future of Holme View residential home and this recommendation was granted. This consultation commenced on 16th January and ended on 19th April 2017. This report presents information on the views expressed as a result of the consultation.

It provides details on how people using the services provided at Holme View will have their needs assessed and what alternative provision will be offered as a result of their assessments, if the decision is made to decommission the services at Holme View.

Recommended that -

- (1) The Executive approves the closure of Holme View as planned within the Great Places to Grow Old delivery programme during autumn 2017, subject to reprovision of services being identified to meet all eligible individual needs, including day service users.**
- (2) The Executive approves for the Local Authority to pay any top ups for the 22 residents for up to 2 years if recommendation is made to close Holme View.**
- (3) The Executive approves the approach to manage the move of residents which could include support to enable a person to settle into their new home with existing staff from Holme View.**
- (4) Authority is given to the Director of Corporate Services to dispose of the building in line with Council Policy.**

(Health & Social Care Overview & Scrutiny Committee)

(Lyn Sowray – 01274 432900)

**REGENERATION, PLANNING & TRANSPORT
PORTFOLIO**

(Councillor Ross-Shaw)

8. LOCAL PLAN CORE STRATEGY - INSPECTORS REPORT AND

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ADOPTION

The Council is in the process of preparing a new Local Plan which will replace the current statutory development plan for Bradford District (the Replacement Unitary Development Plan) which was adopted in 2005.

The first of the Local Plan documents is the Core Strategy which sets out the strategic approach to managing development and change to 2030. It was submitted for Examination in December 2014 with Hearings held in March 2015. Proposed modifications were published in November 2015 and resumed hearings held in May 2016.

The Council has now received the Inspector's final Report and recommendations. The Inspector has considered all the matters before him including the plan, the evidence underpinning it, and the objections and representations made and the published modifications. In his report he concludes that the Plan can be considered to be legally compliant and sound, providing a limited set of Main Modifications are made to the plan, as submitted.

The purpose of the report of the Strategic Director Place (**Document "C"**) is for the Executive to note the contents of the Inspector's report and to seek authority to proceed to Full Council to request the legal adoption of the modified Core Strategy in line with the Inspector's recommendation.

Recommended -

- (1) That the Executive is recommended to note the contents of this report and contents of the Inspector's Report and recommend that Full Council formally adopt the Core Strategy as approved by Full Council on December 2013 and submitted to the government for examination with the Main Modifications contained in Appendix 1, as proposed by the Inspector pursuant to Section 23 of the Planning and Compulsory Purchase Act 2004.**
- (2) That the Assistant Director (Planning Transportation and Highways) in consultation with the relevant Portfolio Holder be authorised to make other minor amendments of redrafting or of a similar nature as may be necessary prior to formal publication.**

(Environment & Waste Management Overview & Scrutiny Committee)
(Andrew Marshall – 01274 434050)

**EDUCATION, EMPLOYMENT & SKILLS
PORTFOLIO & DEPUTY LEADER**

(Councillor I Khan)



9. PROPOSALS FOR SEND (Special Educational Needs and Disabilities) TRANSFORMATION 0-25

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The Strategic Director Children’s Services will submit a report (**Document “D”**) that asks the Executive to approve consultation on the proposals for SEND Transformation 0-25 and authorise the Strategic Director Children’s Services in consultation with the Portfolio Holder to implement the proposals following the consultation period.

Recommended -

- (1) The Executive is asked to approve a period of formal consultation with partners, stakeholders, staff, children, and their families on the proposals set out in this report to develop a new model for SEND provision which will divide the district into two localities each providing 50 early years’ specialist places alongside mainstream places for young children. These places will be in addition to early years places provided at special schools in the district.**

- (2) That the Strategic Director Children’s Services in consultation with the Portfolio Holder be given delegated authority to implement the proposals subject to the consultation response and to report back as appropriate. This delegated authority shall include authority to execute all necessary contractual and supporting documents needed to effect the final proposals.**

(Children’s Services Overview & Scrutiny Committee)
(Judith Kirk 01274 439255)

C. STRATEGIC ITEMS

LEADER OF COUNCIL & CORPORATE

(Councillor Hinchcliffe)

10. WEST YORKSHIRE JOINT SERVICES TRADING COMPANY

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The report of the West Yorkshire Joint Services Director (**Document “E”**) sets out the background to the proposed establishment of a trading company, with a business case to support that which has already been approved in principle by the West Yorkshire Joint Services Committee and seeks approval for Bradford Council to participate in that company.



Recommended that Executive -

- (1) Notes the legal position as set out in Appendix 1 in particular that the company will be a controlled company for the purposes of the Local Government and Housing Act 1989**
- (2) Notes that the Council provides an indemnity to its appointed representative under the terms of The Local Authorities (Indemnities for Members and Officers) Order 2004"**
- (3) Considers and approve the Business Case at Appendix 2 in support of the proposal to trade through the establishment of a trading company;**
- (4) Agrees to the formation of a Holding Company to be limited by shares wholly owned by the founding members of the West Yorkshire Joint Services Committee, i.e. Bradford, Calderdale, Kirklees, Leeds and Wakefield which will protect the business of the West Yorkshire Joint Services Committee, and to 4 subsidiary companies for Materials Testing, Calibration Services, Archaeological Services and Business Hive, to be owned by the Holding Company;**
- (5) Agrees to the Council being involved as shareholder in the West Yorkshire Joint Services Trading Company and its' subsidiaries, on the basis set out in this report;**
- (6) Agrees to participate as Directors of the Company on the basis set out in this report;**
- (7) Notes and agrees the proposed governance and funding arrangements for the company as set out in the report;**
- (8) Agrees to participate through a shareholders agreement on the terms set out in draft in this report, and authorise the City Solicitor to agree final terms and execute the agreement on behalf of the Council including agreement of the distributions policy which should be on the basis of each Councils contribution rate to West Yorkshire Joint Services;**
- (9) Delegates authority to the City Solicitor to agree terms and enter into an agreement with the other 4 constituent authorities to indemnify Wakefield Council against any loss incurred as a result of making a working capital loan to**



**West Yorkshire Joint Services HoldCo up to a value of £1m.
The terms of such indemnity to be on the basis of each
Councils contribution rate to West Yorkshire Joint Services**

(Corporate Overview & Scrutiny Committee)

(Susan Betteridge 0113 3939700)

11. BUSINESS RATES

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NOTE: This item has been included on the agenda as an exception to the Forward Plan, in accordance with the provisions of Paragraph 10 of the Executive Procedure Rules.

The report of the Strategic Director Corporate Services (**Document "F"**) sets out a proposal for a West Yorkshire Business Rates Revaluation Relief Scheme to support businesses that face the steepest increases in their business rates bills as a result of the 2017 Business Rate revaluation

Recommended -

- (1) That Executive approve the adoption of the proposed West Yorkshire Business Rates Revaluation Relief Scheme as set out in Appendix 1, and that the Strategic Director Corporate Services be given delegated authority, in consultation with the Portfolio Holder, to extend the duration of the scheme beyond 2017/18, subject to the availability of Government funding**
- (2) That the Strategic Director Corporate Services be given delegated authority, in consultation with the Portfolio Holder, to finalise and implement the Supporting Small Businesses Relief scheme and the Support for Pubs scheme when details are known**

(Corporate Overview & Scrutiny Committee) (Martin Stubbs - 01274 432056)

12. MINUTES OF THE WEST YORKSHIRE COMBINED AUTHORITY

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To receive the minutes of the meeting of the West Yorkshire Combined Authority held on Thursday 2 February 2017 (attached)

THIS AGENDA AND ACCOMPANYING DOCUMENTS HAVE BEEN PRODUCED, WHEREVER POSSIBLE, ON RECYCLED PAPER



Report of the Director of Health and Wellbeing to the meeting of the Executive to be held on 20 June 2017

B

Subject: Long-term support for older people - the future of the Council's residential care home – Holme View

Summary statement:

This report follows the Council's decision on the 18th February 2014 to include in the budget proposal for Adult and Community Services a reduction in the provision of two in house residential homes over the next 2 years.

Permission was sought by the Executive on 10 January 2017 to go out to consultation on the future of Holme View residential home and this recommendation was granted. This consultation commenced on 16th January and ended on 19th April 2017. This report presents information on the views expressed as a result of the consultation.

It provides details on how people using the services provided at Holme View will have their needs assessed and what alternative provision will be offered as a result of their assessments, if the decision is made to decommission the services at Holme View.

Bev Maybury
Strategic Director
Health & Wellbeing

Portfolio: Cllr Slater
Health and Wellbeing

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Overview & Scrutiny Area:
Health and Social Care



1. SUMMARY

- 1.1. This report follows the Council's decision on the 18th February 2014 to include in the budget proposal for Adult and Community Services a reduction in the provision of two in house residential homes over the next 2 years.
- 1.2. Permission was sought by the Executive on 10 January 2017 to go out to consultation on the future of Holme View residential home and this recommendation was granted. This consultation commenced on 16th January and ended on 19th April 2017. This report presents information on the views expressed as a result of the consultation.
- 1.3. It provides details on how people using the services provided at Holme View will have their needs assessed and what alternative provision will be offered as a result of their assessments, if the decision is made to decommission the services at Holme View.

2. BACKGROUND

- 2.1. The Council Executive approved the establishment of the Great Places to Grow Old Programme at the meeting held on 15 January 2013. The Transformation Programme is a joint plan with health and incorporates the work commenced in 2009 to develop a strategy for the Council's in-house residential and day services. It includes the implementation of some of the Better Care Fund plans which are focused on integrated health and social care service delivery.
- 2.2. The strategy for the Councils in house residential and day services in 2009 focussed on streamlining and modernising the residential and day care services at 5 care homes to focus on specialist dementia care services and short term support alongside a programme to decommission 6 of the initial 11 care homes in existence in 2009.
- 2.3. This strategy was reviewed in the spring of 2012 and this included a public consultation on the future of 3 care homes (Neville Grange, Holme View and Harbourne) where decommissioning was proposed. The consultation was completed in May 2012 and the consultation highlighted significant risks to decommissioning these homes within 2012 as there were insufficient specialist residential dementia care beds in the independent sector. The decision was made by the Executive on 17 July 2012 to delay the decommissioning of these homes and that services and families affected continued to be involved in the shaping of future provision. It was also resolved to bring together relevant current strategies to present a fully integrated plan that addresses the accommodation and support needs of older people and people with dementia, including housing and extra care housing, short term rehabilitation and respite care, residential and nursing care be approved.



- 2.4. The decision of the Council to approve the closure of two residential homes over two financial years as part of the Adult and Community Services budget proposals for 2014/15 and 2015/16 was made in the context of the Great Places to Grow Old (GPGO) delivery programme which was endorsed by the Executive in January 2013. The plan includes the proposal, previously agreed by Executive in 2009 that the in-house service no longer continues as a long term provider (except for specialist dementia care), to enable the delivery of flexible support as part of the joint community beds strategy in development with the NHS.
- 2.5. In line with the decision made by the Council's Executive on 18th February 2014 to decrease provision by closing a further two in-house residential homes, subject to formal consultation. Consultation on Harbourne residential home commenced on 9 September 2014 and a paper was presented to Executive on 16 October 2014. The decision was made to decommission Harbourne and this home was closed in January 2015.
- 2.6. This currently leaves 6 in house residential homes which provide a total of 197 beds across the District. 71 long stay beds; 92 flex beds and 34 intermediate care beds. The remaining services have moved away from the provision of long term care for frail elderly focussing on services for older people with complex dementia care needs, rehabilitation/intermediate care and respite services. In comparison to the independent sector in house long stay beds are more expensive and as they become available they are being reviewed and converted in to short stay care beds.
- 2.7. The vision for the Health and Wellbeing department, Home First was approved by the Executive on 4 April 2017. The "to be" operating model aims to reduce the demand on the Health and Wellbeing department by early intervention to prevent deterioration and to support reablement and independence it will focus on what people can do rather than what they cannot do. We want a more positive approach, so that people can live their lives to the full. The Bradford and Airedale and Craven Health and Wellbeing Plans have enshrined the same vision and aims of Home First within the Bradford CCG area this is included in the Out of Hospital Programme which is developing integrated plans. The vision emphasises a shift to providing enablement, providing more support for people at home and the development of alternatives to residential care, including extra care housing.
- 2.8. A key element of GPGO is for the Council to support the development of extra care housing schemes as there is a shortage across the District. Extra care housing is designed with the needs of frailer older people in mind and offers and provides 24 hour care and support on site.
- 2.9. Elm Tree Court in Thackley is a 51 unit extra care facility which opened in March 2015 and provides 24 hour care and support services for people, including people with dementia according to their assessed needs. This is proving a popular scheme and is well utilised.



- 2.10. The Council has been successful in a bid to the Homes and Community Agency for grant funding to support the building of 69 extra care flats in Keighley at the Bronte school site and a 50 bedded short stay residential unit. Following the tender process using the Yortender framework, the contract for the project has been awarded to Wildgoose Construction. The contract was signed and sealed on 24th March 2017 and Wildgoose took possession of the site on 27th March. Site enabling works have been completed; full site works started on the first week of May 2017 and the scheme will be completed in October 2018.
- 2.11. Abbeyfield The Dales are building a scheme for 49 extra care apartments, 30 rooms for dementia care and a community hub at Fernbank Drive, Bingley and is due to be completed in July 2017. Funding has been secured through the Leeds City Region Enterprise Partnership. The department is working with Abbeyfields to support people to move in to the extra care apartments.
- 2.12. Discussions are taking place with Robertson Simpson Ltd, private property consultants, on the proposals to develop extra care and self contained living accommodation on the Wirefields site at Keighley. Outline planning permission is being progressed with the planning department to move this forward. Discussions have taken place with registered social landlords and invitations have been sent out for expressions of interest in providing this function at the site.
- 2.13. Bradford Council and Home Group are in discussions with a developer about the potential capital development to build 64 apartments in an extra care facility at Wyke.
- 2.14. As previously reported, the Care Act (2014) introduces new duties on local authorities to facilitate a vibrant, diverse and sustainable market for high quality care and support in their area, for the benefit of their whole population regardless of how the services are funded. The statutory guidance to the Care Act states that the market should include a variety of different providers and different types of services and this should include a genuine choice of service type, not simply a selection of providers offering similar services, this must include services for older people. We want to move forward with offering personalised services for older people. The guidance for Bradford Council is currently being refreshed in order to implement the Home First Vision.
- 2.15. Last year we jointly procured with the CCG providers to be part of an Integrated Personalised Support and Care Framework. This framework is to ensure people are able to receive care and support to remain in their own home for as long as possible and to achieve and maintain their autonomy, independence, personal identity and to participate in their communities. We want people and their carers to remain at the centre of decisions about their care and support. We want to ensure that people have choice about how their



care and support is provided and that the services they receive are person centred.

- 2.16. The Bradford Enablement Support Team (BEST) provides an enablement service to all new District wide service users working with them to set achievable goals, maximising their independence or stabilising care prior to transferring to a long term Home Care provider. The 24 hour BEST element of service will be expanded and optimised by long term care and support for night time care being provided by independent domiciliary providers. The rapid response service will be expanded across the district as part of the new operating model to deliver Home First.
- 2.17. The plan to consult on the decommissioning of another Council managed home as per the GPGO plan was delayed in September 2015 because of concerns regarding the quality of provision in the independent sector as assessed by the Care Quality Commission.
- 2.18. Last year we jointly procured with the CCG providers to be part of an Integrated Residential and Nursing Care Framework from 2016-2020. This framework supports providers to shape their services to meet the needs of individuals and to support the personalisation and integration agendas locally in partnership with the Council and CCGs. The new framework includes an initiative to support Providers in fostering a culture of continuous improvement.
- 2.19. At its peak in 2015 26% of care homes were assessed as being inadequate and could not be used for new placements, currently 5% of care homes are now assessed as being inadequate which is a significant improvement. This is as a result of joint quality improvement work between Adult Services, NHS colleagues and Care Home Providers with the support of Care Quality Commission (CQC).
- 2.20. As of week commencing 22 May 2017 the vacancy rate across the District for long term residential beds for older people is 250 of which 62 are nursing beds.
- 2.21. Home View was constructed in 1972 and is a 35 bedded care home providing long and short term residential care for people with complex mental health needs. The latest CQC report for Holme View, dated 13 September 2016, rates the home as "good". The report also acknowledges good care practice. Structurally the home meets existing CQC requirements, however is limiting in terms of some movement and handling practices and has restricted some admissions to the home as outlined in 2.23. There are currently 22 long stay residents at Holme View and the remaining beds are used flexibly for short term care and for service users who require a period of reassessment enabling their longer term care needs to be identified with the aim of supporting them back into the community to remain in their own homes for as long as possible. Holme View's future has been consulted on because as stated in the Executive report in 10 February 2012, it is one of the homes that requires the most costly essential maintenance works.



- 2.22. Since 2014 an investment of £155,000 has been made to Holme View. The latest conditions data report shows that a further investment of £363,000 is required to address priority areas such as electrical and mechanical services. In addition, there is a need to future proof the service and address the condition of the building which would need to include reconfiguration of the footprint of the building to incorporate the expectations and aspirations to meet individuals care needs.
- 2.23. To apply the revised CQC recommendations to the current footprint of the building would require significant work. The current recommendations require single bedrooms to have a minimum of 12.5 square meters and shared bedrooms to have a minimum of 16 square meters or more of usable floor space, excluding fitted units. The average size bedroom at Holme View is 9.3 square meters which includes fitted units, this is 26% smaller than the CQC recommendations for a single bedroom and 42% smaller than the CQC recommendations for a shared bedroom.
- 2.24. The dimensions of the bedrooms at Holme View have restrictive access for hoists and moving and handling equipment and the corridors are narrow, restricting admissions for people with complex moving and handling requirements. These current dimensions restrict admissions to the home for service users who have limited mobility or complex movement and handling requirements due to the physical space required to meet these needs. The longer term investment required to future proof Holme View would be in the region of £1 million.
- 2.25. If alterations were made to Holme View to meet the CQC bedroom standards as outlined in 2.23 then the number of rooms would reduce from 35 to 20. To undertake this significant building work it would be necessary for all service users to move out of the home and it is envisaged that this would be for a minimum duration of 12 months. Moving residents temporarily would not be good practice as it would mean two moves for residents which would be very disruptive and could impact on their health and wellbeing.
- 2.26. The strategy within the GPGO programme focuses on the need to improve the quality of care and the range of options available to older people to meet their long term care and support needs. Whilst the overwhelming view of the people who use the services at Holme View commend the very high quality, underpinned by CQC, and of the physical and emotional care provided by the staff team, the building itself is not to the standards expected of new care home builds and will not meet future expectations and needs of people requiring such services.
- 2.27. Holme View is registered with CQC as a residential home, therefore if a service user's needs change as they deteriorate and they are assessed that nursing care is required then Holme View cannot meet these needs. Service users have had to move from Holme View and from other units where the home



has been unable to meet increased care needs to other homes in the Bradford District that are dementia specialist and are dual registered with CQC to provide residential and nursing care.

- 2.28. Permission was sought from Executive on 10 January 2017 to go out to consultation on the future of Holme View residential care home and the recommendation was approved. This consultation commenced on 16th January and ended on 19th April 2017. This report presents information on the views expressed as a result of the consultation.

3. OUTCOME OF CONSULTATION

Appendix 2 of this report provides a detailed summary of comments received as a result of the consultation.

3.1. Families and Carers

- 3.1.1. The consultation has successfully obtained views from people, families and stakeholders using the services provided in Holme View. The outcomes of the meetings have been documented and people have been invited to submit additional views in writing.
- 3.1.2. One to one consultation appointments were offered to all service users, carers and next of kin. Out of the 22 long term residents, 12 one to one meetings took place at either Holme View, in the resident's home or via a telephone consultation. 14 individual responses were also received via consultation / feedback forms from relatives and carers.
- 3.1.3. Open meetings took place with families and carers and the Strategic Director of Health and Wellbeing attend 2 of these meetings and the Portfolio Holder for Health and Wellbeing attend 1 of these meetings.
- 3.1.4. An e-petition has been set up to keep Holme View Care Home open, 2,481 signatures have been received as of 1 June 2017.

[Keep Holme View Care Home Open | Campaigns by You](#)

- 3.1.5. Individual assessments of need have been completed on each of the 22 long term people currently living at Holme View alongside their identified next of kin and home staff. The outcome of these assessments identifies their current and on going care needs. 20 of the residents would continue to need residential care and 2 of the residents would now require nursing care. 7 of the residents would like to remain in the area and would consider another facility nearby.
- 3.1.6. Assessments which need reviewing such as Deprivation of Liberty (DoLs) as required in the Mental Capacity Act (MCA) will be renewed with each service user as required.



3.1.7. Where beds at Holme View are currently used to support people for short stays as described in 2.21, alternative provision can be offered in other in house services.

3.2. Staff and Trade Union

3.2.1. One to one consultation appointments were offered to 46 employees at Holme View with the Business Change / Assistant Service Manager and a Human Resources officer and 33 employees took up this offer.

3.3. Councillors

3.3.1. The Leaders and all members of the Executive Committee have all visited Holme View during the consultation period.

3.3.2. The Ward members have been engaged in the consultation and have expressed their support for the closure of Holme View which in their view is an inadequate building.

3.4. Stakeholders

3.4.1. Stakeholders have been written to, including local health centres. The Foundation/Health Trusts have expressed concern on the future capacity within the District.

4. FINANCIAL & RESOURCE APPRAISAL

4.1 The proposal to consult on the future of Holme View is part of the long term strategic direction of care for older people within the Great Places to Grow Old programme. Savings are attached to the closure of this home and Home First vision emphasises a shift to providing enablement, providing more support for people at home and the development of alternatives to residential care, including extra care housing

4.2 The total gross spend for Holme View in 2016/17 was £1,519,736. The unit cost of Holme View for 2016/17 was £729 per week at full occupation. Including recharges, which includes all central, corporate and departmental recharges takes the unit cost to £833 per week. Those individuals in receipt of long term care are subject to a financial assessment under nationally set financial regulations and contribute to the cost of their care subject to their individual circumstances, income and capital. The income in 2016/17 was £352,084. The total budgeted net unit cost for Holme View is £640 including income and recharges. The Council strategy to reduce the number of long stay beds means that future income will not be received. The unit cost for comparison to the independent sector is £833 per week.

4.3 The Council's agreed budget for 2016/17 make provision for the proposed



closure of a second home, which would be subject to further consultation. A decision was made to delay the consultation on Holme View as outlined in 2.15. The identified savings linked to Holme View for 2016/17 have been achieved through alternative savings.

- 4.4 If the decision is taken not to close the home alternative compensating savings would require costing and would need to be found from within Adults services budgets for 2017/18. Similarly, if the decision was taken to further delay the closure of the home, savings would be needed in mitigation up to the point at which the home closed or the fully costed strategy was prepared and approved. Current timescales highlight that full year savings will not be achieved and further mitigated will be required.
- 4.5 Following the meeting with carers on 29 March 2017 it has been agreed with the Chief Executive that if the decision is made to decommission Holme View that the Local Authority would pay any top ups for the 22 residents for up to 2 years. A high level estimate of this potential cost could be up to £172k annually.
- 4.6 Since 2014, an investment of £155,000 has been made to Holme View. The latest conditions data report shows that a further investment of £363,000 is required to address priority areas such as electrical and mechanical services. In addition to this there is a need to future proof the building as outlined in 2.17. The longer term investment required to future proof Holme View would be in the region of £1 million.

5. RISK MANAGEMENT AND GOVERNANCE ISSUES

- 5.1. Key risks associated with not closing Home View are the continuing high cost of care to the Council, and the lack of opportunity to invest in promoting independence or alternative housing options for older people with care needs. This in turn impacts on the costs of meeting rising demand for care services. There is a longer-term reputational risk, in that expectations of older people are likely to rise as the condition of existing buildings continues to worsen.
- 5.2. Demographic pressures are expected to increase demand on services and budgets, if we do not act to change the pattern of service provision. Presently 14.2% of the population (74,900) are 65+ and it is expected that this population age group will increase by 12% over the next 5 years and by 25% by 2025. This increase will be even more significant for the very elderly, with the number of people over the age of 85 increasing by 20% over the next 5 years and by 42% by 2025 (*ONS 2012*). The number of people living with dementia is likely to increase by 6,059 by 2020 (*Bradford District dementia health needs assessment July 2014*). Some of the areas of the District have more elderly people than others and it is likely that the north of the District, including Ilkley, Craven, Bingley and Bingley rural wards will continue to have the largest elderly population. The vision emphasises a shift to providing enablement, providing more support for people at home and the development of alternatives to residential care, including extra care housing. This means investing in preventative approaches



and services that promote recovery and rehabilitation (known as intermediate care).

5.3. The availability of alternatives services for people who currently use services at Holme View could be a risk, however, officers believe there are sufficient suitable alternative options. There are risks to moving vulnerable older people which would be addressed through individual support plans and the steps described in the services' policy for managing transitions (background document). The steps included and taken to reduce risk are that:

- senior management oversee the management of the transitions
- individual assessment of risks are undertaken in partnership with family carers
- assessment and examination of individual residents
- arrangements for residents to transfer which could include support to enable a person to settle into their new home
- transfer of clinical care
- clear communication with those affected throughout the process
- follow up assessments no later than 6 weeks post-transfer

5.4. Should Holme View remain open, there will be an impact on the achievement of savings within the savings programme.

5.5. A mitigation plan will be drawn up and agreed with the Trade Unions to manage the risk involved in redeployment of staff. During the period of consultation recruitment has been frozen within the service against vacancies which will increase redeployment choices available should a decision be made to close Holme View.

6. LEGAL APPRAISAL

6.1. As a Local Authority, the Council is required to ensure there is adequate provision of residential accommodation to enable it to discharge its statutory responsibility to meet assessed eligible need for provision of accommodation. It is lawful for a Local Authority to discharge its duty to provide residential accommodation entirely by means of arrangements made with third parties. There is no obligation upon a Local Authority to maintain some accommodation in premises under its own ownership/management.

6.2. A public body proposing any review of service provision involving the potential closure of residential care homes that will affect current and future service users, carers, families and staff must allow sufficient time for full and meaningful consultation with all stakeholders including those aforementioned individuals. The consultation should ensure that all relevant parties receive sufficient information to enable them to provide informed feedback which should be taken into account prior to any final decision being made. The consultation process and timing should be sufficient to enable consultees to be informed of the proposals, raise queries, consider and respond to the issues



and complexities of the proposals whilst remaining coherent, focussed and proportionate. The public body is not bound to act upon the preferred option of consultees but must take full account of any preferred view, expressed opinion and overall feedback. The requirement is for consultation to be meaningful. Clear reasons must be given for not taking a preferred course of action expressed by consultees.

- 6.3. Legal considerations relate to the law governing community care, employment, human rights and equality. The Council has a duty to meet assessed, eligible needs for community care services, and is obliged to consult meaningfully, including giving clear reason for any decisions which go against the wishes of consultees. If the home were to close the Council would have to meet its obligations under employment law regarding any job losses.
- 6.4. Pursuant to Section 188 Trade Union and Labour Relations (Consolidation) Act 1992 (“TULCRA”) the Council as employer is required to consult the recognised trade unions where there is a proposal to dismiss by redundancy (which includes voluntary redundancy) 20 or more employees at an establishment within a period of 90 days or less.

7. OTHER IMPLICATIONS

7.1. EQUALITY & DIVERSITY

The Public Sector Equality Duty under the Equality Act 2010, requires the Council when exercising its functions to have due regard to the need to:

- Eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Equality Act 2010;
- Advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
- Foster good relations between persons who share a relevant protected characteristic and persons who do not share it;
- Relevant protected characteristics include age, disability, gender, sexual orientation, race, religion or belief.

7.1.1. An initial and full Equality Impact Assessment (EIA) was conducted for the last report in July 2012 and a further EIA was completed in April 2017 for this report and attached as Appendix 1.

7.1.2. The EIA concludes that the balance of risks is higher towards current service users and would have a disproportionate high impact on characteristics defined under equalities legislation regarding age, gender, disability.

7.1.3. Actions are proposed to reduce or remove any negative impact as outlined in the EIA plan attached as Appendix 1.

7.2. SUSTAINABILITY IMPLICATIONS



7.2.1. The status quo is not sustainable, both in terms of the risks of continuing to deliver services in the buildings as they are and the impact of demographic growth on the existing pattern of service provision.

7.3. GREENHOUSE GAS EMISSIONS IMPACTS

7.3.1. The overall impact of closing homes built between the 1960s – 1980s is that people would be cared for in more energy-efficient buildings. In particular, the plans for the proposed new-build homes would include modern energy and cost-saving measures in the design and build.

7.4. COMMUNITY SAFETY IMPLICATIONS

7.4.1. Older people with dementia and other long-term conditions are among the most vulnerable people in the community. Providing high quality care and appropriate environment for care services is consistent with the Council's statutory duty to safeguard vulnerable adults.

7.5. HUMAN RIGHTS ACT

7.5.1. The Human Rights Act 1998 makes it unlawful for any public body to act in a way which is incompatible with an individual's human rights. Where an individual's human rights are endangered, Local Authorities have a duty to balance those rights with the wider public interest and act lawfully and proportionately. For this report, the most relevant rights from the 16 covered in the [Human Rights Act \(1998\)](#) are:

“the right to respect for private and family life”

“the right to peaceful enjoyment of your property” (if this were interpreted broadly as enjoyment of one's home).

“the right to freedom from inhuman and degrading treatment”

“the right not to be discriminated against in respect of these rights and freedoms”

7.5.2. The definition of adult abuse, in guidance issued under statute, is based on the concept of human rights: *“Abuse is a violation of an individual's human or civil rights by any other person or persons”*. (No Secrets, Department of Health, 2000).

7.5.3. As with the equal rights considerations, the proposed changes are expected to have an overall positive impact on these considerations though there is a risk of adverse impact for individuals who live in the homes currently. In line with legal requirements and Council policy, vulnerable individuals and their friends, families and advocates have been and will continue to be involved in any consultation process and planning of changes, and that planning of change is fair and proportionate, and seeks to mitigate any identified adverse impacts of decisions made.



7.5.4. The background document *Managing Transitions - Risk Assessment and Risk Management Protocol for the Transfer of Vulnerable / Frail Residents*, indicates how welfare and rights of vulnerable service-users would be protected during any home closures should a decision be taken to close any homes following consultation. Research evidence indicates the importance of well-managed moves, and the impact of the quality of planning and support on the well-being of older people, when care homes close ([closure of care homes for older people](#)).

7.6. TRADE UNION

7.6.1. Staff are aware of the potential changes. Consultation on the future of Holme View has taken place with staff members and there will be further consultations through individual staff meetings. In addition further detailed consultation has taken place with Trade Unions as required by legislation in relation to any staff affected by any proposed changes.

7.6.2. There are currently 46 members of staff (34 full time equivalent) employed at Holme View of which 12 posts (8 full time equivalent) are vacant. The aim would be to retain the skills and experience of current staff and it is envisaged that this could be achieved through redeployment and recruitment.

7.6.3. A mitigation plan will be drawn up and agreed with the Trade Unions to manage the risk involved in redeployment of staff.

7.7. WARD IMPLICATIONS

7.7.1. Holme View is in the Bradford West Ward Tong, BD4 9DT, all ward members have been involved in the consultation process.

8. NOT FOR PUBLICATION DOCUMENTS

8.1. None

9. OPTIONS

9.1. Do nothing, leave the home open. This option would appear to best address the wishes and concerns expressed by, people who use services at Holme View, their families and staff during the consultation process. However this will not be sustainable in the long term as outlined in 2.22, it would not address concerns about the state of buildings and higher costs of provision. It is hard to evidence how this option would sustain current quality of provision.

9.2. Proceed with closure of the home and planned transitions for older people using services. This is consistent with the changes proposed for future service provision, but requires careful management of changes for vulnerable people and would be carried out in line with the transition policy.



- 9.3. Remain open until the 22 long term service users move on, it would be difficult to assess the timescale and costs associated with this option, the running costs would remain the same and funds would need to be identified to address the maintenance priorities identified in the buildings condition report. As long term beds become available the function of these beds would covert to short term care and the status of the home should be reviewed every 6 months.
- 9.4. Delay the decision, this is an option if Members believe that further information or consideration is needed.

10. **RECOMMENDATIONS**

- 10.1. It is recommended that:
- 10.1.1. The Executive approves the closure of Holme View as planned within the Great Places to Grow Old delivery programme during autumn 2017, subject to reprovision of services being identified to meet all eligible individual needs, including day service users.
- 10.1.2. The Executive approves for the Local Authority to pay any top ups for the 22 residents for up to 2 years if recommendation is made to close Holme View.
- 10.1.3. The Executive approves the approach to manage the move of residents which could include support to enable a person to settle into their new home with existing staff from Holme View.
- 10.1.4. Authority is given to the Director of Corporate Services to dispose of the building in line with Council Policy.

11. **APPENDICES**

- 11.1. Appendix 1 – Equality Impact Assessment



12. BACKGROUND DOCUMENTS

- Executive Decision 10 January 2017
- Holme View Building Conditions Report 21 April 2017
- Report to the Strategic Director Adult and Community Services to the meeting of the Executive on 14th July 2009 – Long Term Support for Older People – The Future Of The Council's Residential Care Homes and Day Care Services
- Report to the Strategic Director Adult and Community Services to the meeting of the Executive on 3rd December 2010 – Long Term Support for Older People – The Future Of The Council's Residential Care Homes and Day Care Services
- Report to the Strategic Director Adult and Community Services to the meeting of the Executive on 10th February 2012 – Long Term Support for Older People – The Future Of The Council's Residential Care Homes and Day Care Services
- Report to the Interim Strategic Director Adult and Community Services to the meeting of the Executive on 17th July 2012 – Long Term Support for Older People – The Future Of The Council's Residential Care Homes
- Report to Strategic Director Adult and Community Services to the meeting of the Executive on 15th January 2013– Review of Residential Strategy – Great Places to Grow Old
- Report to the Director of Finance to the meeting of Executive to be held on 18th February 2014 – The Council's Revenue Estimate for 2014-15 and 2015-16
- Report to the Strategic Director of Regeneration and Culture, A Great Place to Grow Old; Housing for Older People in Bradford
- Managing Transitions – Risk Assessment and Risk Management Protocol for the Transfer of Vulnerable / Frail Residents
- Closure of Care Homes for Older People – Summary of Findings No. 3, Public Social Services Research Unit (2003).
- Transitions Policy (Guidelines for supporting the transfer of long term care residents), In-House Residential Care Services
- Dementia Health Needs Assessment – July 2014
- Home First Vision 2017



APPENDIX 1

Equality Impact Assessment Form

Department	Adult and Community Services	Version no	0.1
Assessed by	Dean Roberts	Date created	11.04.2017
Approved by	Lyn Sowray	Date approved	18.05.2017
Updated by	Rachel Roberts	Date updated	23.05.2017
Final approval	Lyn Sowray	Date signed off	25.05.2017

Section 1: What is being assessed?

1.1 Name of proposal to be assessed:

Residential Care for Older People at Holme View Residential Care home. This assessment replaces the previous equality impact assessment (EIA) was undertaken which and signed off in September 2014.

1.2 Describe the proposal under assessment and what change it would result in if implemented:

Background

The strategy for the Councils in house residential and day services in 2009 focussed on streamlining and modernising the residential and day care services at 5 care homes to focus on specialist dementia care services and short term support alongside a programme to decommission 6 of the initial 11 care homes in existence in 2009.

This strategy was reviewed in the spring of 2012 and this included a public consultation on the future of 3 care homes (Neville Grange, Holme View and Harbourne) where decommissioning was proposed. The consultation was completed in May 2012 and the consultation highlighted significant risks to decommissioning these homes within 2012 as there were insufficient specialist residential dementia care beds in the independent sector. The decision was made by the Executive on 17 July 2012 to delay the decommissioning of these homes and that services and families affected continued to be involved in the shaping of future provision. It was also resolved to bring together relevant current strategies to present a fully integrated plan that addresses the accommodation and support needs of older people and people with dementia,



including housing and extra care housing, short term rehabilitation and respite care, residential and nursing care be approved.

New Proposal

The vision for the Health and Wellbeing department, Home First was approved by the Executive on 4 April 2017. The “to be” operating model aims to reduce the demand on the Health and Wellbeing department by early intervention to prevent deterioration and to support reablement and independence it will focus on what people can do rather than what they cannot do. We want a more positive approach, so that people can live their lives to the full. The Bradford and Airedale and Craven Health and Wellbeing Plans have enshrined the same vision and aims of Home First within the Bradford CCG area this is included in the Out of Hospital Programme which is developing integrated plans. The vision emphasises a shift to providing enablement, providing more support for people at home and the development of alternatives to residential care, including extra care housing.

In line with existing policy and subject to formal statutory consultation, decrease provision by closing a second in-house residential home and supporting people to reduce the number of older peoples’ residential placements in the independent sector in line with the Home First vision.

To future proof services and buildings to meet the revised CQC standards and recommendations.

Section 2: What the impact of the proposal is likely to be

The Public Sector Equality Duty under the Equality Act 2010, requires the Council when exercising its functions to have due regard to the need to:

- Eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Equality Act 2010;
- Advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
- Foster good relations between persons who share a relevant protected characteristic and persons who do not share it;
- Relevant protected characteristics include age, disability, gender, sexual orientation, race, religion or belief.

2.1 Will this proposal advance equality of opportunity for people who share a protected characteristic and/or foster good relations between people who share a protected characteristic and those that do not? If yes, please explain further.

No



2.2 Will this proposal have a positive impact and help to eliminate discrimination and harassment against, or the victimisation of people who share a protected characteristic? If yes, please explain further.

This proposal would result in a wider range of choice to meet peoples assessed needs, and to ensure where possible no service user with a particular characteristic is disproportionately affected.

2.3 Will this proposal potentially have a negative or disproportionate impact on people who share a protected characteristic? If yes, please explain further.

Yes

There would be an impact on older people currently using services at the care homes where closure is proposed.

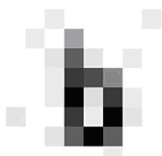
2.4 Please indicate the level of negative impact on each of the protected characteristics?

(Please indicate high (H), medium (M), low (L), no effect (N) for each)

Protected Characteristics:	Negative Impact (H, L, N)
Age	H
Disability	H
Gender reassignment	L
Race	L
Religion/Belief	L
Pregnancy and maternity	L
Sexual Orientation	L
Sex	L
Marriage and civil partnership	L
Additional Consideration:	
Low income/low wage	H

2.5 How could the disproportionate negative impacts be mitigated or eliminated?

To mitigate the potential impact, new schemes would offer a wider range of choices to meet peoples assessed needs. There would be extensive



engagement with service users groups, stakeholders, and independent providers to ensure seamless transitions for existing service users. Best practice in supporting and managing the transition would be used.

The residential and nursing framework supports providers to shape their services to meet the needs of individuals and to continually improve provision.

Joint quality improvement work has taken place and with Adult Services, NHS Services and Care Home Provider with the support of Care Quality Commission and this integrated work continues as part of the improvement programme. At its peak in 2015, 26% of care homes were assessed as being inadequate and could not be used for new placements, currently 5% of care homes are now assessed as being inadequate which is a significant improvement to the overall quality of provision across the District.

It has been agreed with the Chief Executive that if the decision is made to decommission Holme View that the Local Authority would pay any top ups for the 22 residents for up to 2 years and this recommendation has been made to the Executive to approve.

Section 3: Please consider which other services would need to know about your proposal and the impacts you have identified. Identify below which services you have consulted, and any consequent additional equality impacts that have been identified.

N/A

Section 4: What evidence you have used?

4.1 What evidence do you hold to back up this assessment?

- Existing vacancy factor across the District
- Outcomes from previous consultations/engagements responding to aspirations for service users to be supported at home.
- Development of extra care accommodation.
- The use of best practice in managing the transition for those affected, as outlined in the Council's Transition Policy.

4.2 Do you need further evidence?

No.

Section 5: Consultation Feedback

5.1 Results from any previous consultations

Consultation was previously undertaken on three homes, one of which was



Holme View.

Previous consultation feedback March – May 2012

5.1.1 Summary

The consultation on the three homes Holmeview, Harbourne and Neville Grange ran from the 1st March 2012 to 31st May 2012. During this time Adult & Community Services management including HR staff visited the three homes and talked to all staff and many relatives. There were over 53 personal meetings with relatives, some home visits and telephone discussions.

5.1.2 Methodology

The methodology of this consultation followed that carried out in previous consultations, individual sessions were arranged to allow all involved to have their concerns and opinions listened to and recorded.

The sessions were arranged in such a way as to encourage as many people as possible to be involved. By being flexible in our approach to holding individual sessions in the afternoons, evenings and weekends we were able to meet with service users, relatives and stakeholder at a time convenient to them.

For people who live out of area other forms of media were used such as telephone discussions and skype calls.

These sessions were not solely on a 1:1 basis and some were held with families and groups. All felt that their concerns had been listened to and were comfortable with the process.

21 individual sessions were held at Holme View with 16 at Harbourne and 16 at Neville Grange.

5.1.3 The common themes from the consultations have been:

Concern	Staff	Relative	Stakeholder	Service User	TOTAL
Excellent quality of care BMDC homes – concerns this will be lost	8	32	1	7	48
No new homes being built	13	25	1	3	42
Respite/rotational care available in independent sector		17		3	20
Lack of specialist residential care in independent sector	4	7		1	12
Lack of specialist day care in independent sector	2	10			12



Support for finding future placement		8		1	9
Close geography of alternative placement	1	8			9
Perception of equivalent services in the independent sector	4	4			8

5.1.4 Service Users and Relatives

There was much praise for the standard of care in the three homes – the staffs’ knowledge, understanding and friendliness, the level of cleanliness and provision of equipment.

There was concern shown by service users and relatives in that if the Council where to decommission the three homes this year there would be a loss of six homes within two years without any new builds being started.

The impact on the wider community was expressed the majority of people employed in the services living locally. This along with the choice of home for service users who have either been part of the community or family members living locally being concerned about not being able to visit their elderly relative as often if they had to move out of the community.

Family members expressed concerns that the independent sector would not be able to provide equivalent services and eight of the service users and relatives seen expressed concern about the provision of specialist dementia care in the independent sector.

Individual concerns where raised about the impact of finding alternative services for elderly relatives would have on families and what support would be available to find appropriate service in the independent sector.

Some people said that independent sector homes tend to be larger, therefore concern that the personal touch would be missing.

Who monitors the quality of care in the independent sector homes was raised as a concern by some family members. Assurances were sought that the Council would still monitor the care in independent sector homes.

There was concern expressed about the impact of change and people having to move, that it would be disruptive and that people’s health may suffer.

The question of top up fees was raised with some family members expressing concern about whether it would cost families more in the independent sector.

5.1.5 Staff



All staff in the three homes were offered the opportunity to meet with Officers of the council.

These meetings were in the form of group staff meetings and individual sessions. During these meetings staff were able to contribute views and concerns both about the future of the provision for service users and the impact on their own employment.

They expressed uncertainty and concern about the waiting period before the future is clarified with regard to jobs, and timescales for decisions, especially the context of proposed reduction of posts across the whole Council and the review of all homes.

There were concerns raised over the provision of day care as well as residential services, with a feeling that day care is an important aspect of people's lives and gives carers a much-needed break.

5.1.6 Councillors & Members of Parliament

In Addition to the above the Bradford Metropolitan District Council complaints department have dealt with 14 concerns raised by Councillors & Members of Parliament on behalf of service users, relatives and stakeholders.

The common themes in these communications were:

- Why has the construction of the new homes not yet started?
- What about the future of the staff teams?
- What about the future provision of intermediate care?
- If the decision to decommission services was made, what would the timing be?

Officers met with Conservative Councillors at the request of the Conservative Adult Services spokesperson. Councillors were particularly concerned about the lack of alternative respite services available were Neville Grange to close.

5.1.7 Stakeholders

The local branch of the Alzheimer's Society have expressed the following concerns:

- The loss of residential, respite and day services across the district particularly specialist dementia care provision.
- The loss of experienced staff if the homes decommission prior to the new homes being built.



- The number of homes closed in the last two years if the decision to decommission goes ahead will include three out of five specialist dementia homes.
- The capacity to meet the specialist dementia needs in the independent sector.

5.2 Feedback from current consultation January – April 2017

5.2.1 Summary

The consultation on Holme View ran from the 16th January to 19th April 2017. During this time Health and Wellbeing, Adult Services management including HR staff visited the home and talked to all staff, service users, carers, relatives and stakeholders.

5.2.2 Methodology

The methodology of this consultation followed that carried out in previous consultations, individual sessions were arranged to allow all involved to have their concerns and opinions listened to and recorded.

The sessions were arranged in such a way as to encourage as many people as possible to be involved. By being flexible in our approach to holding individual sessions in the afternoons, evenings and weekends we were able to meet with service users, relatives and stakeholder at a time convenient to them.

One to one consultation appointments were offered to every service user, relatives and next of kin and out of the 22 long term residents, 12 one to one meetings took place and 14 individual responses were also received via consultation / feedback forms from relatives and friends.

These sessions were not solely on a 1:1 basis and some were held with families and groups and attended by the Strategic Director and Portfolio Holder. All felt that their concerns had been listened to and were comfortable with the process.

One to one consultation appointments were offered to 46 employees at Holme View with the Business Change / Assistant Service Manager and a Human Resources officer and 33 employees took up this offer.



5.2.3 The common themes from the consultations

Concerns and common themes raised during the consultation period have been captured in and responses provided against each concern.



Ref No.	Concerns Raised	Staff/ TU	Families / Carers	Clrs	Response
1	Overall there was expressed appreciation for Holme View and people do not wish for it to close. What was the Council criteria for closing care homes?	✓	✓		<p>It was explained that it is not about the standard of care delivered at Holme View but the investment required and need to future proof the service and address the condition of the building.</p> <p>CQC recommendations require single bedrooms to have a minimum of 12.5 square meters and shared bedrooms to have a minimum of 16 square meters or more of usable floor space, excluding and fitted units. The average size bedroom at Holme View is 9.3 square meters which includes fitted units, this is 26% smaller for a single bedroom and 42% smaller for a shared bedroom based on CQC recommendations.</p> <p>Ward Councillors support the recommendation for the closure of Holme View.</p> <p>Staff at Holme View acknowledged the need to consider options for the future and for a better environment for people to live and work in.</p>
2	It was felt that the need for en-suite facilities were not required for service users at Holme View		✓		<p>These are recommendations made by the CQC and to support the future expectations of people. There is a requirement by CQC for individuals to have access to their own toilet.</p>
3	Concern was expressed about the suitability and location of alternative provision if the home closed	✓	✓	✓	<p>We believe that there are sufficient suitable alternative options available. The Council is supporting developments of extra care to support people in their own home and some of these are dementia friendly.</p>



4	Concern was expressed about the capacity in the independent sector	✓	✓	✓	As of week commencing 22 May 2017 the vacancy rate across the District for long term residential beds for older people is 250 of which 62 are nursing beds.
5	The quality of the standards in the independent sector, concern was expressed that the private sector would not be able to meet the needs of individuals, or offer the same quality of person centred care	✓	✓	✓	The plan to consult on Holme View was delayed in September 2015 due to the fact that 26% of care homes were assessed as being inadequate and could not be used for new placements, currently 5% of care homes are now assessed as being inadequate which is a significant improvement. Holme View is registered for residential care, but not for nursing care, when people are assessed as requiring nursing care they have to move to a provision where there needs can be met. There are homes and extra care schemes across the District which are dementia friendly and dual registered.
6	Could residents be moved to another Council care home?		✓	✓	Yes they could choose to move to another Council care home depending on availability.
7	The carer's group proposed that all long term service users be moved together as a family to a suggested local facility but continue to be staffed by the Holme View team.		✓		This option has been explored and has been rejected, although the provider would be happy to take individual referrals.
7	Concerns raised on the impact of moves on the residents and their families and carers	✓	✓	✓	There are risks to moving vulnerable older people which would be addressed through individual support plans and the steps described in the services' policy for managing transitions. Actions are proposed to reduce or remove any negative impact as outlined in the Equality Impact Assessment plan attached as Appendix 1 and in Section 5 of the



					main report.
8	Concern was raised that DoLs assessments have only been renewed until August 2017		✓		Assessments which need reviewing such as Deprivation of Liberty (DoLs) and required in the Mental Capacity Act (MCA) will be renewed with each service user as required.
9	Concern of losing a good provision as rated by CQC	✓	✓		This was acknowledged but there is a need to future proof the service and address the condition of the building.
10	Cost of independent provision		✓		See table below of agreed Residential & Nursing Weekly Rates for the Local Authority 2016/2017. Many home accept Local Authority rates. The unit cost of Holme View for 2016/17 was £729 per week at full occupation. When recharges are included it takes the unit cost to £833 per week.
11	It was felt that there was a lack of support from local councillors where relatives and carers were speaking on behalf of residents living at Holme View but did not live in the vicinity themselves		✓		Ward councillors did not have met with families and carers but they did and fed back as part of the consultation concerns which were raised.
12	What would happen to the building should it close		✓		It is recommended that authority is given to the department of Place to dispose of the building in line with Council Practice



13	What about the £16 million available to the Council for building new care homes		✓		That is still available, 51 extra care apartments built in Thackley at Elm Tree Court, investment in land searches for other sites, Bronte site (Keighley) for 69 extra care apartments and 50 bedded short term respite / rehabilitation. Council budget pressures and savings have to be achieved alongside the reduction in grants.
14	The loss of excellent quality of staff and care in BMDC homes as staff are well trained, qualified and committed	✓	✓	✓	The aim would be to retain the skills and experience of current staff and it is envisaged that this could be achieved through redeployment and recruitment.
15	Concern expressed about jobs and redeployment options	✓		✓	A mitigation plan will be drawn up and agreed with the Trade Unions to manage the risk involved in redeployment of staff. During the period of consultation recruitment has been frozen within the service against vacancies which will increase redeployment choices available. Positive responses were voiced by some staff that have previously been through the redeployment process and have reassured other members of staff of the Council's good practice to look after its workforce.
16	Breakdown of priority building and maintenance work.		✓		The cost of priority work which has been identified through the building conditions survey 21 st April 2017 to be undertaken during the next 1-3 years totals £295,297. This includes: <ul style="list-style-type: none"> • Replacement of flat roof and lights • Replacement of the fire alarm system • Replacement of boilers, heating distribution pipework and some panel radiators • Windows and doors • Redecoration



Ref No. 10 - Residential and nursing home weekly rates for comparison

NURSING HOMES including MIDDLE BAND FNC		Social Cost	FNC	Total
OPN	ELDERLY	487.69	112.00	599.69
PDN	PHYSICAL DIS UNDER 65	508.06	112.00	620.06
LDN	LEARNING DISABILITIES	481.53	112.00	593.53
MHN	MENTAL HEALTH	487.69	112.00	599.69
NURSING HOMES including HIGH BAND FNC				
OPN	ELDERLY	503.37	154.14	657.51
PDN	PHYSICAL DIS UNDER 65	523.81	154.14	677.95
REST HOMES		Social Cost	NO FNC	Total
OPR	ELDERLY	417.62	0.00	417.62
OPR2	VERY DEPENDENT	460.95	0.00	460.95
PDR	PHYSICAL DIS UNDER 65	529.90	0.00	529.90
LDR	LEARNING DISABILITIES	454.86	0.00	454.86
MHR	MENTAL HEALTH	460.95	0.00	460.95

5.2.4 Your departmental response to this feedback – include any changes made to the proposal as a result of the feedback

See 5.2.3 above



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Report of the Strategic Director Place to the meeting of Executive to be held on 20 June 2017.

Subject: Local Plan Core Strategy - Inspectors Report and Adoption

Summary statement:

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The Council is in the process of preparing a new Local Plan which will replace the current statutory development plan for Bradford District (the Replacement Unitary Development Plan) which was adopted in 2005.

The first of the Local Plan documents is the Core Strategy which sets out the strategic approach to managing development and change to 2030. It was submitted for Examination in December 2014 with Hearings held in March 2015. Proposed modifications were published in November 2015 and resumed hearings held in May 2016.

The Council has now received the Inspector's final Report and recommendations. The Inspector has considered all the matters before him including the plan, the evidence underpinning it, and the objections and representations made and the published modifications. In his report he concludes that the Plan can be considered to be legally compliant and sound, providing a limited set of Main Modifications are made to the plan, as submitted.

The purpose of this report is for the Executive to note the contents of the Inspector's report and to seek authority to proceed to Full Council to request the legal adoption of the modified Core Strategy in line with the Inspector's recommendation.

Julian Jackson
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Transportation and Highways

Portfolio:

Regeneration, Planning and Transport

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Overview & Scrutiny Area:

Environment and Waste Management

1. SUMMARY

- 1.1 The Council is in the process of preparing a new Local Plan which will replace the current statutory development plan for Bradford District (the Replacement Unitary Development Plan) which was adopted in 2005.
- 1.2 The first of the Local Plan documents is the Core Strategy which sets out the strategic approach to managing development and change to 2030. It was submitted for Examination in December 2014 with Hearings held in March 2015. Proposed modifications were published in November 2015 and resumed hearings held in May 2016.
- 1.3 The Council has now received the Inspector's Final Report and recommendations. The Inspector has considered all the matters before him including the plan, the evidence underpinning it, and the objections and representations made and the published modifications. In his report he concludes that the Plan can be considered to be legally compliant and sound, providing a limited set of Main Modifications are made to the plan, as submitted.
- 1.4 The purpose of this report is for the Executive to note the contents of the Inspectors report and to seek authority to proceed to Full Council to request the legal adoption of the modified Core Strategy in line with the Inspector's Recommendation.

2. BACKGROUND

- 2.1 In accordance with the Planning & Compulsory Purchase Act 2004 and National Planning Policy Framework (NPPF), the Council is in the process of preparing an up to date Local Plan for the Bradford District. The Local Plan will ultimately supersede the current Replacement Unitary Development Plan (RUDP) (as saved by the Secretary of State October 2008). It will set out the policies against which development proposals are tested, as well as allocating land for homes, economic development and supporting infrastructure. It will also review other local designations such as open space and heritage assets etc. The Council is committed to produce the following suite of Development Plan Documents which will make up the Local Plan:
 - Core Strategy
 - Allocations Development Plan Document (DPD)
 - Bradford City Centre Area Action Plan (AAP)
 - Shipley and Canal Road Corridor Area Action Plan (AAP)
 - Waste Management Development Plan Documents (DPD)
- 2.2 The Council is now making significant progress towards putting in place a new Local Plan, in particular with the receipt of the Inspector's report into the Core Strategy. Given the complex challenges and the context of changes to national planning policy, the receipt of the report and recommendation allowing it's adoption is a major milestone.



- 2.3 The Core Strategy provides the spatial vision and objectives for the District to 2030 and includes strategic policies to inform future development proposals. It also provides direction as to the approach, development targets and policies to be contained within the other parts of the Local Plan such as the Area Action Plans and the Allocations DPD. Without an adopted Core Strategy, progress in preparing the other Local Plan documents, which will themselves deliver the regeneration, investments, infrastructure and housing development required, will be undermined. The Core Strategy once adopted will also shape investment decisions and assist the Council in making successful bids for resources. Utility and infrastructure providers will be given a greater level of certainty as to the level and distribution of development planned and this will in turn enable them to plan more effectively and to secure funding for projects which will benefit the District. This is extremely significant given the understandable concerns raised by those who made representations during the Core Strategy process, as to how the Council would manage change and ensure that development is matched by supporting infrastructure.
- 2.4 The Core Strategy thus provides a fundamental framework to plan for the homes and jobs the District needs in a sustainable manner and in locations which respects local character and the distinctiveness of the diverse communities across the Bradford District. However, the Plan covers a much wider range of issues than just those of housing and employment development. It provides a strategic set of policies on a range of issues key to delivering sustainable development, including environmental protection and enhancement, addressing climate change and supporting low carbon development, place making and design quality. The Core Strategy in this respect needs to be considered as whole in planning for growth and development in the District to 2030.
- 2.5 The Core Strategy has been in preparation for a number of years and subject to extensive formal and informal consultation and is supported by a range of technical studies and assessments which have been published and used to inform the content and approach in line with national guidance. The formal stages of consultation prior to submission included:
- Issues & Options (2007)
 - Further Issues and Options (2008)
 - Core Strategy Further Engagement Draft (FED) (2011 – 2012)
 - Core Strategy Publication Draft (2014)
- 2.6 The Core Strategy was approved for submission to the government for examination by Full 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 Mr Stephen Pratt 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 on 22 August 2016 and made it available for information on 5 September (see Appendix 1). The receipt of the Inspector's Report marks the final step prior to formal adoption.

- 2.7 The Inspector's report was due to be considered by the Councils Executive on 11 October 2016. However, Gavin Barwell Minister of State (Housing & Planning) on 10 October 2016 issued a temporary holding Direction under powers contained in Section 21A of the Planning and Compulsory Purchase Act 2004. This required the Council not to take any steps in connection with the adoption of the Core Strategy until the Direction is withdrawn. The Core Strategy has no effect while the Direction was in force. The Direction allowed the Minister to consider whether to give direction under section 21 of the Act which gives a number of powers to the Minister to intervene in the preparation of a Local Plan. The Letter from the Minister was published on the Council's web site for information.
- 2.8 These powers were instigated by the Local MP for Shipley Philip Davies who raised several concerns in noted in the Direction. These included:
- Proposed release of Green Belt (in particular in Wharfedale);
 - Development of Green belt before brownfield land is exhausted;
 - Efforts under Duty to Cooperate to meet Bradford's housing needs; and
 - Appropriate location of development to meet the District's Housing need and contribute to the regeneration of Bradford City Centre.
- 2.9 The Council worked with DCLG officers in order for them to fully consider the issues raised by Philip Davies and make a recommendation to the Minister. The required information was provided to DCLG by end of November. This demonstrated both the process gone through and the relevant evidence upon which the plan was based as well as the approach adopted to Green Belt within the Core Strategy.
- 2.10 Following consideration of the matters raised by Philip Davies the Minister of State (Housing and Planning) has formally withdrawn the holding direction in his letter dated 28 March 2017. The Letter from the Minister was published on the Council's web site for information. In this respect he has decided not to intervene in the Core Strategy.
- 2.11 Reference is made in the Ministers letter to the recent Housing White Paper consultation. As is normal practice the Council will consider the implications of changes to national policy when finalised and whether this requires any part of the Local Plan to be subject to review as a result.
- 2.12 This now allows the Council to proceed towards the adoption of the Core Strategy.

Main Issues

- 2.13 The role of the Inspector was to consider all the relevant matters before him



(including all issues in the formal representations) and the supporting evidence base and thus conclude whether the Plan could be considered to be legally compliant and 'sound' and therefore capable of legal adoption by the Council.

- 2.14 In order to help the Inspector reach a conclusion and to allow all relevant parties to contribute to the debate, an Examination in Public was held. As noted above this involved a limited set of hearings, the nature, content and management of which were determined by the Inspector. The hearings covered matters and questions which the Inspector considered required further exploration and they allowed those with concerns to provide further information linked to the matters and issues determined by the Inspector. Further statements and information were produced as part of the examination process at the request of the Inspector and made available on the examination web site. This allowed adequate opportunities for all parties to ensure the Inspector fully understood and considered their issues/concerns as part of his formal considerations and in coming to his conclusion and recommendation.
- 2.15 In his report the Inspector concluded that he considers that the Core Strategy as approved by Full Council to provide an appropriate basis for the planning of the District but only provided that a number of Main Modifications (MM) are made to it. The Council specifically requested that the Inspector consider any potentially necessary Main Modifications as part of the examination process. To this end the Council proposed Main Modifications which were subject to separate consultation.
- 2.16 The Inspector has concluded that with the recommended Main Modifications set out in the Appendix to his report, the Core Strategy Development Plan Document satisfies the requirements of Section 20(5) of the 2004 Act, meets the criteria for soundness in the National Planning Policy Framework, and is capable of adoption.
- 2.17 The Inspector's Report sets out the reasons for his conclusion and why he considers the Main Modifications are necessary (see in particular the Non-Technical Summary). The full Inspector's Report and Appendix can be found in Appendix 1 to this report. Below a number of the major issues are highlighted and outlined with reference to the Inspector's Report and conclusions.
- 2.18 It is worth noting that whilst there are numerous Main Modifications set out in the schedule appended to his report, the vast majority of the Core Strategy as submitted has been accepted by the Inspector and remains unchanged.

Legal compliance

- 2.19 The Inspector has concluded that the Council has complied with legal requirements in the preparation of the document including the approach to consultation and engagement, national policy, sustainability appraisal and legal/regulatory requirements. Concerns which were raised in the initial Examination hearings of March 2015 with regards to the Habitats Regulation Assessment and its subsequent impacts on a number of policies – concerns which if left unaddressed could have rendered the plan incapable of adoption - were rectified through a



review as part of the Examination (see paragraph 2.21 – 2.22 below).

Duty to cooperate

- 2.20 During the course of the Core Strategy's preparation the Council had to respond to a number of changes to the planning system and to new procedural requirements. One such key change which followed on from the revocation of Regional Spatial Strategies, was the need to meet the new duty to cooperate. In the absence of formal regional planning the duty ensures that councils prepare their strategic plans in consultation and co-operation with neighbouring Local Planning Authorities (LPAs) and specified statutory bodies.
- 2.21 A number of concerns by those making representations were raised regarding compliance with this duty including scales of development, cross boundary impacts (green belt, transport and other infrastructure). The matter was subject to a specific Examination hearing. Having considered all the evidence and the discussions at the hearing the Inspector concludes that the Council has met this duty in terms of maximising the effectiveness of the plan making process and actively co-operating and engaging with relevant bodies on an on-going basis. It is worth noting that his conclusion relates to the Core Strategy and further on-going work will take place on strategic/cross boundary impacts and on-going liaison with adjoining LPAs as part of the more detailed Local Plan documents in particular the Allocations DPD.

Spatial Vision and Development Strategy

- 2.22 One of the key roles of the Core Strategy is to set out a clear spatial vision which in turn then determines the Plan's objectives and the proposed spatial distribution of development. The focus of the Plan is to support the role of the Regional City of Bradford and secure its on-going regeneration and to that end the majority of new development proposed in the Plan is focused on Bradford and to a lesser extent the Principal Towns of Keighley, Ilkley and Bingley. The Plan however also highlights the need to support development and investment of the network of smaller settlements within the District whilst also protecting the environment. Having considered a range of representations suggesting alternative approaches, the Inspector has supported the overall approach and spatial priorities contained within the spatial vision, and the objectives and Strategic Core Policies. He has supported the need for a focus on the urban area of the City of Bradford and its regeneration, and the proposed distribution of development. In doing so he rejected calls for differing approaches to the distribution of development, rejected calls for development quantum to be further adjusted (over and above those adjustments already put forward in the Main Modifications) and supported the Plan's approach relating to infrastructure which included the preparation of a comprehensive Local Infrastructure Plan (LIP).
- 2.23 The approach to the location of development (Policy SC5) has been supported including the need to prioritise brownfield land, but it is important to stress that the Inspector has fully accepted the Council's arguments that bearing in mind the scale of housing required and the nature of the available and deliverable land supply a substantial contribution from green field and Green Belt land will be needed to



deliver the District's development needs in full. However, the Inspector has also accepted the importance of the prioritisation of the use of brown field land within the District, as set out in Policies SC5 and HO6. While national planning guidance does not allow a brownfield first policy there are still many ways in which the Council can use its plans, investment programmes and strategies to encourage the use of brownfield sites and the Inspector has endorsed the Council's policies and approach as balanced and in conformity with the NPPF.

Green belt

- 2.24 As indicated above, one of the key issues which has been the subject of a significant number of representations, has been the need to make changes to the Green Belt in order to ensure that the District's development needs are met. It is important to stress that the Government's guidance contained within the NPPF does allow for councils to make changes to the Green Belt when preparing a new Local Plan, but only if certain tests are met and if the evidence supports and justifies such an approach. In particular, the Council are required to demonstrate that 'Exceptional Circumstances' exist which justify Green Belt changes and that the Council has fully considered the environmental and sustainability implications of making such changes.
- 2.25 The Inspector in this respect thoroughly examined whether the Council had demonstrated 'Exceptional Circumstances' to support a review of the Green Belt as required by NPPF. The Council's evidence set out that Green Belt change was required in order to fully meet the development needs for housing, and support regeneration and long term economic success of the District. The evidence on land supply in the Strategic Housing Land Availability Assessment (SHLAA) confirmed that there was insufficient land outside the Green Belt to fully meet the identified housing needs. Other evidence confirmed that there was land available in the Green Belt in sustainable locations which if developed would not undermine the functions and purpose of Green Belt. Having considered the evidence and also the differing views of those who made representations, the Inspector has concluded that the Council has indeed demonstrated that 'Exceptional Circumstances' to change the Green Belt exist and that the Council has considered whether it would be appropriate to make such changes – in particular that such changes can be made in a sustainable manner. However, in order to clarify the process and approach taken the Inspector has asked for a number of changes and additions to the supporting text within the Plan which are set out in one of the published Main Modifications.
- 2.26 The Inspector also considered the need to allocate Safeguarded Land as advocated by some objectors, in order to ensure a Green Belt boundary when reviewed which could last beyond the plan period. The Inspector was content that the revised boundaries could endure beyond the plan period and any longer term review of the Green Belt would need a more strategic approach across the sub region as part of future plans.



South Pennine Moors SAC/SPA

- 2.27 One of the key issues which was subject to objection and thus debate within the Core Strategy examination was whether the submitted plan had taken the right approach to the protection of the South Pennine Moors Special Area of Conservation (SAC) and Special Protection Area (SPA) and whether the Plan had been informed by an appropriate and robust Habitats Regulations Assessment (HRA). This in turn linked to representations which were concerned that the approach taken had been unnecessarily precautionary leading to housing targets for certain settlements (mainly in Wharfedale) which were lower than could be justified and to concerns over other policies such as those relating to the Plan's settlement hierarchy.
- 2.28 Having reviewed the original policy approach and the original HRA and other evidence the Inspector concluded there were some deficiencies. In order to address these concerns the Council with its consultants and Natural England reviewed and revised the HRA and in light of the revised HRA amended the approach under Policy SC8. The Council also reviewed the implications for the settlement hierarchy (Policy SC4) and the spatial distribution of development as set out in particular within Policy HO3.

Housing

- 2.28.1 One of the most important aspects of a strategic plan is to undertake an objective assessment of the level of new housing which will be needed in the District over the plan period. The setting of a housing requirement has been an issue which has caused problems to the progress of a large number of plans across the country over recent years with some having their plans rejected outright due to Inspector's concerns that plans were failing to identify and provide for the full extent of need in their areas. Within Bradford's Core Strategy a range of evidence including Government issued population and household projections, migration trends, economic and jobs growth projections, housing market information and data on past housing delivery has been used to conclude that over the period to 2030 at least 42,100 new homes will be required.
- 2.29 The Inspector has considered the evidence produced and the widely differing views expressed by different objectors and concluded that the Council's approach to assessing housing need is consistent with NPPF and National Planning Policy Guidance (NPPG). In particular, the Inspector has confirmed that the Council has considered the required wide range of factors set out in the NPPG and not just the Government's population and household projections which are nonetheless a key element. The Inspector has fully considered the issues raised by those who sought to either increase or reduce the housing requirement and concluded that the Council's approach is sound.
- 2.30 The Inspector has confirmed that as required by the NPPF, the Core Strategy should plan positively to boost housing delivery but in this respect has asked for a Main Modification which provides a revised housing trajectory in one of the Core Strategy's appendices. The revised trajectory reflects the need to boost delivery in



the early part of the plan period, in recognition of the existence of a backlog of unmet housing need and the current lack of a 5 year land supply.

- 2.31 The scale and distribution of development (Policy HO3 and Sub Area policies) proposed by the Core Strategy to meet the housing requirement was broadly supported by the Inspector but subject to several Main Modifications which take account of the revised HRA, an updated land supply position in the latest Strategic Housing Land Availability Assessment (SHLAA) and the need to address concerns raised by Historic England about impact on the Saltaire World Heritage Site and Haworth Conservation Area. This resulted in a limited number of settlements having their housing targets increased (Burley In Wharfedale, Menston, Ilkley, and Silsden) and others slightly reduced (Shipley, Bradford North East, the Canal Road Corridor, Haworth, and Baildon). These changes were included in the Main Modifications published and representations to the changes considered at the further hearings held in May 2016.
- 2.32 The Inspector supported the identification of Holme Wood as an urban extension, the exact scale to be determined through the Land Allocations Development Plan Document.
- 2.33 The broad approach to the settlement hierarchy (Policy SC4) was supported by the Inspector though the classification of two settlements (Burley in Wharfedale and Menston) are proposed to be modified to reflect the changes in scales of development and returned to their previous proposed status as Local Growth Centres. The fact that the settlements of Burley in Wharfedale and Menston had only been downgraded from Local Growth Centres to Local Services Centres on the back of the deficient HRA was accepted by the Inspector thus requiring the Council's to propose a Main Modification not only to the HRA related policy but also to the settlement hierarchy and proposed scale of housing proposed within Wharfedale. While the modifications to increase housing targets within parts of Wharfedale raised a significant number of representations it is important to note that the modifications made only modest changes to the overall housing distribution and the focus of the Plan remains overwhelmingly focused on the main urban areas. This is illustrated by the fact that the modified plan proposes that the Regional City of Bradford will see 27,750 new homes (66% of the district wide requirement) as compared to 2,500 (5.9%) within Wharfedale.
- 2.34 In other sections of his report the Inspector has confirmed, subject to the inclusion of a number of Main Modifications the approach to:
- Affordable housing (Policy HO11) with minor change to the threshold for small sites to reflect changes in national policy;
 - Phasing the release of housing sites(Policy HO4);
 - Density of development (Policy HO5);
 - Prioritisation of development on brownfield land (Policy HO6); and
 - Housing standards (policy HO9) with changes to bring into line with new national housing standards.

Infrastructure



- 2.35 The Core Strategy's sub area policies (which summarise and highlight the priorities and policies in each area) were subject to extensive consideration at the hearings in March 2015 and examined again in light of proposed Main Modifications in May 2016. As well as considering the issues relating to the proposed scale and distribution of development and the role of individual settlements as noted above, the Inspector considered the concerns raised in most communities regarding ability of Infrastructure to accommodate the scale of development proposed. The Inspector considered fully the Council's evidence in particular the Transport Study and Local Infrastructure Plan. He concluded that the Council had considered as far as possible the critical infrastructure and improvements necessary (including highlighting key elements within the Sub Area policies) and emphasised that the process of assessing and planning for such infrastructure would continue through on-going liaison with key infrastructure providers and as the Council develops the Allocations Development Plan Document. The Inspector also noted that in some cases new development can enhance or improve existing facilities and services as well as providing new facilities.

Flooding

- 2.36 Flooding was a key concern in a number of communities which was considered fully by the Inspector who supported the Councils approach as being in line with NPPF and NPPG and appropriate to the strategic nature of the Plan. He noted that many areas are at risk of to flooding from rivers, groundwater and surface water. The Core Strategy was supported by a Strategic Flood Risk Assessment (SFRA) level 1 which considered all sources of flooding as well as a sequential testing paper which concluded that the proposed development targets could in the majority of settlements be met entirely on sites in the lowest areas of fluvial flood risk (flood zones 1 and 2). The Inspector noted that further work would take place as part of the Land Allocations Development Plan Document on a site by site basis. Detailed policy guidance on flood risk is contained in Core Strategy Policy EN7.

Economic Development

- 2.37 The approach to economic development including the provision of a supply of new employment land of 135Ha was supported with Main Modifications to provide clarity on the job projections to reflect those used in the Leeds City Region (LCR) Regional Econometric Model and their use in the housing needs projections.

Environment

- 2.38 The wide range of environmental policies were supported by the Inspector, with only a limited number of small changes to policy to provide clarification or align with changes to Policy SC8.

Minerals and Waste



- 2.39 The approach to minerals and waste was support with a small number of changes.to the policies and the inclusion of more background information in the lower case text on the minerals and waste needs.

Adoption

- 2.40 The Core Strategy as proposed to be modified provides a clear and up to date context for the Land Allocations Development Plan Document as well as supporting the approach in the two Area Action Plans, Waste Management Development Plan Document currently due to be discussed at their own examinations during the coming months. The adoption of the Core Strategy would also clarify the policy context for the local communities who wish to progress Neighbourhood Plans.

Minor modifications

- 2.41 During the Examination a number of minor changes (in addition to what have been termed 'Main Modifications') were also considered. An additional schedule of these changes was published with the proposed Main Modifications in November 2015. The minor changes relate to editorial issues and matters of presentation or fact. These will be incorporated into the Plan if adopted together with the Main Modifications.

Adoption Process

- 2.42 Assuming the Core Strategy is adopted, following resolution by Full Council, it will form a part of the statutory Local Plan for the District. It will become a key document in the determination of planning applications. It will replace many of the existing saved policies of the RUDP. A full schedule of the RUDP polices and their status on adoption of the Core Strategy has been produced as part of the examination and is available to view on the Council's web site (SD/010).
- 2.43 It is important to stress that the policies within the RUDP were prepared a considerable time ago and over time will become ever more vulnerable to challenge. This includes policies to protect key environmental assets such as green spaces, as well as those policies which relate to development. The adoption of the Core Strategy will provide policies which have been prepared in the light of current government guidance and up to date evidence and which will therefore provide a more robust basis for the Council's decision making when considering planning applications. Should the Core Strategy be delayed or not adopted there is a much greater risk of successful challenges to the Council's decisions, increased numbers of planning appeals and associated increased costs and greater loss to development of green field sites.
- 2.44 If the Core Strategy is adopted by Full Council in line with the Inspector's recommendations with all the proposed Main Modifications the Council will then publish an Adoption Statement. Following this there is a 6 week period allowed for any party to legally challenge the Council's decision to adopt.



3. OTHER CONSIDERATIONS

- 3.1 The Council has a duty under the Planning and Compulsory Purchase Act 2004 to prepare the Local Plan for the District in line with the approved Local Development Scheme (LDS). The Council can determine the nature and make-up, of the Local Plan it wants to put in place in order to meet its statutory duty, as well as the timetable for its' preparation. The currently agreed Local Plan programme, as set out in the approved LDS, commits to 5 Development Plan Documents (see paragraph 2.1).
- 3.2 The process for the preparation of each DPD is prescribed by statute and regulation. In order to ensure a 'Sound' plan it is important that the Council ensures it follows the regulations, ensures effective and robust consultation, and ensures it is founded upon up to date and robust evidence. All DPDs are submitted to the Secretary of State for independent examination to test whether they are sound with reference to the tests set out in legislation and regulations. Failure to ensure a robust approach could result in a DPD being unsound and not capable of adoption. The Inspector has considered fully the legal compliance and soundness and concluded that the Core Strategy as proposed to be modified is sound and can be adopted by the Council. However he has also confirmed that the original plan submitted to the Planning Inspectorate without the proposed Main Modifications would not be considered 'Sound'. The importance of accepting and incorporating, in full, the schedule of Main Modifications to ensure that the Plan can be adopted should therefore be emphasised.
- 3.3 Once the examination process is complete, adoption is the final stage of putting a Local Plan in place. This requires confirmation by a full meeting of the Local Planning Authority (Regulation 4(1) and (3) of the Local Authorities (Functions and Responsibilities) (England) Regulations 2000). On adopting a Local Plan, the Local Planning Authority has to make publicly available a copy of the Plan, an Adoption Statement and Sustainability Appraisal in line with regulations 26 and 35 of the Town and Country Planning (Local Planning) (England) Regulations 2012.
- 3.4 Government guidance states that while the Local Planning Authority is not legally required to adopt its Local Plan following examination, it will have been through a significant process locally to engage communities and other interests in discussions about the future of the area, and it is to be expected that the authority will proceed quickly with adopting a plan that has been found sound.
- 3.5 National Planning Policy continues to emphasise the need for Local Planning Authorities to prepare an up to date development plan for their district and more recent government statements are seeking councils to progress as a matter of urgency.
- 3.6 The Housing and Planning Act 2016 re-emphasised the need for Local Planning Authorities to make progress to put in place up to date local plans and introduced new powers for the Secretary of State to intervene where sufficient progress was not being made. In a statement to Parliament (July 2015) the then Minister of State for Housing and Planning (Brandon Lewis) made clear the government's



commitment to getting Local Plans in place. To this end, the government will publish league tables setting out local authorities' progress on their Local Plans. In cases where no Local Plan has been produced by early 2017 the government will intervene to arrange for the Plan to be written, in consultation with local people, to accelerate production of a Local Plan under the new provisions in the Housing and Planning Act 2016. The adoption of the Core Strategy would be a major step forward in meeting this requirement and demonstrating to government the District's commitment to producing an up to date Local Plan. It will therefore enable the Council in conjunction with local communities and stakeholders to maintain control over decisions on the future planning of the District.

3.7 The NPPF presumption in favour of sustainable development makes clear that decisions should be made against the Local Plan. For planning decision it states that this means:

- approving development proposals that accord with the development plan without delay; and
- where the development plan is absent, silent or relevant policies are Out-of-date, granting permission unless:

— any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole; or

— specific policies in this Framework indicate development should be restricted

3.8 The RUDP was adopted in 2005 and most of its policies saved in 2008. The RUDP plan period was only until 2014 and had a land supply which reflected much lower levels of housing need than that which is now required to be delivered. .

3.9 The land supply elements of the RUDP are therefore already considered as out of date. Although many of its saved policies accord with NPPF, there is also a danger, as indicated above, that the age of the RUDP will result in more of its policies being superseded as time goes on if not replaced and refreshed by the new Local Plan.

3.10 The reliance on the remaining unimplemented RUDP housing site allocations together with other more recent planning consents means that the Council is and will continue to be unable to demonstrate as required by the NPPF that it has an appropriate supply of specific deliverable sites sufficient to provide five years worth of housing against their housing requirements with an additional buffer of 20% (moved forward from later in the plan period), to ensure choice and competition in the market for land. In such circumstances paragraph 14 of the NPPF (see paragraph 3.7 above) applies.

3.11 The latest SHLAA update demonstrates that the Council does not currently have a five year supply in line with NPPF. It currently stands at 2.3 years. Given the scale of the housing requirement the only way the District can ensure a 5 year supply is to allocate more land through the new Local Plan. The adoption of the Core Strategy will allow for progress to be made towards the allocation of sustainable sites within



the two Area Action Plans and the Allocations DPD.

- 3.12 Given the above it is imperative that the Council proceeds to put in place an up to date Local Plan as soon as practicable. Until a new up to date plan is in place decision making particularly on housing developments will be determined with reference to the presumption in NPPF and away from local control. Delay will also impact on the progress on the two Area Action Plans which support key regeneration areas as well as the wider Land Allocations work which will put in place the up to date supply of land to meet the need for homes and jobs.
- 3.13 It is also important to communities, business and investors that an up to date plan is put in place in order to ensure certainty and confidence. It also will assist in supporting the attraction of much needed investment into infrastructure projects based on clearly articulated plans for delivering growth and supporting business case for supporting investment.

4. FINANCIAL & RESOURCE APPRAISAL

- 4.1 The preparation of the Local Plan is undertaken by the Planning and Transport Strategy Service, which is funded from within the Department's resources, supported by one off corporate growth payments to cover abnormal costs of consultation and engagement, technical studies and examination cost.

5. RISK MANAGEMENT AND GOVERNANCE ISSUES

- 5.1 There are risks to the Council as a result of not having an up to date Local Plan. These include:
- uncertainty for decision making;
 - reduced prospects for securing funding for new infrastructure;
 - Loss or reduction of New Homes Bonus from Government
 - increase in the number of successful planning appeals with attendant increased costs;
 - possible government intervention to externalise plan making; and
 - failure to meet key needs for homes and jobs.
- 5.2 The receipt of the Inspector's Report and recommendations allowing adoption mean the Council is in a position to be able to put in place an up to date development strategic planning framework for the District which will form part of the statutory Local Plan and provide a starting point for the consideration of planning applications. It will also provide the strategy and framework for the production of other Local Plan documents. It will also provide confidence and clarify to the development sector as well as business and communities and allow infrastructure providers to be clear about the scale and distribution of development they need to support through their investment plans and decisions.
- 5.3 As with submission to examination the decision whether to adopt the Core Strategy is for Full council.



6. LEGAL APPRAISAL

- 6.1 The Local Plan is prepared in line with the appropriate, legislation (UK and EU), regulations and guidance, in particular the Planning and Compulsory Purchase Act 2004 as amended by the Localism Act 2012 and Planning and Housing Act 2016. The Submitted plan was supported by a legal compliance check list and the Inspector concluded that the submitted plan was legally compliant.

7. OTHER IMPLICATIONS

7.1 EQUALITY & DIVERSITY

The consultation on the local plan is undertaken in line with the Statement of Community Involvement (SCI), which sets out how the Council will seek to engage the community in the preparation of Development Plan Documents. In order to achieve this it seeks to set a framework to ensure representative and inclusive involvement and engagement at all stages of document preparation. Particular consideration is given in the document to hard to reach groups. In addition the Local Plan documents are subject to an Equality Impact Assessment which was submitted with the Core Strategy to examination.

7.2 SUSTAINABILITY IMPLICATIONS

All Local Plan Development Plan Documents are required to be subject to Sustainability Appraisal (SA) including Strategic Environmental Appraisal (SEA) at all key stages. The SA seeks to assess the likely impacts of the policies and proposals of the relevant plan. The Inspector considered the SA and SEA and concluded that they met the legal and regulatory requirements.

7.3 GREENHOUSE GAS EMISSIONS IMPACTS

The Local Plan is subject to Sustainability Appraisal throughout its development, which identifies the likely impacts of the Plan and where appropriate any mitigation to manage any negative impacts. Climate Change is identified within the Core Strategy as a key issue and is covered by several policies which seek to reduce greenhouse gas emissions and also manage the potential impacts of Climate Change.

7.4 COMMUNITY SAFETY IMPLICATIONS

There are no community safety implications.

7.5 HUMAN RIGHTS ACT

The SCI sets out how all individuals can have their say on the development plan documents. Anyone who is aggrieved by a Development Plan Document as submitted has a right to be heard at an independent examination. The Submission Statement sets out the stages of engagement and a summary of the key issues



raised together with the Council's response. The two sets of hearings held by the Inspector allowed for any individual with a representation to have their concerns heard as well as considered through the written documents.

7.6 TRADE UNION

There are no Trade Union implications.

7.7 WARD IMPLICATIONS

The Core Strategy relates to the whole District and affects all wards.

8. NOT FOR PUBLICATION DOCUMENTS

None.

9. OPTIONS

9.1 The Executive have 3 options.

Options1

9.2 The first option is to approve the Core Strategy in line with the Inspector's Report and recommendations including the complete set of Main Modifications contained in the Appendix to the Inspector's Report. The document is considered 'Sound' and legally compliant by the Inspector and capable of adoption only with the proposed Main Modifications.

Option 2

9.6 The second option is to attempt to adopt the Core Strategy but not to include all the Main Modifications or with different changes. There is a strong likelihood that such a course of action would fail and result in successful legal challenge as the Inspector has made clear that the Main Modifications are all required in order to produce a 'Sound' and legally compliant plan, which is capable of adoption;

Option 3

9.7 The third option is to not adopt the Plan and to review the document. In effect this would amount to a withdrawal of the Plan in total as the Inspector has now concluded his examination. This would delay significantly the adoption of the Local Plan having particular implications for the site allocation documents as well as Neighbourhood Plans. As well as delay of up to 3-4 years to go back through the process there would also be significant additional costs to the Council. There would also be a risk of intervention by the government. In the meantime the District would continue to lack a 5 year supply of housing land and lose control influence over of development proposals in the District. During the course of the production of the Core Strategy considerable sums have been invested in the Plan's preparation including the production and commissioning of evidence and the holding of an Examination in Public. Failure to adopt the Core Strategy would lead to significant cost as much of the evidence associated with the document would have to be updated or prepared afresh, further consultation would have to be undertaken and a



new examination would need to be held and paid for.

- 9.8 The Executive are therefore recommended to follow Option 1 and recommend to Full Council that the Core Strategy as submitted be adopted with the Main Modifications proposed by the Inspector for the reasons set out in his report and also this report. The other options would have significant serious implications for the timetable for putting in place an up to date Local Plan and associated risks to both the Council and the District and its communities.

10. RECOMMENDATIONS

- 10.1 The Executive is recommended to note the contents of this report and contents of the Inspector's Report and recommend that Full Council formally adopt the Core Strategy as approved by Full Council on December 2013 and submitted to the government for examination with the Main Modifications contained in Appendix 1, as proposed by the Inspector pursuant to Section 23 of the Planning and Compulsory Purchase Act 2004.
- 10.2 That the Assistant Director (Planning Transportation and Highways) in consultation with the relevant Portfolio Holder be authorised to make other minor amendments of redrafting or of a similar nature as may be necessary prior to formal publication.

11. APPENDICES

- 11.1 Report on the examination of the Local Plan for the Bradford District Core Strategy Development Plan Document and Appendix (containing the Main Modifications).

12. BACKGROUND DOCUMENTS

- 12.1 Local Development Scheme (July 2014)
12.2 Publication Draft Core Strategy
12.3 Additional Modifications (November 2015)
12.4 National Planning Policy Framework
12.5 National Planning Policy Guidance
12.6 Holding Direction letter to leader of the Council from Gavin Barwell Minister of State (Housing & Planning) dated 10 October 2016
12.7 Letter to leader of the Council from Gavin Barwell Minister of State (Housing & Planning) withdrawing the Holding Direction dated 27 March 2017



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Appendix 1

Inspector's Report into the examination of the Local Plan for the Bradford District Core Strategy Development Plan Document and Appendix (containing the Main Modifications).

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Report to the City of Bradford Metropolitan District Council

by Stephen J Pratt BA (Hons) MRTPI

an Inspector appointed by the Secretary of State for Communities and Local Government

Date 22 August 2016

Planning and Compulsory Purchase Act 2004

(as amended)

Section 20

Report on the Examination of the Local Plan for the Bradford District Core Strategy Development Plan Document

The Plan was submitted for examination on 12 December 2014

The examination hearings were held between 4-20 March 2015 & 17-20 May 2016

File Ref: PINS/W4705/429/7

Abbreviations used in this report

AAP	Area Action Plan
AONB	Area of Outstanding Natural Beauty
BCS	Local Plan for Bradford District – Core Strategy DPD
CBMDC	City of Bradford Metropolitan District Council
CIL	Community Infrastructure Levy
DCLG	Department for Communities & Local Government
DPD	Development Plan Document
DTC	Duty to Co-operate
dw/yr	dwelling per year
EA	Environment Agency
EH/HE	Historic England (formerly English Heritage)
ELS	Employment Land Study
FED	Bradford Local Plan Core Strategy – Further Engagement Draft
G&T	Gypsy and Traveller
GTAA	Gypsy & Travellers Accommodation Assessment
ha	hectares
HA	Highway Authority
HE	Highways England (formerly Highways Agency)
HCA	Homes & Communities Agency
HFR	Household Formation Rates
HRA	Habitats Regulations Assessment
HWTNDP	Holme Wood & Tong Neighbourhood Development Plan
LAA	Local Aggregates Assessment
LCR	Leeds City Region
LDS	Local Development Scheme
LEP	Local Enterprise Partnership
LIP	Local Infrastructure Plan
LTP	Local Transport Plan
MM	Main Modification
NE	Natural England
NPPF	National Planning Policy Framework
NPPW	National Planning Policy for Waste
OAN	Objective Assessment of Housing Need
¶/para	paragraph
PPG	Planning Practice Guidance
REM	Regional Econometric Model
RUDP	City of Bradford Replacement Unitary Development Plan
SA	Sustainability Appraisal
SAC	Special Area of Conservation
SADPD	Site Allocations Development Plan Document
SAMM	Strategic Access Management & Monitoring Strategy
SCI	Statement of Community Involvement
SCS	Sustainable Community Strategy
SEA	Strategic Environmental Assessment
SEP	Strategic Economic Plan
SFRA	Strategic Flood Risk Assessment
SHLAA	Strategic Housing Land Availability Assessment
SHMA	Strategic Housing Market Assessment
SIDP	Strategic Infrastructure Delivery Plan
SOC	Statement of Co-operation
SOCG	Statement of Common Ground
SPA	Special Protection Area
SPMSPA	South Pennine Moors Special Protection Area
SSSI	Site of Special Scientific Interest
SUE	Sustainable Urban Extension
WYCA	West Yorkshire Combined Authority
YHRSS	Yorkshire & the Humber Regional Spatial Strategy
YHWTAB	Yorkshire & the Humber Waste Technical Advisory Body

Non-Technical Summary

This report concludes that the Local Plan for the Bradford District Core Strategy provides an appropriate basis for the planning of the district providing a number of main modifications are made to the plan. The City of Bradford MDC has specifically requested me to recommend any main modifications necessary to enable the plan to be adopted. All the main modifications to address this were proposed by the Council, and I have recommended their inclusion after considering all the representations made in response to consultation on them.

The Main Modifications can be summarised as follows:

- Amend the approach and policy for protecting the integrity of the South Pennine Moors SAC/SPA and their zones of influence in Policy SC8, the associated Sub-area, Environment, Waste and Implementation policies and accompanying text, to reflect the updated Habitats Regulations Assessment;
- Amend the Settlement Hierarchy to designate Burley-in-Wharfedale and Menston as Local Growth Centres, to reflect the updated Habitats Regulations Assessment, and clarify the nature of development for each level of the hierarchy;
- Specify the “exceptional circumstances” identified to justify the amendment of Green Belt boundaries;
- Amend the spatial distribution of new housing development, to reflect the updated Habitats Regulations Assessment, the latest assessment of potential housing land availability and impact on heritage assets, including the revised apportionments for the City of Bradford Regional City (including Shipley & Canal Road Corridor, Shipley and North-East Bradford), Airedale (including Silsden & Baildon), Wharfedale (including Ilkley, Burley-in-Wharfedale & Menston), and the South Pennine towns and villages (including Haworth);
- Clarify and update the sub-area policies and detailed development strategy for each of the sub-areas of Bradford district, including the revised settlement hierarchy and spatial distribution of development, updated Habitats Regulations Assessment, and the scale and type of development at the settlements;
- Amend the number of new jobs envisaged to 1,600/year, to align with the housing strategy, clarify the justification for the overall amount of new employment land and confirm that this is a minimum figure, and clarify the purpose of the Economic Growth Areas;
- Clarify the approach to establishing the objective assessment of housing need, the overall housing requirement figure and the approach to 5-year housing land supply, and update the housing trajectory;
- Clarify the approach to phasing housing development, the release of housing sites, density, viability and housing standards;
- Amend the site size thresholds for affordable housing, specifying a minimum threshold of 11 units in Wharfedale and other specified villages;
- Update the approach and requirement for gypsies and travellers accommodation;
- Set out the approach and policy for development affecting Sites of Special Scientific Interest, and clarify the approach to Locally Designated Sites;
- Update and clarify the policy and approach to renewable energy;
- Update and clarify the policies and approach to flood risk and air quality;
- Re-draft the section and policies on Minerals, to provide more information about the supply and provision of minerals, including the Local Aggregates Assessment and landbanks;
- Re-draft the section and policies on Waste Management, to provide more information about existing and forecast waste arisings and existing and future waste management capacity, including the approach to identifying waste management sites and the area of search;
- Update and amend the content of the appendices, including monitoring, parking standards, amended housing trajectory, the approach to previously developed land and the programme for subsequent Development Plan Documents.

Introduction

1. This report contains my assessment of the *Local Plan for the Bradford District Core Strategy Development Plan Document* (BCS) in terms of Section 20(5) of the Planning & Compulsory Purchase Act 2004 (as amended). It considers first whether the Plan complies with the legal requirements, including the Duty to Co-operate, recognising that there is no scope to remedy any failure of the latter requirement. It then considers whether the Plan is sound in terms of the National Planning Policy Framework (NPPF), which confirms that to be sound, a local plan should be positively prepared, justified, effective and consistent with national policy (NPPF; ¶ 182).
2. The starting point for the Examination is the assumption that the City of Bradford Metropolitan District Council (CBMDC) has submitted what it considers to be a sound plan. The basis for the examination is the *Local Plan for Bradford District Core Strategy Publication Draft* (February 2014) [SD/001].
3. This report deals with the Main Modifications needed to make the BCS sound and legally compliant, as identified in bold in the report **[MM]**. In accordance with section 20(7C) of the 2004 Act, CBMDC has requested me to recommend any modifications needed to rectify matters that make the plan unsound or not legally compliant, and thus incapable of being adopted. These Main Modifications are set out in the accompanying Appendix. CBMDC also proposes to make other minor changes (“Additional Modifications”) to the Plan, which do not affect its overall soundness and do not need any positive recommendation from me.
4. The Main Modifications that are needed to ensure the BCS is sound and legally compliant all relate to matters that were discussed at the examination hearings. All the Main Modifications were subject to sustainability appraisal and public consultation between November 2015-January 2016, and I have taken account of the representations and the subsequent hearings in coming to my conclusions.
5. My approach to the Examination has been to work with CBMDC and other participants in a positive, pragmatic and supportive manner. In so doing, I have considered all the points made in the representations, statements and at the hearing sessions. However, the purpose of this report is to consider the legal compliance and soundness of the Plan, giving reasons for the recommended modifications, rather than responding to every point made in the representations and discussions. References to documentary sources are provided thus [].

Assessment of Legal Compliance

6. At the hearing sessions of the Examination, some participants expressed concerns about the consultation undertaken during the preparation of the BCS, particularly the relationship with the proposed Holme Wood Sustainable Urban Extension (SUE) and possible alternative options, and the emerging Holme Wood & Tong Neighbourhood Development Plan (HWTNDP). There may have been some confusion when consultation was undertaken on the BCS Further Engagement Draft (FED) and the HWTNDP, but CBMDC confirms that the consultation arrangements for the BCS were undertaken separately from that on the HWTNDP. Although each consultation process can inform other plans, I understand that, whilst it may be a material consideration, the HWTNDP is non-statutory, having been prepared prior to the Localism Act. CBMDC has set out the process of public consultation on the BCS [SD/009; SD/015], and I can see no legal or procedural flaws

in the process in terms of the procedures outlined in the Statement of Community Involvement (SCI) [SS/055] and the requirements of the Local Planning Regulations as far as Holme Wood is concerned.

7. Some participants raised serious concerns about the adequacy and legality of the submitted Habitats Regulations Assessment (HRA) [SD/021-022]. These concerns particularly related to the assessment of the impacts of the BCS on the South Pennine Moors Special Protection Area (SPMSPA) and the implications of its conclusions for the status and potential for growth of settlements in Wharfedale (including Burley-in-Wharfedale and Menston), addressed in Policies HO3 & SC8 [PS/D025; PS/F009; PS/F024; PS/F027a; PS/F042d; PS/F050-51; PS/F082; PS/F086a/c]. The key issues concerned the conservation objectives of the SPMSPA, the extent of the functional habitat, including qualifying features and breeding bird assemblage, the recreational impact of development, location and choice of housing sites, and the wording of Policies SC8 & EN2. CBMDC confirmed that the approach had been agreed with Natural England (NE), but recognised that there were outstanding issues about mitigation, management measures and greenspace.
8. Consequently, I asked for these issues to be discussed between the parties during the hearing sessions of the examination with the aim of resolving the matters in dispute. The outcome was that CBMDC agreed to undertake a revised and updated HRA [PS/G004h], which forms the basis for the amended policies, including a revised settlement hierarchy and spatial distribution of development, particularly in the Wharfedale sub-area. CBMDC put forward proposed modifications to the relevant policies which overcome many of the concerns and have been endorsed by NE. The amended policies, including the revised distribution of development and status of particular settlements, were subject to consultation as part of the Main Modifications process, and I deal with the soundness implications of these proposed modifications later in my report.
9. Some concerns were also raised about the adequacy of the Sustainability Appraisal (SA) undertaken for the BCS, but SA was undertaken at all key stages during its preparation and earlier SA work influenced the final plan. The Final SA [SD/002-003] considered reasonable alternatives, including spatial, policy and site options, and identified the necessary mitigation measures. The BCS sets out the policy links to the SA and other key documents, and issues about the assessment of alternative/higher levels of housing development are dealt with in the soundness section of my report. Consequently, I find that adequate SA work has been undertaken to support the submitted BCS.
10. Issues about consistency of the BCS with the NPPF are dealt with in the soundness section of this report. CBMDC has also set out clear reasons why it is continuing with a multi-stage approach to its development plan, involving a Core Strategy, Site Allocations Plan, Area Action Plans and Waste Management DPD, rather than a single comprehensive Local Plan [SD/001; ¶ 1.3].
11. CBMDC has undertaken its own self-assessment of the legal compliance of the BCS [SD/007]. My assessment of these and other aspects of legal compliance of the BCS is summarised below, and confirms that it meets all the relevant legal requirements.

LEGAL REQUIREMENTS	
Local Development Scheme (LDS)	The BCS is identified in the approved LDS (July 2014) [SS/054], and its role and content comply with the LDS. It is also consistent with the current timetable of plan preparation, although formal adoption will be delayed due to the need to prepare and consult on Main Modifications needed to the BCS.
Statement of Community Involvement (SCI) and relevant regulations	The SCI was adopted in July 2008 [SS/055]. The BCS was subject to several rounds of consultation and engagement during its preparation, in line with the adopted SCI and relevant legal and regulatory framework. The plan-making and consultation processes met the minimum requirements of the Local Planning Regulations and CBMDC’s adopted SCI, including consultation on Main Modifications.
Sustainability Appraisal (SA)	Adequate SA has been carried out at all stages during the preparation of the BCS, including at the Publication Draft and Main Modifications stages [SD/002-003; PS/G004c]. The Publication Draft was supported by a full SA, which also considered reasonable alternatives, including spatial options, and a SA Addendum was prepared at the Main Modifications stage; the BCS sets out all the policy links with the SA.
Habitats Regulations Assessment (HRA)	The original Habitats Regulations Assessment accompanying the submitted BCS [SD/021-022] was found to have legal and other flaws, but these have been rectified as part of the revised HRA [PS/G004h], which has also been undertaken to the satisfaction of Natural England.
National Policy	The BCS is consistent with national policy, except where indicated and Main Modifications are recommended.
2004 Act (as amended) and 2012 Regulations	The BCS complies with the Act and the Local Planning Regulations.

Assessment of Duty to Co-operate

12. Section 20(5)(c) of the 2004 Act requires me to consider whether CBMDC has complied with any duty imposed on it by s33A of the Act in relation to preparing the Plan. This requires them to co-operate in maximising the effectiveness of plan-making, and to engage constructively, actively and on an on-going basis with neighbouring planning authorities and prescribed bodies when preparing development plan documents with regard to a strategic matter. This is defined as sustainable development or use of land which has or would have a significant impact on at least two planning areas, including sustainable development or use of land for strategic infrastructure. This Duty (DTC) is closely related to the requirements in the NPPF (¶ 156; 178-181), and the soundness tests which require plans to be positively prepared and effective (NPPF; ¶ 182).
13. CBMDC has submitted evidence outlining how it has engaged constructively, actively and on an ongoing basis with neighbouring authorities and prescribed bodies during the preparation of the BCS [SD/006; PS/E001]. This has involved co-operating and engaging with neighbouring authorities, established groups and partnerships in the Leeds City Region (LCR) to address strategic planning alignment and to support other local planning authorities in discharging the DTC.

14. There is a long legacy of strategic co-operation and joint working within the LCR and across West Yorkshire for both officers and elected members; this helps to co-ordinate strategic planning across the county, both from the earlier days of the Regional Spatial Strategy and as set up more recently by the LCR. I particularly note that all neighbouring authorities are satisfied that CBMDC has met the DTC requirements and there are no outstanding or unresolved issues; they have also endorsed CBMDC’s DTC statement [SD/006]. CBMDC has also engaged and consulted with prescribed bodies and the LCR Local Enterprise Partnership (LEP).
15. As part of the DTC process, CBMDC has identified and addressed strategic issues relating to housing requirements, economic issues and employment land, Green Belt, highways, transport and infrastructure, gypsies and travellers, environment, and minerals and waste matters; this culminated in the LCR Statement of Co-operation (SOC) [SD/006; Appx 2/4], agreed by all authorities in the LCR.
16. On housing, following the revocation of the Yorkshire & the Humber Regional Spatial Strategy (YHRSS), the LCR authorities have undertaken much work on establishing sub-regional housing requirements. CBMDC’s assessment of its own housing requirements was closely associated with this work, including examining relevant housing market signals, market drivers and characteristics of the housing markets across Bradford and beyond, including migration and cross-boundary issues. Furthermore, CBMDC is planning to fully meet its objectively assessed housing needs within its own area and there are no unmet housing needs from any neighbouring authorities which CBMDC is being asked to meet. More recent LCR reports addressing sub-regional housing needs and cross-boundary issues support the approach taken in the BCS. CBMDC has identified key strategic issues relating to the scale of housing provision and the location of new housing land, including impact on the Green Belt; detailed issues about the housing market area and past housing supply are dealt with in the soundness section of my report.
17. CBMDC confirms that adjoining local authorities, including Leeds City Council (LCC), were fully consulted about the BCS and the proposed Holme Wood SUE, including both Green Belt and highways implications. LCC has raised some concerns about the impact of new housing development close to its borders, including that resulting from the Proposed Modifications, but is content for these issues to be considered again in more detail when specific sites have been identified in the SADPD & AAPs.
18. The BCS recognises the need to deliver economic development and regeneration within the wider context of LCR growth and ambitions, reflecting the labour market of a polycentric conurbation and alignment with the strategic priorities and objectives of the LEP and its Strategic Economic Plan (SEP) [PS/B001b(xv-xvii)]. As part of the DTC, the potential impact of new employment land in Bradford on the regeneration prospects in neighbouring areas has been identified as a key strategic issue, but no issues have been raised by LCR authorities about the economic and employment strategy of the BCS.
19. CBMDC has identified and addressed strategic issues relating to the Green Belt, re-stating the functions of the Green Belt, identifying the exceptional circumstances needed to amend the Green Belt and minimising the overall loss of Green Belt. This ensures a consistent approach to the Green Belt across the LCR sub-region when considering the implications of the scale and extent of proposed development on Green Belt in the LCR, and has been endorsed by the LCR authorities. Although the LCR authorities acknowledge the possible need for a full review of the Green Belt in the future, there is no current requirement for such a wide-ranging review.

CBMDC strongly maintains that such a review is unnecessary in Bradford, given its selective approach to Green Belt amendments in this district and the need to avoid prejudicing its strategic function. The BCS identifies the broad locations where amendments to the Green Belt may be needed, and the detailed boundaries of these amendments will be set out in the subsequent Site Allocations DPD (SADP).

20. On transport, engagement has involved cross-boundary issues, joint working with other local authorities, public transport bodies, Highways England/Highways Agency (HA/HE) and the highways authorities, strategic transport co-ordination with the LEP’s SEP and the West Yorkshire Combined Authority (WYCA). Joint working has taken place on transport models and in establishing a consistent approach to considering the impact of new development on strategic, local and cross-boundary road networks and key strategic transport corridors. The BCS addresses the objectives of the West Yorkshire Local Transport Plan (WYLTP) [PS/B001b(xxiv)] and the LCR Transport Strategy [PS/B001b(xxii)], and further work will be undertaken, working with adjoining authorities, to address the detailed traffic and transport implications of particular developments. Major cross-boundary routes, such as the M62, M621, M606 & A65, have been examined, earlier highways objections have been overcome, and further on-going joint working will undertake and share information on particular transport corridors. CBMDC has also positively engaged with prescribed and other bodies in identifying the key elements of infrastructure needed to deliver the BCS, culminating in a Local Infrastructure Plan (LIP) [EB/044; PS/M005].
21. In order to be consistent with other LCR authorities, CBMDC commissioned an update of the gypsy and traveller accommodation needs included in the 2008 Gypsy & Traveller Accommodation Assessment (GTAA) for West Yorkshire [PS/G004f-g]. The approach was discussed with other local authorities, but since the final results of this work were not available prior to submitting the BCS for examination, the amendments to site/pitch provision in Policy HO12 were subject to consultation as part of the Main Modifications process.
22. Strategic issues on the environment, including flood risk and HRA, have been discussed with neighbouring authorities and prescribed bodies, including Historic England/English Heritage (HE/EH), Natural England (NE) and the Environment Agency (EA). A revised sequential testing for flood risk has been produced, agreed with EA, along with some updating of the Stage 1 Strategic Flood Risk Assessment (SFRA); the potential for proposed developments to increase flood risk downstream has also been examined. CBMDC has worked with NE to produce the submitted and amended HRA, including identifying and delivering management and mitigation measures and ensuring a consistent approach to considering the impact of development on the South Pennine Moors SPA and on internationally protected sites outside Bradford. CBMDC has also worked with HE/EH on heritage assets, and with other LCR authorities to establish a consistent approach to renewable energy technologies, including wind energy, and green infrastructure.
23. On minerals, strategic issues and requirements have been identified and addressed, in liaison with LCR mineral planning authorities and the Regional Aggregates Working Party, including the cross-boundary implications of supply and import/export of aggregates and cut stone; the results and implications of the latest regional Local Aggregates Assessment have been subject to consultation as part of the Main Modifications process. CBMDC has also identified and addressed strategic issues and requirements relating to waste management, engaging with other waste planning authorities and the Yorkshire & Humber Waste Technical Advisory Body (YHWTAB), including assessing regional landfill capacity and cross-

boundary movements of waste into and out of Bradford; a Memorandum of Understanding (MOU) and Waste Position Statement has also been agreed with the YHWTAB. Updates of the base information about waste generation and capacity have been subject to consultation as part of the Main Modifications process.

24. Consequently, having considered all the evidence and discussions at the hearings, I conclude that CBMDC has met the legal requirements of the Duty to Co-operate in terms of maximising the effectiveness of the plan-making process and actively co-operating and engaging with relevant bodies on an ongoing basis.

Assessment of Soundness

Preamble

25. The BCS establishes the strategic planning framework for Bradford district up to 2030, setting out the development strategy and establishing the principles and policy framework to guide development in the future. It is a “high-level” strategic Core Strategy which sets the scene, with a vision for the future and a series of strategic core policies, followed by policies for the sub-areas of the district, including Bradford City, Airedale, Wharfedale and the South Pennine Towns and Villages; a Key Diagram/Spatial Vision Diagrams indicate broad locations for urban extensions and growth areas, including some Green Belt deletions. It then sets out a series of thematic policies, covering economy and jobs, transport and movement, housing, environment, minerals, waste management, design, implementation and delivery. It is accompanied by an extensive evidence base, including sustainability appraisals, supporting documents, background papers, technical reports and studies, along with further evidence/statements submitted to the examination. The BCS will be supplemented by a Site Allocations Plan (SADPD), Area Action Plans (AAPs) and a Waste Management DPD, to provide a comprehensive development plan for Bradford district, which will eventually supersede the Bradford Replacement Unitary Development Plan (2005) (RUDP).
26. Preparation of the BCS began in early 2005, developing Issues & Options (2007-2008), Preferred Option and a Further Engagement Draft (2011), culminating in the Publication Draft version of the plan (2014) [SD/015]. Early stages of the preparation of the BCS were influenced by the strategic context of the YHRSS, but this was formally revoked in 2013. However, the BCS is supported and justified by its own locally-derived evidence which does not rely on previous evidence or strategies in the YHRSS. This includes detailed assessments of housing need, employment land, viability, accommodation for gypsies and travellers, transport, highways and infrastructure. The DTC process has partly replaced the former mechanisms of regional planning, effectively addressing cross-boundary issues. There has also been close liaison between CBMDC, the LEP and neighbouring local authorities in the Leeds City Region (LCR) to ensure consistency of approach and in addressing cross-boundary issues.
27. In considering the soundness of this plan, I have not only had regard to the NPPF & Planning Practice Guidance (PPG), but also taken account of more recent Government and Ministerial statements about planning and plan-making, including amendments to the PPG, to which CBMDC has responded.

Main Issues

28. Taking account of the representations, supporting evidence, written statements and discussion at the examination hearings, there are seven main matters and eleven key issues upon which the soundness of the BCS depends.

MATTER 1: SPATIAL VISION AND STRATEGIC OBJECTIVES

Key issue – *Is the Spatial Vision for Bradford justified, effective, locally distinctive and appropriate, reflecting the Sustainable Community Strategy, community views and issues raised during the preparation of the Plan, and are the Strategic Objectives appropriate, effective, justified and soundly based, and will they help to deliver the spatial vision of the Plan?*

29. Section 3 of the BCS sets out a Spatial Vision for the future of Bradford district, along with a series of Strategic Objectives to provide a tangible and measurable way of delivering the Vision [PS/E002]. The Vision is supplemented by a series of place-specific spatial visions and policies for each sub-area.
30. The Vision derives from the challenges, issues, opportunities and aspirations of the Community Strategy [PS/B001b(i)], and gives spatial expression to this strategy. It provides a positive approach to the sustainable development of homes, economic growth and associated infrastructure, which has been informed by the local community through consultation, engagement and the evidence base. It also recognises the environmental, cultural and historic value of much of the district. Together with the place-specific visions for the sub-areas which highlight the importance of urban regeneration and use of brownfield land, it is a key starting point to establish a clear, concise, effective and locally distinctive spatial vision for the district. As such, it forms a sound basis for the strategic policies of the BCS, and provides an appropriate balance between economic growth, sustainable development, infrastructure requirements, environmental and social matters, and between brownfield and greenfield development.
31. Some participants expressed concern about the time-period of the BCS. When submitted, it covered a period of at least 15 years, but delays in the examination and adoption period would slightly reduce this period; however, the NPPF allows CBMDC to determine the appropriate plan period. Given the relatively long gestation period of this plan and CBMDC’s clear intention to review it well within this period, this is not a fundamental failing of the BCS. Issues about the vision and strategy for particular places, including Bradford City, Holme Wood, Airedale and Wharfedale, are dealt with in the sub-areas section of my report.
32. The Objectives cover the key strategic matters relevant to the delivery of the Spatial Vision, including cross-boundary issues, with specific linkages shown to corporate and LCR priorities; they directly relate to the Spatial Vision and reflect the challenges, issues, opportunities and aspirations of the Community Strategy. In Strategic Objective 2, CBMDC suggests confirming that housing, business and commercial needs are to be met *in full*; this is necessary to provide a firm and unequivocal statement of the intentions of this objective, making it effective, sound and consistent with the NPPF [MM1].
33. With this recommended change, the Spatial Vision and Strategic Objectives are locally distinctive and appropriate for Bradford district, reflecting the priorities of the Community Strategy and the views of local communities, and provide a sound and effective strategic framework for the plan’s strategy and strategic policies.

MATTER 2 – STRATEGIC CORE POLICIES

Key issue – Are the Overall Approach and Key Spatial Priorities, the principles of locating development, the general approach to the Green Belt, and the approach to development proposals in the South Pennine Moors Zone of Influence soundly based, effective, appropriate, deliverable, locally distinctive and justified by robust, proportionate and credible evidence, particularly in terms of delivering the proposed amount of housing, employment and other development, and are they positively prepared and consistent with the latest national policy?

34. Section 3 of the BCS also sets out key strategic core policies, including the overall approach and spatial priorities, settlement hierarchy, principles of locating development, Green Belt and protection of the South Pennine Moors. Issues relating to the settlement hierarchy are dealt with under Matter 5, and other strategic core policies are dealt with under the relevant topics, later in this report.

Overall approach and Key Spatial Priorities

35. Core Policy SC1 summarises the aims of the BCS and establishes the key spatial priorities to deliver the spatial vision and objectives of the Plan and capitalise on the main strategic strengths and issues across the district. It is a high-level core policy, which provides the strategic framework for the more detailed policies which follow. It establishes spatial priorities which reflect CBMDC’s key priorities, including regeneration, the need for a balanced distribution of development and infrastructure, as well as the nature of the settlements within the district and their roles, challenges and opportunities. It also recognises the important role that the district plays in the wider LCR and the priorities of the LEP’s SEP, along with the environmental and heritage assets of the district, the need for significant growth and the challenges in mitigating and managing the impact of climate change. It reflects the core principles in the NPPF (¶ 17), providing a balanced approach between the three dimensions of sustainable development, and is supported by further evidence which justifies its approach [SD/015; EB/038; EB/044; PS/E003].
36. Some participants were concerned that the policy over-emphasises the role of Bradford as the Regional City, but this is critical to the strategy in terms of regeneration and land supply; along with Shipley and Lower Baildon, it accounts for over 65% of the proposed new development in the district, whilst recognising that sustainable development is also proposed in other parts of the district. Issues relating to the *Economic Growth Areas* are dealt with under Policy EC1, and other policies deal with the status of particular settlements and concerns about infrastructure, related to the Local Infrastructure Plan [EB/044; PS/M005]. However, amendments to the policy and accompanying text are needed to reflect changes in the settlement hierarchy (covered under Policy SC4), to remove the impression that only housing to meet local needs is being provided for, and clarify the definition of *key hubs* in criterion B5 of the policy [MM2-4]. With these recommended amendments, the policy would be clear, effective and sound.

Principles for the location of development

37. Core Policy SC5 establishes the four main priorities guiding the location of development, with a sequential approach balancing the priorities of brownfield and greenfield land, local Green Belt releases and larger-scale urban extensions, as well as the accessibility, deliverability and viability of new development. It is a high-level strategic policy which gives direction to the BCS and the site-selection/allocation process, helping to deliver its vision and objectives through sustainable development; it also focuses on the main urban areas, but recognises the need for some loss of Green Belt. More detail is provided in Policies HO6 & HO7. The

spatial distribution of development is set out in detail in Policy HO3 and the associated sub-area Policies WD1, AD1, WD1 & PN1, which I deal with later.

38. The main concerns relate to the emphasis given to previously developed land (PDL) and the approach to the Green Belt. However, the prioritisation of developing PDL is entirely consistent with current policy in the NPPF (¶ 17), and with more recent ministerial statements and emerging policy, and is supported by evidence in the SHLAA [EB/049]. CBMDC accepts that greenfield sites will need to be developed, including some Green Belt land, but rightly maintains that the starting point should be to use developable and deliverable PDL, since it could offer benefits in terms of regenerating and improving an area, as well as reducing the need to use green spaces and greenfield sites. Greenfield sites are next in the sequence, reflecting national policy in the NPPF, which advises that non-Green Belt options should be looked at first in terms of meeting assessed development needs. This enables sites to be identified and compared during the site-selection process. Further flexibility is provided by excluding any contribution from windfall sites which may come forward during the plan period.
39. Issues about viability have been considered in the Viability Assessments [EB/045-046], which recognise the challenges which may be faced in the inner urban areas of Bradford city and Keighley, but the policy does not place undue emphasis on these types of sites. Policy SC5 also refers to accessibility, but the standards in Appendix 3 are a starting point, and are considered in more detail in Policies TR3 & TR5; infrastructure requirements are addressed in the Local Infrastructure Plan (LIP) [EB/044; PS/M005]. Consequently, the general approach of the policy, including the balance between brownfield and greenfield sites, is appropriate and justified.
40. However, amendments to the policy and accompanying text are needed to confirm that it only applies to the allocation of sites in subsequent plans, without preventing windfall developments in sustainable locations from coming forward, and to clarify the approach to the accessibility standards (in Appendix 3) **[MM13-14]**. With these recommended amendments, Policy SC5 would be clear, effective and soundly based.

Green Belt

41. Core Policy SC7 sets out the approach to the Green Belt, reaffirming its role and confirming that some releases of land from the Green Belt will be needed, but indicating that the revised Green Belt boundary should endure for at least 15 years from adoption of the BCS. The NPPF (¶ 83-84) confirms that existing Green Belt boundaries should only be altered in exceptional circumstances, through the preparation or review of the local plan, taking account of the need to promote sustainable patterns of development. The main issue is whether the approach of Policy SC7 is appropriate, effective, positively prepared, justified, soundly based and consistent with national policy, particularly in terms of identifying the exceptional circumstances needed to justify using Green Belt land and demonstrating the need to promote sustainable patterns of development.
42. CBMDC has identified the exceptional circumstances needed to justify the release of Green Belt land, in order to fully meet the development needs for housing and to support the regeneration and long-term economic success of the district [SD/16; PS/E003; PS/F067/086b]. Evidence in the SHLAA [EB/049; PS/G004i] confirms that insufficient land can be identified outside of the Green Belt to fully meet identified housing needs; some 11,000 dwellings are likely to have to be accommodated on Green Belt land, given the availability and constraints on non-Green Belt land.

43. Further evidence in the Growth Study [EB/037] confirms that land is available in the Green Belt in sustainable locations without undermining the functions and purpose of the Green Belt. Similarly, the Employment Land Review (ELR) [EB/027] confirms that a significant proportion of new employment land will have to be accommodated within Green Belt areas, to ensure a suitable offer of deliverable large sites in good market locations, given the current supply and quality of employment land in non-Green Belt areas.
44. These exceptional circumstances are closely related to meeting all identified development needs, promoting economic development and regeneration, and ensuring sustainable patterns of development. However, these specific circumstances are not explicitly set out in the submitted BCS, and so modifications are needed to the policy and accompanying text to confirm the exceptional circumstances needed to justify the use of Green Belt land and to meet the requirements of national policy **[MM17-18]**.
45. Policy SC7 confirms that a selective review of the Green Belt will be undertaken in the subsequent SADPD, in order to fully meet identified housing and other development needs; this detailed review will be undertaken within the strategic framework provided by the BCS, focusing on the broad areas where release of Green Belt land is needed, informed by published methodology and aligned to approaches adopted by neighbouring authorities, as confirmed in the DTC statement [SD/006]. The extent of the Green Belt around Bradford is well established and, although the RUDP reviewed the entire Green Belt in Bradford, in most cases it is drawn tightly around the urban areas. Moreover, a staged approach to assessing and reviewing Green Belt boundaries in separate parts of the local plan has been found sound in other cases and in legal judgements¹.
46. Some participants argued that a full review of the Green Belt is needed; indeed, some suggested a wider review of the sub-regional Green Belt undertaken in collaboration with neighbouring authorities. However, given the underlying strategy of the BCS, with its focus on specific areas, and in view of the different stages that adjoining local plans are at, this is neither practicable nor necessary. CBMDC and the LCR authorities accept that a strategic review of the wider Green Belt may be needed in the future, but there is currently no commitment to such a review, and neighbouring authorities are content with CBMDC’s approach [SD/006].
47. Moreover, the Growth Study [EB/037] provided a high-level review of land around the settlements in Bradford, including the functions of the Green Belt, and provided the strategic context for identifying potential broad locations for new development in the Green Belt. It also confirmed that, while Green Belt land releases will be needed at most settlements in the district, the release of such land will be minimised, supported by Policies HO5 & HO7; the detailed location, extent and implications of releasing such land will be considered in the SADPD. The sub-area policies indicate the implications of Green Belt release for each settlement, which are addressed later in my report. Moreover, since Green Belt boundaries are expected to endure beyond the current plan period, there is no absolute requirement to identify further Safeguarded Land, particularly since this matter can be reconsidered if and when the wider sub-regional Green Belt is reviewed. In these circumstances, the approach is appropriate for Bradford and accords with national policy in the NPPF (¶ 82-85).

¹ for example: Calverton PC and Nottingham CC, Broxtowe BC & Gedling BC and Peverill Securities Ltd & UKPP (Toton) Ltd [2015; EWHC 1078 (CO/4846/2014); 21/04/15]

48. Many participants were concerned about the extent and implications of Green Belt land releases in particular areas, including North-East and South-West Bradford, Holme Wood/Tong Valley, and settlements in Wharfedale. However, although the key diagrams indicate the broad location of such Green Belt releases, the precise location, extent and boundaries of such land will be addressed in the SADPD, as part of a detailed review and assessment of potential sites. A significant amount of Green Belt land will need to be released to accommodate identified housing and other development needs, but the detailed location, extent and implications of such releases cannot properly be considered at this stage in this high-level Core Strategy; this is a matter to be addressed in the subsequent SADPD.
49. Consequently, and with the recommended modifications to explicitly set out the exceptional circumstances justifying the use of Green Belt land **[MM17-18]**, the approach of Policy SC7 is appropriate, effective, positively prepared, justified, soundly based and consistent with national policy.

South Pennine Moors

50. Core Policy SC8 sets out the approach to new development in terms of protecting the South Pennine Moors SAC/SPA and its Zones of Influence. The main issue is whether this approach is appropriate, effective, positively prepared, justified, soundly based and consistent with the latest national policy and good practice.
51. The approach in the submitted Plan is based on the original Habitats Regulations Assessment (HRA) [SD/021]. However, serious concerns were raised by some participants about the approach, content and legal compliance of this HRA, particularly in terms of the conservation objectives of the South Pennine Moors SAC/SPA, the extent of the functional habitat, including the qualifying features, breeding assemblage and foraging areas for birds, the recreational impact of development, and its implications for the location and choice of housing sites, particularly in Wharfedale. Having reviewed the approach and content of the original HRA, the supporting material and evidence, I consider it had serious deficiencies, both in legal and content terms, and was unsatisfactory.
52. Consequently, CBMDC’s consultants reviewed and revised the original HRA work, in liaison with Natural England (NE). NE has agreed with the assessment approach and conclusions of the revised HRA, subject to all the necessary mitigation measures being developed and secured, and the revised approach has largely met the main concerns of representors. Amendments to the wording of Policy SC8 were publicised as part of the Main Modifications procedure and were discussed at the resumed hearings. CBMDC has also provided further evidence to explain and justify its revised approach [PS/K001].
53. The revised policy sets out the approach to development within three identified zones, confirming that development will not be permitted where it would be likely to lead to an adverse effect, which cannot be effectively mitigated, on the integrity of the SAC/SPA; it also sets out the approach to carrying out the assessment for each of the zones, with further guidance in the accompanying text. This revised approach takes a slightly less precautionary approach, and acknowledges that some adverse effects are capable of mitigation, reflecting the detailed technical work undertaken in the revised HRA. Although some participants criticise the approach and methodology, it is consistent with national policy in the NPPF (¶ 119), good practice guidance in the PPG [ID-8-011] and the

relevant regulations², and with the SA addendum [PS/G004c]. More detailed guidance will be provided in a subsequent SPD and the associated Strategic Access Management & Monitoring Strategy (SAMM). Although the local plans for neighbouring authorities are at different stages of preparation, the approach to development affecting the South Pennine Moors SPA within Bradford district is not inconsistent or incompatible with the approach of neighbouring areas.

54. On this basis, the revised policy provides a consistent, effective and proportionate approach to the potential impact of development on the South Pennine Moors SAC/SPA, which is appropriate to the strategic nature of this Plan; further more detailed assessments will be undertaken in the subsequent SADPD and for individual planning applications. There are some outstanding concerns about the detailed wording of some of the accompanying text and associated policies, including Policies EN2, AD1, WD1, PN1 & WM2; CBMDC has agreed some further minor changes to the wording, which have been endorsed by NE and, as the responsible body, it is this wording that is to be preferred; when read as a whole and in the context of the conclusions of the updated Habitats Regulations Assessment, the approach is clear, consistent and sound.
55. Consequently, with the recommended changes **[MM19-37]**, the revised approach to development affecting the integrity of the South Pennine Moors SAC/SPA is appropriate, effective and proportionate, without being unduly precautionary, and is justified, soundly based and consistent with national policy and good practice.

Flexibility and strategic guidance

56. The Plan and its policies include sufficient flexibility to take account of unexpected circumstances, including achieving a significant boost in housing supply, compared with past completions, by setting a minimum "at least" overall requirement. This would provide flexibility to enable other sustainable developments to come forward, including windfall sites and future proposals in neighbourhood plans, ensuring that housing supply is robust and meets identified needs. Further flexibility is provided within specific policies, including those that address viability, other contingencies and site-specific circumstances. As an integral part of the monitoring process, specific indicators show where remedial action is needed to ensure that the plan’s delivery targets are being met.
57. When the strategic core policies are read in the context of the detailed thematic policies which follow, they provide sufficient strategic guidance to direct future development and inform development decisions, by specifying the scale, location, timing and implementation of new strategic developments, as well as providing the policy framework for progressing developments and making development decisions. The Key Diagram and other sub-area diagrams specify the spatial elements of policies and proposals, including the key locations for the main housing and economic growth areas (including the urban extension at Holme Wood), potential localised Green Belt deletions, areas for regeneration and renewal, the settlement hierarchy and strategic transport network.

Alternative strategies and options

58. In order to establish the most appropriate strategy, it is necessary to consider alternative options in terms of the spatial distribution and scale of development. At the Issues & Options stage, CBMDC initially considered three strategic options based on regeneration, dispersal and focused growth; at the Further Issues &

² Conservation of Habitats & Species Regulations 2010 (Reg 102)

Options stage, four further options based on the YHRSS settlement hierarchy, continuation of the RUDP, focused and dispersed growth points, with a fifth option including an element of dispersal to non-city locations, were considered, all of which were subject to SA. Early options looked at different levels of development at the various settlements, including alternative locations and spatial distributions of development, but most of these options were set in the context of the YHRSS, including a higher housing figure of 50,000 dwellings; this would more than meet the objectively assessed housing needs of the district.

59. More recently, a wide range of options based on various housing and employment-led scenarios were examined in the Housing Requirement Studies [EB/028-033; PS/F017]. Various areas of search were examined for larger-scale developments, including Green Belt areas, and more detailed site options will be considered in subsequent SADPD & AAPs. This is a reasonable approach to take, given that this is a strategic plan and there is no need to meet any of the development needs of surrounding areas and no other authority proposes any peripheral development which might help to meet Bradford’s needs.
60. It is for CBMDC to determine which alternative strategies should be considered as part of the SA process and, on this basis, the approach set out is sound. PPG guidance [ID:11] does not require a specific set of alternatives to be considered at every stage of the process, providing reasons are given for selecting and rejecting particular alternatives. Having considered all the evidence, I am satisfied that CBMDC has considered reasonable and realistic alternative strategies, scenarios and options at various stages throughout the preparation of the BCS, with a full assessment of their advantages and disadvantages and reasons for rejecting and selecting particular alternatives in the associated SA reports.
61. Consequently, with the recommended amendments [**MM2-4; 13-14; 17-37**], the strategic core policies provide an appropriate, effective, deliverable, locally distinct and soundly based strategic framework for the BCS, which is justified with robust, proportionate and credible evidence, and which is positively prepared and consistent with national policy.

MATTER 3 – HOUSING

Housing requirement

Key issue – Has the Council undertaken its objective assessment of housing need in line with the latest national guidance and good practice?

62. In order to significantly boost housing supply, the NPPF requires plans to fully meet the objectively assessed need for market and affordable housing unless the adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the NPPF’s policies as a whole, including specific constraint policies. It confirms that a Strategic Housing Market Assessment (SHMA) should assess the full housing need, working with neighbouring authorities where housing markets cross administrative boundaries. The scale and mix of housing should meet household and population projections, taking account of migration and demographic change, address the need for all types of housing, including affordable housing, and cater for housing demand. PPG [ID-2a] confirms that DCLG’s household projections are the starting point for assessing overall housing need; these can be adjusted to reflect local circumstances, such as demography, migration and household formation. Housing factors, including market signals, and economic factors, including economic projections and the likely change in the number of jobs, should also be taken into account.

63. The assessment of housing need requires assumptions and judgements to be made about various trends, based on a variety of empirical evidence, for which there is no single method, approach or data which determines the appropriate level of housing need; it is a matter of judgement based on an objective analysis of the available evidence, rather than on a forensic examination of each figure, estimate and assumption.
64. Policy HO1 sets an overall housing requirement of 56,140 homes (2004-2030); after allowing for completions between 2004-2013 and a reduction in vacant homes, it makes provision to allocate land for at least 42,100 homes between 2013-2030. This figure is based on CBMDC’s Housing Requirements Study (HRS) [EB/028-033] and SHMAs [EB/050-053], which establish an annual requirement of 2,200 homes (2011-2030); this includes an allowance of 7,687 dwellings to reflect past under-provision against the development plan targets for 2004-2011 and the shortfall against the proposed 2,200 housing target for 2011-2013, as well as an expected reduction of 3,000 dwellings from bringing vacant homes back into use [PS/E004a]. It also takes into account the relatively high need for affordable housing in the district (587 units/year).
65. CBMDC commissioned independent consultants to undertake the necessary work and has submitted detailed evidence and justification for its assessment of housing need [EB/028-033; EB/037; EB/050-053; SD/015-017; PS/F002, F017, F059, F063, F086f-i]. The latest update of housing requirements [EB/033; PS/E013-015] was commissioned as a result of work with neighbouring authorities, to ensure a consistent approach to addressing housing needs in the LCR. It is particularly relevant to note that neighbouring authorities do not dispute the proposed housing requirement figure, and none seek Bradford to meet any of their housing needs [SD/015]. The original HRS [EB/033] examined several core scenarios, based on various demographic and employment-led scenarios, whilst a more recent analysis includes updated and alternative demographic and employment-led trend-based scenarios incorporating migration data [PS/F002].
66. In general terms, CBMDC’s approach to establishing the objective assessment of housing need is consistent with the NPPF and PPG guidance, although it uses the term “housing requirement” as a proxy for “housing need”. As a starting point, the updated HRS uses what were, when the plan was prepared, the latest 2011-based household projections and 2012-based population projections, which establish a base demographic need for some 1,785 dw/year, increasing to 2,049-2,302 dw/yr for the employment-led and migration scenarios; the proposed requirement figure of 2,200 dw/yr is towards the upper end of the various scenarios. The HRS examined alternative headship rates, based on the 2008 & 2011-based household projections, and took account of national and international migration rates, including local adjustments to reflect higher levels of international migration in Bradford district [PS/F086f]. There may be some uncertainty about some of the projections and assumptions, but they are based on the most reliable published forecasts. The housing requirement figure is based on a reasonable balance between the various trend-based projections, reflecting likely household formation trends, local circumstances and economic needs and opportunities.
67. In terms of the housing market area, Bradford district is largely self-contained, with over 76% of moves made within the area, but with functional links with adjoining housing markets, including Leeds. The HRS and SHMA have considered other housing factors, including key drivers of population and housing growth, market demand and relevant market signals, the need for affordable housing and past housing provision and completion rates. The studies have thoroughly

analysed the housing market and addressed house sales and prices, transaction levels, affordability, vacancies, overcrowding, rates of development and the level of unmet housing need [PS/F059; F086i]. As regards past under-performance, CBMDC readily accepts that past completion rates and housing provision have fallen short of the required targets, and an allowance of 7,687 dwellings has been added to reflect this factor [PS/F086h]. The overall housing requirement figure represents a significant uplift in the demographic housing need, and takes into account past rates of growth and overcrowding.

68. The latest SHMA [EB/052] assesses the overall need for affordable housing within Bradford district, identifying a net need for some 587 affordable units/year, offsetting shortfalls and surpluses in dwelling stock. Future affordable housing need is already included in the demographic calculations and, given the overall housing requirement figure and the fact that most of the identified need for affordable housing will be met over the Plan period (see later), I can see little justification for a further uplift in the OAN to reflect this element of housing need. The studies have also reflected on the needs of different groups, including the elderly and disabled people.
69. The overall housing requirement figure also takes account of the expected reduction in vacant homes over the plan period. This reduction could be considered as part of the supply side of the equation, but CBMDC’s approach does not significantly affect the overall housing requirement figure. The anticipated reduction of 3,000 homes is supported by Policy HO10 and specific evidence [PS/B001b(x-xii)], recognising progress in delivering this objective by initiatives like the Empty Homes Strategy, in line with NPPF (¶ 51) and PPG guidance [ID-3-039].
70. The HRS also considered economic factors, not only in terms of the various employment-led scenarios, but also reflecting existing and future economic activity and economic growth rates, jobs growth, unemployment, commuting patterns and cross-boundary employment flows [SD/006]. The assumptions are clearly set out, including the basis for the economic models used. CBMDC recognises the apparent disparity between the aspirational number of jobs originally envisaged in Policy EC2 in the submitted Plan and the more realistic number of new jobs expected, based on future employment land supply (1,600 jobs/year). The latest HRS uses the most recent REM model, which indicates an annual increase of 1,604 jobs, equating to 28,867 jobs over the Plan period. As a result, the level of jobs growth in Policy EC2 has been amended to 1,600/year (see later), to ensure consistency between the housing and economic strategies. The housing projections are now fully aligned with the latest employment projections, recognising that both economic and housing markets are in an improving and recovering position. In considering economic factors, CBMDC also proposes a housing requirement figure which helps to support the priorities of the LEP’s SEP [PS/B001b(xv-xvii)].
71. Consequently, I am satisfied that the “housing requirement” figure of 2,200 dw/yr (2011-2030) fully meets the objectively assessed need for market and affordable housing over the Plan period. It more than meets demographic housing needs and addresses housing market signals and previous backlogs in housing provision, having regard to the growth in households since 2004 and housing completions. It takes account of the need for a significant boost in housing provision, compared with that envisaged in the previous RUDP (1,390 dw/year) and actual completions (721-1,000 dw/year). It also takes account of the proposed economic strategy and economic factors, including economic needs and opportunities. It includes two elements of uplift, reflecting past under-performance in housing completions and ensuring that the overall housing requirement aligns with economic and jobs

growth projections. Cross-boundary housing issues have been addressed, including the relationship with Leeds and the LCR. The housing requirement figure also reflects work undertaken at LCR level, which has emerged through a process of co-operation and co-ordination [SD/006], taking account of the housing and economic strategies, plans, priorities and projects of adjoining authorities, the LEP and other agencies. In bringing all the evidence together in establishing the overall housing requirement, CBMDC has also considered development, social, physical and policy constraints, including loss of Green Belt and infrastructure issues, along with likely delivery rates, viability and deliverability issues.

72. Several participants seek levels of housing provision both higher and lower than that proposed, some using differing assumptions and methodologies, including those relating to headship rates, market signals, economic activity rates, economic and jobs growth, whilst others use methodology which is inconsistent with the approach set out in the NPPF/PPG. Some highlight the fact that CBMDC is proposing to increase the level of housing provision above that needed to meet demographic trends, but this is only one element in the assessment of housing need. In the course of preparing the BCS, CBMDC has considered and assessed various alternative levels and spatial options of housing provision, including earlier options based on the former YHRSS and more recent alternatives based on the various scenarios included in the HRS [PS/F017]; allowances for windfalls, backlog and unmet need have also been considered [PS/F063; PS/F086g-h].
73. Some participants were particularly concerned about the potential impact on the Green Belt, some of which would be lost as a result of meeting the proposed level of housing required. The NPPF (¶ 14) confirms that Green Belt is one of the restrictive policies which may constrain the ability to fully meet objectively assessed needs. However, CBMDC has fully examined the impact of the proposed level of development on the Green Belt and has shown that a sustainable pattern of development can be provided by making significant, but limited and focused amendments to Green Belt boundaries, without fundamentally undermining the purposes and functions of the Green Belt, as allowed for in the NPPF (¶ 83-84). As I have found earlier in my report, the exceptional circumstances justifying the alteration of Green Belt boundaries have also been demonstrated.
74. The Strategic Housing Land Availability Assessment (SHLAA) [EB/049; PS/E018a-b; PS/G004i] confirms that maximum use will be made of brownfield and non-Green Belt land, whilst the Growth Study [EB/037] confirms that Green Belt releases can be made in a range of locations which are both sustainable and accessible, without undermining the local or strategic functions of the Green Belt; this assessment also considered housing land supply issues (see later). Issues of flood risk and drainage have been fully considered and CBMDC confirms that sites would be selected in non/low flood risk areas.
75. Consequently, and having reviewed all the evidence, I am satisfied that the proposed housing requirement figure will fully meet the objectively assessed need for market and affordable housing over the Plan period, and is soundly based, fully justified by proportionate and robust evidence, based on realistic assumptions, and is consistent with the approach advocated in the NPPF and PPG.
76. However, in order to fully explain, justify and update the process of establishing the overall housing requirement figure, some amendments are needed to the text accompanying Policy HO1 **[MM72-73]**. With these recommended amendments, the approach would be soundly based, fully justified, effective, positively prepared and consistent with the latest national policy and good practice guidance.

Housing supply

Key issue – Is the approach to identifying the strategic sources of housing supply fully justified with up-to-date and reliable evidence, effective, deliverable, positively prepared, soundly based and consistent with the latest national guidance?

77. The need to make adequate provision to ensure a sufficient supply of housing land is a key requirement of national policy. The NPPF advises that local authorities should identify and update the supply of specific deliverable housing sites to meet 5 years’ housing requirement, along with a buffer of 5/20% (depending on whether there has been persistent under-delivery of housing), together with developable sites or broad locations for growth in years 6-10 and, where possible, years 11-15; the expected rate of housing delivery should be shown in a housing trajectory. A Strategic Housing Land Availability Assessment (SHLAA) should also be prepared to establish realistic assumptions about the availability, suitability and viability of land to meet the identified need for housing over the plan period.
78. Policy HO2 confirms that the housing requirement figure will be met by strategic sources of housing supply, including past housing completions, sites with existing commitments and planning permission, unimplemented sites allocated in the RUDP, and additional deliverable and developable housing sites to be allocated in the SADPD, the AAPs and Local Neighbourhood Plans. It identifies specific priority area-based initiatives for growth, including designated Growth Areas (Shipley & Canal Road Corridor; Bradford City Centre, SE Bradford and other smaller-scale growth settlements), an urban extension at Holme Wood and local Green Belt releases. Further evidence is provided to justify the main elements of the strategic sources of housing supply, including current commitments and new development sites in the main areas of strategic growth, along with the potential capacity of key locations within these areas [SD/16; EB/037; PS/E004b]. However, further clarification is needed about the status of housing completions in order for the policy to be effective **[MM74]**. The detailed distribution and capacity of specific settlements and locations is addressed under Policy HO3.
79. Specific evidence about potential land supply is provided in the SHLAAs [EB/049; PS/E018a-b; PS/G004i], the latest of which undertakes a comprehensive and robust assessment of the suitability, availability, developability, deliverability, viability, sustainability and constraints of potential sites, and has been discussed with developers, landowners and other stakeholders. It provides an extensive “pool” of potential sites from which site allocations can be selected, identifying potential sites for almost 51,000 dwellings within the plan period, including over 19,000 on Green Belt or safeguarded land; sites for about 25,600 are identified as suitable now without constraints, suggesting that additional sites for over 16,000 dwellings will need to be identified to fully meet the housing requirement figure (42,100) indicated in Policy HO1.
80. The latest SHLAA confirms that there is insufficient land identified as suitable and available now, without constraints, to fully meet the proposed housing requirement figure. However, progress is being made on identifying new site allocations through the emerging AAPs for Bradford City Centre and the Shipley & Canal Road Corridor, progressing work on the Holme Wood urban extension, and preparing the SADPD; other initiatives involving CBMDC’s land assets and other housing providers will also help to ensure that the identified housing needs are fully met within the Plan period. The SHLAA also identifies some sites which are not currently available and may be developed in the longer-term, beyond the current plan period (c.4,000 dwellings), but some could come forward earlier.

81. The SHLAA confirms that sufficient brownfield land can be identified to reflect the targets for each sub-area/settlement set out in Policy HO6, although a significant number of sites will inevitably need to be allocated on greenfield land, including some Green Belt sites [PS/F086m]. Although windfall sites have been an important element in past supply, the current figures make no allowance for such sites, given the smaller site size and more thorough assessment of potential sites in the SHLAAs; however, if such sites did come forward in the future, this would give further flexibility in terms of meeting identified housing needs [PS/F086g].
82. However, the latest SHLAA and other evidence [PS/E004a; PS/F033-34; PS/F086j-k; PS/G004i] confirms that a 5-year housing land supply cannot currently be demonstrated in Bradford district; the latest evidence indicates that deliverable supply for this period is barely 2.3-3.3 years supply, depending on whether the backlog is met within five years or over the entire plan period. Furthermore, CBMDC accepts that, due to under-delivery in the past, a 20% buffer needs to be added to the 5-year housing land requirement, as advised in NPPF (¶ 47). Nevertheless, as a result of the commitment to fully meet the identified housing requirement figure, the BCS will make a significant contribution to securing a 5-year supply of housing land by identifying specific locations for new housing development, which will be taken forward in the subsequent SADPD and AAPs in terms of making specific land allocations.
83. Addressing the current shortfall of housing provision (over 7,680 dwellings) is a critical issue, particularly in terms of the 20% buffer and whether it will be met within 5 years (as recommended in the NPPF/PPG), or over the entire plan period. CBMDC proposes to meet the shortfall (including the 20% buffer) over the period of the Plan, as confirmed in the revised housing trajectory and explanatory text **[MM152-154]**. To attempt to fully meet the shortfall and buffer within the first 5 years would imply an excessive amount of new housing to be completed within this period (over 4,000 dw/year); this would be both unrealistic and undeliverable, particularly when seen in the context of the previous and current rates of dwelling completions (around 700-900/year) and the environmental and infrastructure implications of such increased provision [PS/F063; PS/F086h]. The BCS already aims to increase annual house completions to at least 2,200 dwellings, which represents a significant increase over current and past performance; even meeting the shortfall with the 20% buffer over the remaining plan period will be challenging, compared with past and current rates of housing completions. Consequently, there are sound reasons to justify an approach which envisages meeting the shortfall in housing delivery over the full plan period, ensuring an aspirational, but realistic supply of housing land.
84. Further consideration of the timing and phasing of new housing development is addressed under Policy HO4. However, provided that the necessary site allocations are made and come forward as expected, the provisions of Policy HO2 will ensure that sufficient land is allocated to fully meet housing requirements both over the next 5-year period and for later periods of the plan. CBMDC is fully aware of the need to make new site allocations, including new areas of growth and Green Belt releases, and the BCS will provide the strategic framework and spatial direction for making the necessary site allocations in subsequent parts of the development plan. The suitability, availability, developability, deliverability and viability of particular site allocations will need to be carefully assessed when specific sites are identified in subsequent AAPs/SADPD.

85. Some participants suggested that a better strategic framework could be provided for the designated Growth Areas. However, considering all the policies in the BCS and the supporting evidence, sufficient information is available about potential sites and options for the Growth Areas, including the Growth Study [EB/037] and sub-area policies. Work is actively taking place in bringing forward site allocations in these areas, including site appraisals, development frameworks and masterplans, through work on the AAPs and SADP. Considerable evidence is available, much of it subject to consultation and debate, along with infrastructure requirements, which have been included in the Local Infrastructure Plan (LIP) [EB/044]. Further work will also be undertaken on the details of specific allocations, including the Holme Wood urban extension.
86. Although the delivery of some sites in the inner areas of Bradford City may prove challenging, particularly in terms of viability and market demand, CBMDC is actively working on identifying and bringing forward such sites, involving various public/private sector initiatives, funding and development partners. Moreover, whilst many brownfield sites have come forward in the past, it is clear that identified housing needs cannot be met from this source alone, and greenfield and Green Belt sites will need to be identified to fully meet these housing needs. The precise extent of Green Belt land releases will be known when specific allocations are made in subsequent parts of the Local Plan. The deliverability of some large sites, such as Holme Wood, may be challenging, especially where significant infrastructure is needed, but realistic build rates have been used and the likely timescale and delivery of specific sites is indicated in the latest housing trajectory and will be regularly monitored.
87. Having considered all the available evidence and the discussions at the hearing sessions, and with the recommended updates and clarification to the housing trajectory and accompanying text [MM74; 152-154], I consider Policy HO2 provides a sound, effective and positively prepared strategic framework for delivering the housing required to meet the objectively assessed needs of the district, which is justified with reliable and up-to-date evidence and is consistent with the approach outlined in national policy guidance.

Spatial distribution of housing development

88. The spatial distribution of housing development, outlined in Policy HO3, is dealt with under Matter 5, later in my report.

Affordable housing provision

Key issue – Is the Council’s approach to providing affordable housing appropriate, soundly based, justified with robust evidence, effective, deliverable, viable and consistent with the latest national guidance?

89. Access to affordable housing is a major issue in Bradford district. Policy HO11 aims to ensure a sufficient supply of good quality affordable housing throughout the district, and sets out the proportions of affordable housing required at new residential developments, ranging from up to 15% in inner Bradford and Keighley, up to 20% in towns, suburbs and villages, and up to 30% in Wharfedale. In the submitted BCS, the site threshold is 0.4ha/15 dwellings, except in Wharfedale and some villages, where it is lowered to 5 dwellings; affordable housing provision is also subject to viability considerations. The policy helps to meet key objectives and strategic priorities of CBMDC’s Housing Strategy and Community Strategy [PS/B001b(i)/(vii)], aiming to strike a balance between meeting the need for affordable housing and the economic viability of meeting such needs.

90. The affordable housing targets and thresholds for specific areas and settlements are informed and justified by evidence in the SHMAs [EB/050-053], and have been tested in the viability appraisals [EB/023-025; 045-046] and in other background evidence [SD/017; PS/E004f]. They reflect the relative need for affordable housing across the district, and the characteristics and market conditions of specific housing areas and settlements, including viability, affordability and proposed levels of housing provision in each sub-area of the district. Further flexibility is provided by setting targets “up to” the specific percentages. The site-size thresholds are informed by the SHMA and viability assessments, including the lower threshold in higher value areas.
91. The net need for affordable housing identified in the SHMAs (587 units/year) will be met by various means, involving private housebuilders, CBMDC’s own housing programme and other social housing partners. Firstly, by aiming to ensure that between 20-25% of total housing delivery is affordable housing, the proposed level of provision would help to meet the annual net need for affordable housing; over 7,700 units are expected to be delivered in this way (over 18% of the total housing provision) [PS/E004f]. Provision will be negotiated on a site-by-site basis, having regard to viability and site suitability, which represents a positive, effective and flexible approach, and enables changing market conditions to be taken into account, in line with national guidance (NPPF; ¶ 50; 173-174; PPG [ID-10/23b]); higher targets or levels of provision would be unrealistic, unachievable and raise viability issues. CBMDC’s own social housing programme is expected to deliver 766 affordable homes over the next 3 years, and further provision will be made by other social housing and Registered Providers. CBMDC will also develop and use grant funding sources, including those secured through the Homes & Communities Agency (HCA), and other specific measures to support the delivery of affordable housing, as well as maximising the re-use of vacant homes and opportunities offered by Council-owned land.
92. This approach is effective in enabling affordable housing to be delivered across the district, through targets and thresholds set for private housing schemes, along with other public and private sector initiatives. Significant amounts of affordable housing have been delivered in the past, ranging from 196-322 units/year (around 30% of total provision) [PS/E004f]; as overall housing provision is expected to increase, so the amount of affordable housing will increase over the period of the Plan. The policy will help to deliver affordable housing where it is most needed, based on the SHMA evidence, focused on the larger urban areas and settlements in the district, although the actual delivery and funding of affordable housing will be for CBMDC and the providers to address.
93. Some participants were concerned that the targets and site thresholds are unduly onerous. However, the viability assessments [EB/023-25/045-046] address this matter, including the cumulative impact of other policy requirements and standards; they confirm that the proposed targets and thresholds would be viable over most of the district under improving/mid-market conditions, and the differential targets reflect the characteristics of the respective housing markets, as well as the viability implications of providing affordable housing. The latest viability study [EB/046] recognises that viability will be challenging in some inner urban areas, but grant funding or other subsidies will be directed to the areas of highest need, helping to bridge the viability gap; much will depend on the circumstances of specific developments and sites. Furthermore, the policy has the flexibility to address this issue on a site-by-site basis; developers will be able to

demonstrate lack of viability, if necessary, to reflect market conditions and site/sales values, which need not be unduly onerous.

94. However, national policy on affordable housing has changed over the period of examining the BCS. In November 2014, changes were made to national policy [PPG; ID-23b], aimed at boosting development on small sites and introducing a threshold of 10 units, under which affordable housing contributions and tariff-style planning obligations should not be sought. Following a legal challenge, this guidance was revoked in February 2015, and consequential amendments were made to the PPG [ID-23b-012]. A further legal challenge reinstated the earlier position and, in May 2016, further amendments were made to the PPG confirming that affordable housing contributions should not be sought from developments of 10 units or less [ID-23b-031].
95. Following the original change to national policy, CBMDC agreed to raise the threshold for affordable housing in Wharfedale and the smaller settlements to 11 dwellings, but following the first legal challenge, proposed to reduce it to 5 dwellings; this was subject to consultation as part of the Main Modifications process. CBMDC now recognises that the original 5-dwelling threshold for Wharfedale and the smaller settlements in the submitted policy is no longer consistent with the latest national policy and agrees to amend this threshold to 11 dwellings, with consequential amendments to the wording of the policy and accompanying text **[MM108-109]** [PS/H003b].
96. Although this revised threshold would reduce the supply of new affordable housing in Wharfedale and the smaller settlements, it is likely to improve the viability of delivering smaller sites in these areas; and since it would only apply to a limited number of sites below the revised threshold, the impact on the overall delivery of affordable housing would be relatively small. The implications of this higher threshold were considered during the examination, with associated evidence [PS/F073; PS/H003b], and no formal public consultation is needed on the higher threshold. Consequently, these latest amendments are recommended to ensure that the approach in Policy HO11 accords with the latest national policy.
97. Policy HO11 also sets out the approach to rural affordable housing, including Rural Exception Sites, helping to meet the need for affordable housing in rural areas and consistent with the latest national guidance in the NPPF/PPG [ID-23b].
98. Consequently, having considered all the supporting evidence and discussions at the hearing sessions, and subject to the recommended modifications **[MM108-109]**, CBMDC’s amended approach to the provision of affordable housing is soundly based, justified with robust and up-to-date evidence, effective, deliverable, viable and consistent with the latest national policy.

Managing housing delivery

Key issue – Does the Plan provide a clear, effective and soundly based framework for managing housing delivery, which is fully justified with evidence, positively prepared and consistent with the latest national guidance?

99. Section 5.3 of the BCS also sets out policies for managing housing delivery, including phasing, density, previously developed land, principles for allocating housing sites, housing mix and quality, overcrowding, and gypsies and travellers.

Phasing

100. Policy HO4 sets out the approach to phasing new housing development, splitting the plan period into two phases, and establishing the proportion of development and the principles of allocating sites within each phase, with 61% (25,533 units) within the first phase and the remainder in the second phase; the results are shown in the updated housing trajectory. The purpose of the policy is to manage the delivery of housing growth and the release of housing sites over the plan period in a sustainable way, without constraining delivery, especially since the proposed housing requirement figure may be challenging, compared with previous trends, particularly in terms of providing infrastructure and services and the release of Green Belt land. CBMDC justifies this approach in the BCS and in supplementary evidence [PS/E007b].
101. The main concerns are whether the approach to phasing is consistent with the NPPF, and whether it would undermine housing supply or preclude sustainable and deliverable housing sites from coming forward. Policy HO4 sets the general parameters of overall housing provision within the two phases, but the precise phasing of specific housing sites will depend on further work being undertaken in the SADPD & AAPs; CBMDC confirms that there would be no bar on any type or location of site being included in the first phase, subject to suitability, availability, deliverability, viability and the provision of the necessary infrastructure.
102. Although national policy does not encourage or require the phasing of housing development, it promotes sustainable development and does not preclude the phasing of housing delivery. Phasing can be justified where there is a clear link to the provision of essential infrastructure and services [PPG: ID:12-018; ID:34-005], as in this case, where service providers support this approach. Given the significant increase in the overall scale of housing growth proposed in the BCS compared with previous plans, it would not undermine the need to significantly boost housing supply or prevent the provision of sustainable housing schemes.
103. Moreover, the phasing policy would not directly conflict with the guidance in the NPPF (¶ 47), which advises that plans should identify key sites which are critical to housing delivery and emphasises the need to maintain a 5-year supply of housing throughout the plan period, with a housing trajectory showing how this will be delivered. Nor would it lead to any shortfall in housing provision, since sufficient sites will be identified to maintain housing supply throughout the plan period, including unexpected windfall sites and a 20% buffer to the 5-year supply.
104. Consequently, given the specific circumstances of Bradford and the need to ensure that sufficient land is identified to deliver housing throughout the Plan period, the general approach to phasing should help to positively manage the delivery of new housing, without undermining housing provision or unnecessarily preventing or delaying sustainable housing development from coming forward.
105. However, some amendments are needed to the wording of the policy and the accompanying text. Firstly, clarification is needed about the scale and proportion of each phase of housing delivery and the role of the SADPD; secondly, confirmation that some large or complex sites may need to be brought forward within the first phase, where this would aid delivery within the Plan period and secure required investment and infrastructure; thirdly, that a 5-year supply (including buffer) will be maintained throughout the Plan period; fourthly, to explain how the policy will support housing delivery and regeneration, including the early release of housing sites in the AAPs and the approach where shortfalls

in supply may occur; fifthly, to confirm that the phasing policy only applies to site allocations, rather than to other sustainable housing sites (including windfalls) that may come forward in the future; and finally to amend and update the housing trajectory to show the expected delivery of housing **[MM89-92; 152-154]**. These amendments would ensure that the policy fully delivers and maintains the required supply of new housing throughout the Plan period in a clear, effective and soundly based way, and better reflects national guidance.

Density

106. Policy HO5 establishes the minimum density expected of housing developments (30dw/ha), in order to achieve the best and most efficient use of land. NPPF (¶ 47) advises planning authorities to set out their approach to housing density to reflect local circumstances. In this case, given the scale of new housing needed and land constraints (including the need to minimise the loss of Green Belt land), it is important to use land efficiently. The policy sets a reasonably modest benchmark, which should be achievable on most sites, but allows flexibility to provide higher or lower densities in particular cases. It provides a realistic starting point for discussions, with the aim of making the most effective use of specific sites. The application of the policy may result in better designs and higher yields, particularly in inner city areas, so should not adversely affect the 5-year supply of housing; in the past, most new housing schemes have achieved the minimum requirements, and the SHLAA [EB/049; PS/G004i] uses a range of densities at and above this figure. The Viability Studies [EB/045-046] confirm that this minimum density level should not have any implications for viability, given the flexible approach envisaged; higher densities may be challenging in some cases, but this will largely depend on site-specific, locational and market factors; these issues will be considered in more detail at the SADPD/AAP stage when site allocations are made, including setting local density targets.
107. However, further clarification is needed in the accompanying text to confirm that *most*, rather than all, developments should achieve the minimum density, and confirm that this relates to net density, with an associated definition **[MM93-95]**. This would ensure that the policy is clear, effective, achievable and consistent with national policy, with sufficient flexibility to respond to site-specific factors.

Use of Previously Developed Land

108. Policy HO6 aims to maximise the use of previously developed land (PDL), setting targets for the Plan period and for the Regional City, Principal Towns and Local Growth & Local Service Centres. Although the NPPF (¶ 111) *encourages* rather than *prioritises* the use of PDL, given the increased emphasis on such development, this approach is not inconsistent with current national guidance [PPG: ID-10], more recent ministerial statements and emerging national policy. The proposed targets are supported by evidence on specific sites in the SHLAA [EB/049; PS/G004i] and in the housing trajectory, and are in fact lower than rates achieved in the past; they also relate to the delivery of housing completions, rather than just to proposed site allocations. The higher targets within Bradford city reflect the supply of potential brownfield land within the urban area, whilst lower targets elsewhere reflect the need for some greenfield development, including land released from the Green Belt. While higher targets may be challenging in some cases, CBMDC confirms that they are achievable [PS/E007b]; issues of viability have been addressed in the Viability Studies [EB/045-046]. Given the increasing focus on the use of PDL, there is little evidence that the targets would adversely impact on the supply of housing, particularly since greenfield sites will continue to come forward to balance the overall supply.

109. However, to provide more flexibility and confirm that the percentages are *targets* rather than *minimum requirements*, amendments are needed to the wording of the policy and accompanying text **[MM96-98]**; an amendment is also needed to Appendix 6 (Table 3) to clarify the approach where PDL delivery targets are not being met **[MM156]**. With these recommended amendments, the policy would be clear, effective and consistent with existing and emerging national policy, with sufficient flexibility to respond to site-specific factors.

Principles for allocating new housing sites

110. Policy HO7 establishes the principles for allocating new housing sites, in order to deliver and manage growth in a sustainable way, which are key elements of national policy. It sets the strategic framework to guide the allocation of sites in subsequent plans, enabling potential sites to be compared and assessed in an objective way. It reflects the over-arching principles in Core Policy SC5 and key strategic objectives, and aligns with CBMDC’s corporate goals for achieving growth and regeneration and those of the LEP’s SEP. It also reflects the balance between homes and jobs, and between brownfield and greenfield sites established in other policies, with a range of factors to ensure the delivery of sustainable development; these include prioritising those sites which assist regeneration and address infrastructure deficiencies and maximising the use of previously developed land. It recognises the need to minimise the loss of Green Belt, whilst maximising environmental benefits and minimising environmental impacts. It provides an effective framework for allocating sites in subsequent plans, which is consistent with national policy and needs no amendments in terms of soundness.

Mix and balance of new housing

111. Policy HO8 seeks to ensure a mix and balance of new housing to meet the needs of the district’s population, with specific principles and strategic priorities. This approach is consistent with the NPPF (¶ 50; 159) and is informed by evidence in the SHMAs **[EB/050/052]**, which include a full analysis of the housing market, key market drivers and housing needs, along with other supplementary evidence **[SD/017; PS/E007b]**. Housing mix will be assessed on a site-by-site basis using published evidence and more recent evidence on local need and demand, rather than being established on a district/area-wide basis. A site size of 10 dwellings provides an appropriate threshold to provide a mix of housing, with flexibility to consider site-specific factors. The viability implications of providing a mix of housing will also be considered on a site-by-site basis, as confirmed in the Viability Studies **[EB/045-046]** and Policy ID2; this ensures that the policy requirements are effective and retain flexibility without being unduly onerous. However, the accompanying text needs to confirm that viability will be a factor when considering the appropriate housing mix on specific sites **[MM99]** in order to ensure that the policy is clear, effective and soundly based.

Design of new housing

112. Policy HO9 aims to ensure that new housing is of high quality and good design, setting out minimum standards. It is justified in the BCS and in supporting evidence **[SD/017; PS/E007b]**, whilst the Viability Studies **[EB/045-046]** confirm the need to balance viability with deliverability and provide flexibility in terms of housing quality. The need to achieve good design is a key element of the NPPF (¶ 56-59), along with the need to consider low-carbon solutions. However, some of the detailed requirements in the policy (including references to sustainable, accessible and internal space standards) are not consistent with the recent Government review of housing standards. CBMDC therefore agrees to amend the detailed

wording of the policy and accompanying text, deleting reference to the *Code for Sustainable Homes, Lifetime Homes* and internal space standards [MM100-107]. These amendments would ensure that the policy is effective, up-to-date and consistent with the latest national policy on housing standards, with sufficient flexibility to ensure that it is not unduly onerous or detrimental to the delivery of new developments. Further evidence will be needed if CBMDC wishes to seek additional standards in any subsequent plans or guidance.

Overcrowding and empty homes

113. Policy HO10 aims to address the problems of overcrowding and the number of empty homes through a series of policy interventions and investment decisions. It accords with national policy in the NPPF (¶ 51) and is supported by CBMDC’s Housing & Homelessness Strategy, Empty Homes Delivery Plan and other initiatives [PS/B001b(vii; x-xi)]; it needs no amendments in terms of soundness.

Gypsies and travellers

114. Policy HO12 sets out the approach to providing sites for gypsy and traveller communities, including locational criteria. As submitted, it aimed to provide 74 new pitches for gypsies and travellers and 22 new pitches for travelling showpeople (2008-2030); this was based on the 2008 regional Gypsy & Traveller Accommodation Assessment (GTAA) [EB/043]. However, CBMDC commissioned an update for Bradford district, in order to update the pitch requirements and address concerns about the methodology raised by gypsy organisations, but this was not completed and approved until after the initial hearings of the examination had closed. The updated GTAA [PS/G004f-g] identifies a need for 82 pitches for gypsies and travellers (2014-2019), along with 9 pitches for the longer term (2019-2030) and 7 transit pitches, and 68 plots for travelling showpeople (2014-2019) with a longer term requirement for 13 plots; with existing provision, this equates to a total need for 39 new pitches for gypsies and travellers and 45 plots for travelling showpeople, together with an additional 7 plots for transit provision. These amended requirements, along with amendments to the policy and accompanying text, were subject to consultation as part of the Main Modifications procedure, and no new issues were raised [MM110-112].
115. Consequently, with the recommended amendments, the BCS provides a clear, effective and soundly based framework for managing housing delivery, which is fully justified with evidence, positively prepared and consistent with the latest national guidance.

MATTER 4 – ECONOMY AND JOBS

Key issue – Does the Plan set out a clear, effective and soundly based economic strategy which positively and proactively encourages sustainable enterprise and economic growth, and are the policies for economic prosperity, rural economy, employment land, city, town, district and local centres appropriate for Bradford, supported by a robust, credible and up-to-date evidence base and consistent with the latest national policy?

116. Section 5.1 of the BCS sets out policies addressing Bradford’s economic strategy, to ensure that business thrives in the district, generating opportunities to deliver jobs growth and prosperity. CBMDC has provided evidence to justify the overall economic and employment strategy of the BCS [SD/018; EB/027; PS/B001b(xiv); PS/E005]; this provides the strategic context and background to Bradford’s economy, analyses its strengths, weaknesses, opportunities and requirements, having regard to the LEP’s SEP [PS/B001b(xv)].

117. Policy EC1 sets out the ways in which a successful and competitive economy will be delivered across Bradford district. It is an over-arching strategic policy which recognises the key economic drivers and establishes the spatial priorities for stimulating and managing the economy, helping to transform economic conditions and manage the benefits of economic growth across the urban and rural areas of the district as part of the wider LCR. It is underpinned by a range of sub-regional and local evidence and is consistent with the strategic priorities of the LEP’s SEP and the key factors outlined in the NPPF (¶ 18-19). Although *Economic Growth Areas* are shown on the Key Diagram, there is a need to clarify their extent, focused in the Airedale corridor, Bradford city centre, the main towns along the M606 and in the north-east/south-east Bradford/Leeds interface [PS/F057]; it is also necessary to include extraction industries in the opportunities for business relating to environmental assets **[MM63-64]**. With these recommended additions, Policy EC1 would be clear, effective and soundly-based.
118. As submitted, Policy EC2 aims to support business and job creation, with the delivery of 2,897 new jobs annually and a supply of 135ha of developable employment land over the plan period. The original jobs growth figure was related to the working age population expected to have jobs, including those who receive job-seekers allowance; but this is a theoretical and aspirational figure that assumes full employment, which is unattainable [PS/F065]. In order to provide a more realistic indication of projected jobs growth, rather than an over-optimistic aspirational figure, CBMDC proposes to reduce the annual number of new jobs to 1,600 **[MM65-67]**; this is based on the Regional Econometric Model (REM) and is closely aligned with the jobs figure used to determine housing need.
119. A further amendment to the accompanying text is needed to clarify the nature of the potential new employment land supply set out in Policy EC2, confirming that less than 52ha of the total 116ha of existing employment land is potentially suitable for new investment and economic growth; taking account of qualitative factors, an additional 83.43ha of new employment land will need to be identified in the Bradford City and Airedale sub-areas **[MM68]**; these figures will be reviewed in the SADPD when specific site allocations are made [PS/F053-a]. With these recommended amendments, Policy EC2 would be clear, effective, aligned with the housing figures and soundly based.
120. Policy EC3 indicates how the overall employment land requirement (135ha) will be distributed across the district, with 100ha within Bradford city, 30ha in the Airedale corridor and 5ha in the Wharfedale corridor. Although the REM and Employment Land Review (ELR) [EB/026-027] provide a broad picture of local economic performance and a wide range of employment land needs (125-212ha), a more appropriate estimate of land requirements is based on past development trends, including past take-up of employment land [SD/018; PS/E005]; between 1983-2013, take-up of land averaged around 12.8ha/year, but based on a more recent period of 2001-2013, taking account of economic recessions, this averaged about 9ha/year, equating to a total of 135ha up to 2030 (limited to Class B uses and excluding growth in retail, health and service sector jobs). The overall level of employment land provision has been discussed with neighbouring authorities as part of the DTC, including the potential to prejudice their regeneration prospects, but no serious issues have emerged, subject to considering the detailed implications of specific site allocations at the SADPD stage.
121. On this basis, the proposed scale of provision represents a reasonable, deliverable and justified requirement for employment land over the current plan period. However, an amendment to the policy wording is needed, to confirm that this is

the minimum level of provision, to be sound, effective and consistent with the approach in Policy EC2, enable other sustainable sites to come forward, provide flexibility and choice, and ensure positive economic growth **[MM69]**.

122. As for the spatial distribution of employment land, this is based on market analysis in the ELR and the 5 functional economic areas within the district; it also reflects population and the economic priorities in the district, including city-centre regeneration and supporting the main employment corridors and hierarchy of towns [SD/018; EB/026-27; PS/B001b(xiv); PS/E005]. This approach is consistent with national policy in NPPF (¶ 18-22; 160-161) & PPG [ID-2a/3]. Employment land provision will be made up of existing deliverable sites within the RUDP, other sites with planning permission, sites identified in regeneration strategies and masterplans, and new sites identified in the AAPs and SADPD. CBMDC also confirms that this scale and distribution of new employment land will require some releases of land from the Green Belt; the BCS identifies broad areas of search for the larger employment sites within north/south-east Bradford and east/north-east of Keighley; specific sites will be allocated in the SADPD. The proposed scale and distribution of employment land is also balanced with the employment needs and scale of new housing proposed in each sub-area, and is well-related to underlying strategy and focus of the BCS.
123. The transport and traffic implications of the proposed spatial distribution of employment development have been assessed by the district-wide Transport Study [EB/039], Local Infrastructure Plan (LIP) [EB/044; PS/M005] and the Local Transport Plan (LTP) [PS/B001b(xxiv)]; more detailed traffic assessments will be undertaken when specific sites are allocated in the SADPD. Concerns about the broad locations for new employment sites, including infrastructure, use of brownfield land, impact on the environment, and the scale and location of potential sites in Wharfedale and Airedale, will similarly be addressed in more detail when specific sites are identified and allocated.
124. With the recommended amendment, Policy EC3 will set a soundly-based framework for the provision and spatial distribution of employment land which is effective, justified, positively prepared and consistent with national policy.
125. Policy EC4 seeks to manage economic and employment growth in an effective and sustainable manner, and sets out the criteria and delivery mechanisms, which reflect key policy guidance in the NPPF (¶ 21). The approach to protecting existing employment sites reflects the need to maintain the provision of jobs and retain a range of accommodation for business uses. It sets out a series of factors which need to be addressed, reflecting the needs of businesses and including viability, accessibility, market factors, regeneration and infrastructure considerations, and taking account of pressures for higher land value uses, without unnecessarily protecting land which will be unlikely to be needed for future employment uses; this approach reflects national policy in the NPPF (¶ 22). The policy also adequately supports agricultural and rural businesses, in line with NPPF (¶ 18), recognising that over 60% of the district covers rural areas.
126. However, some amendments to the policy and accompanying text are needed to confirm that *Strategic Employment Zones* will be identified in the SADPD & AAPs, and clarify the definition as key locations within the urban areas where existing industrial and business uses predominate [PS/F055] **[MM70-71]**. With these amendments, the policy is clear, effective and soundly based.

127. Policy EC5 sets out the approach to city, town, district and local centres, including the role of each centre, the need for retail impact assessments and the approach to retail and other town centre developments within and outside the existing centres. It defines the hierarchy of centres, based on retail studies [EB/034-036] and reflecting the settlement hierarchy established in Policy SC4, and seeks to positively maintain and enhance their roles, functions, vitality and viability, including through regeneration. Amendments to the settlement hierarchy proposed for Burley-in-Wharfedale and Menston (see later) do not significantly affect their role, status and function in retail and town centre terms.
128. The policy does not indicate the capacity for additional retail/town centre development, but figures are included in the retail studies [EB/034-036], and are regularly updated. The latest update confirms that planned investments and commitments will take up all of the short-medium term spare retail capacity in the defined centres, after allowing for enhancement of market share in Bradford city centre. The approach and boundaries of town centres and primary shopping areas will be reviewed in the SADPD and AAPs. The proposed thresholds for retail and other impact assessments reflect their differing scale, function and role and the potential retail impact; this approach is justified in the supporting evidence [EB/034-036]. The policy also addresses the need for small shops and other town centre uses, including offices, residential, community, cultural, health and educational facilities.
129. As drafted, the overall approach to city, town and other centres set out in Policy EC5 is consistent with national policy in the NPPF (¶ 23-27), and provides an appropriate, effective, comprehensive and soundly-based framework for establishing the hierarchy of centres, maintaining and enhancing their roles, and for considering development proposals within and outside them.
130. Consequently, with the recommended amendments **[MM63-71]**, the Plan sets out a clear, effective and soundly based economic strategy, which positively and proactively encourages sustainable enterprise and economic growth, is supported by robust, credible and up-to-date evidence and is consistent with the latest national policy.

MATTER 5 – SETTLEMENT HIERARCHY, SPATIAL DISTRIBUTION OF DEVELOPMENT AND SUB-AREA POLICIES

Key issue – Are the proposed Settlement Hierarchy, Spatial Distribution of Development and the Sub-Area Policies soundly based, effective, appropriate, deliverable, locally distinctive and justified by robust, proportionate and credible evidence, positively prepared and consistent with national policy, particularly in delivering the proposed amount of housing, employment and other development?

131. The proposed settlement hierarchy, spatial distribution of development and the policies for the individual sub-areas are probably the most contentious elements of the Plan. Although these aspects are dealt with under separate policies and sections of the Plan, they raise similar issues and concerns, and it is appropriate to deal with these matters comprehensively, in order to avoid duplication and repetition. The issues and concerns principally relate to Policies SC4, HO3, BD1-BD2, AD1-AD2, WD1-WD2 and PN1-PN2.

General context

Settlement Hierarchy

132. Core Policy SC4 sets out the proposed hierarchy of settlements, including the Regional City of Bradford (with Shipley & Lower Baildon), Principal Towns (Keighley, Bingley & Ilkley), Local Growth Centres (Queensbury, Thornton, Steeton with Eastburn & Silsden) and Local Service Centres, along with a framework for making planning and investment decisions. Following the work undertaken on the updated HRA [PS/G004h], CBMDC proposes to reclassify Burley-in-Wharfedale and Menston as Local Growth Centres, rather than Local Service Centres; this amendment was subject to the Main Modifications consultation and discussed at the resumed hearings.
133. The settlement hierarchy stems from work on the revoked YHRSS, but is now based on the 2011 Settlement Study [EB/040-042] and later Growth Study [EB/037]. It aims to direct growth to the most sustainable and accessible towns and settlements in the district; the ability of settlements to accommodate growth is based on potential housing land availability identified in the SHLAA [EB/049; PS/G004i]. CBMDC tested 4 options with a range of different development strategies and settlement hierarchies, supported by SA work, and the selected hierarchy broadly reflects the approach in the adopted RUDP; the Local Infrastructure Plan (LIP) [EB/044; PS/M005] identifies the critical infrastructure requirements associated with the proposed settlement hierarchy. Although some services and facilities in the towns and settlements may come and go, CBMDC confirms that there have been no material changes to the position when the Settlement Study and Growth Study were produced. Moreover, the latest land supply position in the updated SHLAA [PS/G004i] confirms the potential of the designated settlements to accommodate the proposed levels of growth.
134. From considering all the evidence and discussions at the hearings, it is clear that the original settlement hierarchy set out in the submitted Plan was unduly influenced by the flawed HRA work, particularly in terms of Burley-in-Wharfedale and Menston. However, and subject to my conclusions later in this section of my report, the approach of the revised settlement hierarchy seems to be more appropriate, properly justified by the updated HRA work and soundly based.

Spatial Distribution of Development

135. Policy HO3 sets out the broad distribution of housing development to the Regional City of Bradford, the Principal Towns, Local Growth Centres and Local Service Centres, including the various settlements within each of the sub-areas. Having considered all the evidence and discussions, it is clear that the spatial distribution originally set out in the submitted BCS was not fully justified; in some cases it was unduly influenced by a flawed HRA, with insufficient justification for reducing the apportionment to some settlements, and in other cases, there are doubts over delivering the proposed amounts of development in terms of the latest housing land supply assessment and potential impact on heritage assets.
136. Following discussions at the first round of hearings, and as a result of the revised HRA [PS/G004h; PS/F019], CBMDC set out a revised spatial distribution of development, which was the subject of Proposed Modifications and public consultation. Since this revised apportionment of development represents the Council’s latest position, it is this spatial distribution which needs to be assessed in terms of soundness. Both the original and revised spatial distributions of development are contentious locally, and need careful examination.

137. There are four general principles guiding the spatial distribution of development: alignment with the BCS’ vision and objectives; and with the settlement hierarchy; maximising the benefits of development and growth; and minimising the impact on critical environmental assets. The process started with a baseline distribution of housing based on the existing population of each sub-area and settlement. This was adjusted through a process of reality checking, taking account of land supply, the Growth Study [EB/037], Viability Assessments [EB/045-046], HRA and habitat surveys, flood risk and the sequential approach to the distribution of housing growth, transport modelling, infrastructure and environmental constraints; other factors included deliverability, key drivers of population and housing growth, including housing need and demand, maximising the use of brownfield land, minimising the loss of Green Belt, delivering affordable housing and regeneration priorities [SD/016-018; PS/E004b-c; PS/E005; PS/F018; PS/K002; PS/L001-009]. The amended distribution largely results from the revised HRA work, an updated land supply assessment [PS/G004i] and a further assessment of the need to reduce potential impacts on areas of historic interest [PS/K002].
138. Not surprisingly, the majority of new development is to be focused on the Regional City of Bradford, which has the most population. Under the revised spatial distribution, it is expected to take some 66% of the housing growth and the majority of employment development (100ha). This reflects its regional importance and its role, function and position in the settlement hierarchy of Bradford district, as well as the presence of brownfield land, regeneration opportunities and the potential supply of housing and employment land, including releases from the Green Belt.
139. The Principal Towns of *Keighley, Bingley & Ilkley* are now expected to take 17% (6,900 dwellings) of the housing growth. The individual targets are slightly above or below the baseline population proportion, reflecting Green Belt constraints and the potential supply of housing land. The increased target proposed for *Ilkley* is largely due to the less precautionary approach of the updated HRA work and the updated assessment of potential housing land.
140. The Local Growth Centres (LGC) (*Queensbury, Thornton, Silsden, Steeton with Eastburn* and now including *Burley-in-Wharfedale* and *Menston*) are now expected to take just over 11% of overall housing growth (4,900 dwellings). These apportionments are generally above the baseline population proportion, recognising the LGC’s role and function, as well as their accessibility along main transport corridors, potential to accommodate some growth, and the latest assessment of housing land supply. The increased amount of development now proposed at Silsden, Burley & Menston is largely due to the less precautionary approach of the revised HRA work and the updated assessment of potential housing land.
141. The Local Service Centres (LSC) are now expected to take about 6% of overall housing growth (2,550 dwellings); the individual targets are mainly slightly below the baseline population proportion, recognising available land supply and physical/policy constraints. These settlements tend to be smaller and less sustainable than the LGCs, with fewer facilities and less potential to accommodate growth; the focus is on meeting local needs and supporting existing services. The revised apportionments for *Baildon* and *Haworth* are due to concerns about the potential impact of development on the setting of the Saltaire World Heritage Site (WHS) or on the character and setting of Haworth Conservation Area.

142. Policies EC1-EC4 (see earlier in my report) deal with the amount and spatial distribution of new employment land, confirming that of the total 135ha, at least 100ha will be allocated to the Regional City of Bradford, 30ha to the Airedale corridor and 5ha to Wharfedale. This will involve selective Green Belt deletions in North Bradford, South-East Bradford and Keighley.
143. Before dealing with the detailed distribution of development, there are some common issues and concerns that need to be addressed, the first of which is the loss of Green Belt. Bradford city and most towns and settlements within the district are tightly constrained by a long-established Green Belt; there is little undeveloped or uncommitted land within or on the periphery of the built-up areas and, even maximising the use of brownfield land, some additional greenfield development is needed to fully meet the overall housing requirement, including sustainable locations within the existing Green Belt. The Growth Study [EB/037] assessed the impact of growth on the purposes of the Green Belt and identified broad locations where its purposes and functions would not be seriously undermined; a subsequent selective detailed Green Belt review will examine this matter further and inform the selection of specific sites in the SADPD. National policy (NPPF; ¶ 83) allows Green Belt boundaries to be reviewed as part of the local plan process, and CBMDC has demonstrated that exceptional circumstances exist to justify some development in the Green Belt (see earlier in my report).
144. Secondly, there are concerns about the ability of existing infrastructure and facilities to accommodate the proposed amount of housing envisaged at the various settlements, including traffic, transport and education. The district-wide Transport Study [EB/039] assessed the strategic position and identifies constraints and issues, reflecting the Local Transport Plan [PS/B001b(xxiv)]; further work will be undertaken at the site selection and allocation stage [PS/M011]. The Local Infrastructure Plan (LIP) [EB/044; PS/M005] identifies the critical infrastructure and improvements necessary to accommodate the scale of proposed development in each sub-area and settlement. CBMDC regularly liaises with transport, health and education authorities to ensure sufficient capacity is provided to accommodate the needs of new development, and most service providers are under a statutory obligation to ensure that capacity is available to serve new developments. In some cases, new development can enhance or improve existing facilities and services, as well as providing new facilities.
145. Flooding is a particular issue in many areas of Bradford district, not only in parts of the city centre and Shipley, but also along the Aire & Wharfe river valleys, as demonstrated in recent flooding events; groundwater flooding is also an issue in places on the edge of the moors like Menston. CBMDC has prepared a Stage 1 Strategic Flood Risk Assessment (SFRA) [EB/048], agreed with the Environment Agency (EA); this considers all types of flooding using the most up-to-date information available at the time, and CBMDC is currently preparing its own Flood Risk Management Strategy. Further work has been undertaken on the sequential testing of potential development sites [PS/F060; PS/L011; PS/M007; PS/M010] and more detailed work will be undertaken during the site selection and allocation stage. Much will depend on the selection and allocation of specific sites, but at this strategic stage, it is important to note that the latest sequential testing work [PS/M010] confirms that very few potential sites lie within Flood Risk 2 or 3a zones, and in places like Menston, Burley & Ilkley, the proposed scale of development can easily be accommodated on land outside these zones. More detailed guidance on the assessment of flood risk is provided by Policy EN7.

146. As for the likely proportion of development on brownfield and greenfield land, much will depend on the selection of specific sites, but the latest land supply assessment identifies potential brownfield and greenfield sites, and CBMDC aims to maximise the amount of development on brownfield sites. Policy HO6 sets an overall target of 50% of new housing on brownfield land, ranging from 55% within Bradford city to 15% in Local Growth Centres, reflecting the availability of brownfield land within these settlements. However, not all the required development can be accommodated on brownfield sites, due to issues of suitability, availability, viability and deliverability, and some development will have to take place on greenfield sites, including Green Belt land, in order to fully meet the overall housing requirement figure; this is shown in the comprehensive land supply assessment in the earlier and latest SHLAAs [EB/049; PS/G004i].
147. The revised spatial distribution of development is somewhat different to that set out in the earlier BCS FED. However, that previous apportionment was based on earlier evidence and on a higher overall level of housing development for the district; work undertaken on the original HRA and SHLAA also affected the revised distribution in the submitted BCS, and further HRA & SHLAA work during this examination has influenced the latest revised spatial distribution.
148. In general terms, the underlying strategy of concentrating most new development at key settlements within the district represents an appropriate, effective, deliverable and soundly based strategy, resulting in a sustainable pattern of development, in line with national policy. Subject to my conclusions later in this section, the general approach to the revised spatial distribution of development proposed for the main towns and settlements seems to be reasonable and proportionate in terms of their existing size, form, role and accessibility, the proportion of population, and their potential capacity to accommodate growth.

Sub-area policies

149. The sub-area policies set out the spatial development framework for each of the sub-areas of Bradford district, confirming the strategic pattern of development, including the broad distribution of housing and other development, along with the priorities for each sub-area, the nature and broad locations of the proposed growth, and policies for economic development, the environment and transport, highlighting the outcomes by the end of the plan period and investment priorities.

Regional City of Bradford, including Shipley and Lower Baildon

150. Policy BD1 sets out the strategic pattern of development for Bradford City, including urban regeneration and renewal priorities, and levels of growth in the various areas of the city, and outlines the detailed strategy for growth, economic development, the environment and transport in this sub-area [PS/E006a]. In terms of the settlement hierarchy, there can be little dispute that the *City of Bradford* (with Shipley & Lower Baildon) should lie at the top of the hierarchy, as the largest urban area with the most population, regional services, housing, employment, retail, health, leisure and cultural facilities, and good accessibility to neighbouring towns; this would also accord with its current and future role, and with the LEP’s SEP [PS/B001b(xv)]. The latest SHLAA [PS/G004i] confirms the ability of Bradford city to accommodate most of the proposed housing growth.
151. As regards the proposed spatial distribution of development, this focuses most new development on the Regional City of Bradford. As revised, Bradford City is expected to provide 27,750 dwellings, divided between the city centre, Canal

Road, Shipley and the four quadrants of the city, along with at least 100ha of employment land. The proposed reduction in housing for Bradford city, compared with the submitted BCS, (-900 dwellings) results from the revised apportionments proposed for Canal Road (3,100 dwellings; -100), Bradford NE (4,400 dwellings; -300) and Shipley (750 dwellings; -500).

152. In *Bradford city centre* (3,500 dwellings), development is likely to be focused on brownfield and redevelopment sites, including new sites and re-use of existing sites, with major growth, including employment. The latest SHLAA confirms that sufficient sites can be identified to meet this target and specific site allocations will be made in the emerging Bradford City Centre AAP.
153. The deliverability of the amount and type of proposed development in *Bradford city centre* is a key issue, with its focus on regeneration, redevelopment and use of brownfield land. The Viability Assessments [EB/045-046] show that delivery and viability are likely to be challenging in some cases, but CBMDC envisages a range of public and private interventions and initiatives to encourage and stimulate development, particularly for housing and employment; with continued improvement in market conditions and some flexibility in site allocations, viability issues can be addressed, in line with Policy ID2. I also understand that the apportionment to the city centre has been reduced from the total potential capacity identified in the latest SHLAA to reflect deliverability and viability factors.
154. The city centre is the focus of the district, rightly taking a good proportion of the overall development, and it is entirely appropriate that development is focused on this area, including a wide range of associated commercial, retail, cultural and leisure facilities. Extensive work has been undertaken in the City Centre Masterplan and neighbourhood design frameworks, carried forward in the emerging AAP, which examines key issues in more detail, with the aim of delivering the BCS’ strategy. CBMDC has drawn a reasonable balance between the need to focus new development in the city centre and recognising the challenges and realistic opportunities, for which there is a reasonable prospect of success and delivery within the plan period.
155. The revised apportionments for *Canal Road* and *Shipley* are largely based on a re-assessment of land supply and detailed work undertaken for the Shipley & Canal Road Corridor AAP. Proposals for development in the *Shipley & Canal Road Corridor* are well advanced, with the New Bolton Woods Masterplan, Strategic Development Framework, design work, technical studies and various planning applications, addressed in detail in the emerging AAP; the AAP will also address the need for the Shipley Eastern Link Road, referred to in the LIP [EB/044; PS/M005].
156. For *Shipley*, the lower figure is also due to boundary adjustments and concerns from Historic England (HE) about the potential impact of some development sites on the Saltaire WHS; the updated SHLAA confirms that sufficient land can be identified to meet the revised apportionment without having an adverse impact on this important heritage site. Until site-specific heritage impact assessments have been undertaken, it is appropriate to adopt a more precautionary approach which reflects the possible impact of some potential sites on the WHS. It is also worth noting that much of Shipley is already included in the Shipley & Canal Road Corridor AAP area, where a further 700 dwellings are proposed. However, in view of the reduction in the amount of new housing at Shipley, and to address HE’s concerns, clarification is needed about the nature of such development and the need to conserve those elements which contribute to the Saltaire WHS **[MM42]**.

157. *Bradford SE* is a sustainable area of the city, with regeneration priorities, and with the potential to accommodate a significant amount of new development, both on brownfield and greenfield sites, as confirmed in the latest SHLAA [PS/G004i]. The proposed apportionment for this area (6,000 dwellings) will require development and remodelling within the urban area, including a new Sustainable Urban Extension (SUE) at Holme Wood, currently in the Green Belt, which many local residents seek to remove from the BCS. Much of the justification for this project is provided in the Holme Wood & Tong Neighbourhood Development Plan (HWTNDP) [PS/B001b(iii)], which examined options for the long-term sustainable regeneration of the wider area, particularly the Holme Wood housing estate, including a SUE involving a change to Green Belt boundaries.
158. The submitted evidence (including the Growth Study [EB/037]) endorses the general principle of a SUE in this broad location and confirms that the area around Holme Wood could be allocated without undermining the key functions of the Green Belt, including the break between Leeds and Bradford; CBMDC has also demonstrated legitimate exceptional circumstances to justify amending Green Belt boundaries in this locality. Further work, including the detailed scale, extent and boundaries of the SUE and associated infrastructure and facilities, along with the impact on the local landscape of the Tong and Fulneck Valley and the nearby Conservation Area, will be undertaken in the forthcoming SADP.
159. The SUE will also facilitate the regeneration of Holme Wood housing estate, with cross-investment and improved linkages with the existing community, as well as providing new facilities and greenspaces. The proposed SE Bradford access route (included in the LTP and funded by the WYCA) could form a defensible long-term boundary to the SUE, as well as providing a strategic highway link between the M62 and Leeds-Bradford airport. Improvements to the A650 will also help to facilitate development and alleviate existing traffic congestion; key infrastructure requirements are set out in the LIP [EB/044; PS/M005].
160. The scale of the proposed development and associated infrastructure mean that it will probably not come forward until 2021. However, it is an active proposal, supported by development partners, which would help to produce a sustainable and integrated community. CBMDC has consulted and engaged with LCC about the project as part of the DTC, and has addressed issues raised by Historic England about its possible impact on Adwalton Moor Registered Battlefield, including undertaking a heritage impact assessment. Moreover, with many potential sites, delivery of the proposed level of development at SE Bradford does not solely depend on the Holme Wood SUE. Consequently, at this strategic level, the proposed amount of development, including the general principle of a SUE in this broad location, is justified and soundly based.
161. At *Bradford NW* (4,500 dwellings) and *Bradford SW* (5,500 dwellings), development is likely to be delivered by a mix of sites, including redevelopment and intensification within the urban area, along with a substantial contribution from sustainable Green Belt locations; the latest SHLAA confirms that sufficient land can be identified to meet these housing targets, including both brownfield and greenfield sites. However, for consistency and to clarify that the level of provision at Bradford SW is not a ceiling, an amendment to Criterion C4 of Policy BD1 is needed **[MM41]**.
162. For *Bradford NE*, the revised apportionment (4,400 dwellings) is based on an updated assessment of suitable, deliverable and developable housing land in the latest SHLAA [PS/G004i]; delivery of this level of development will require some

changes to Green Belt in sustainable locations, and details of improvements to roads and infrastructure are set out in the LIP [EB/044; PS/M005]. However, to increase the target to the previously proposed level would undoubtedly require further Green Belt releases and, based on current land availability, may not be deliverable. The Key Diagram confirms that North-East Bradford is proposed for economic development, including designation as an Economic Growth Area. However, clarification is needed about the nature of the Apperley Bridge/Esholt employment opportunity as a new high quality scheme, including research and development, rather than being led by such development **[MM40]**. CBMDC is also considering re-positioning the relevant symbol on the sub-area diagram, but any changes would be made as an Additional Modification [PS/M016].

163. Policy BD1 also sets out the strategic framework for economic development in the Regional City, including the amount, type and broad location of new employment development and associated facilities, reinforcing the role of the city centre and supported by economic evidence [SD/018; EB/027; PS/B001b(xiv-xv)]; with the amendment to Policy EC3 (see earlier), it also provides the flexibility to provide more employment land, if necessary. Key environmental issues are identified, including the role of the Green Belt between Leeds and Bradford, green infrastructure and recreation provision, and heritage assets; however, clarification of Criterion E5 of Policy BD1 is needed to include all of the key heritage assets in Bradford city centre **[MM43]**. The Policy also identifies the key transport improvements needed to accommodate the amount of proposed development, including changes to modal shift and key road and public transport projects, supported by transport evidence [EB/039; PS/B001b (xxxii-xxvi)] and identified in the LIP [EB/044; PS/M005]. The key outcomes of the policy are aspirational, but are realistic, capable of being delivered and supported by evidence.
164. Policy BD2 sets out the public and private sector investment priorities for Bradford City, in order to deliver transformation and change through economic development, housing renewal and growth, improved green infrastructure, community facilities and accessibility. The submitted evidence confirms that there is a realistic prospect of delivering these outcomes.
165. Consequently, I conclude that the settlement hierarchy, spatial distribution of development and sub-area policies for the Regional City of Bradford are appropriate, fully justified, effective and soundly based. However, to reflect changes to the spatial distribution, amendments are needed to Policies HO3 & BD1, for consistency and soundness **[MM38-43; 76-80; 86-87]**. With these and the other recommended changes, the amended policies set out a soundly based strategic framework for the future development of the Regional City of Bradford to guide development decisions and allocate specific sites in the AAPs and SADP.

Airedale

166. Policy AD1 sets out the strategic pattern of development in Airedale, including urban regeneration, renewal and new housing provision, levels of growth in Keighley and the other settlements, and the detailed strategy for economic development, the environment and transport; the expected outcomes are set out in the accompanying text [PS/E006b]. The strategy is informed by the earlier Airedale Masterplan, which identifies key issues and potential development sites, and the LEP’s SEP continues to advocate growth in this corridor [PS/B001b(xv-xvii)]. Airedale benefits from being located along the key transport corridor of the main A650 and Skipton-Leeds/Bradford railway line, and is now proposed to accommodate 8,450 new dwellings and at least 30ha of new employment land.

167. In terms of the settlement hierarchy, *Keighley* and *Bingley* are appropriately designated as Principal Towns, as the main focus for housing, employment, shopping, leisure, education, health and cultural facilities. *Keighley* is the largest town in Airedale, with a wide range of retail, employment, leisure and other services and facilities, good road and rail links to Bradford, and with the potential for regeneration and growth. *Bingley* has a focal role within Airedale, with a good range of facilities, shops and employment, and good rail and road accessibility to Bradford; its designation in the BCS reflects its similar status in the RUDP and recognises its role and opportunities for regeneration and growth.
168. The targets for *Keighley* (4,500 dwellings) and *Bingley* (1,400 dwellings) are slightly above or below the baseline population proportion, reflecting Green Belt constraints and the potential supply of housing land, and the latest SHLAA [PS/G004i] confirms that sufficient land can be identified to meet the proposed levels of development; both *Keighley* and *Bingley* are also key regeneration priorities, with a range of services, facilities and employment. There are issues relating to drainage and sewerage infrastructure, which may affect the phasing of development, but these are being addressed under Policy AD2 [PS/M005].
169. *Silsden* and *Steeton with Eastburn* are designated as Local Growth Centres. The proposed apportionments are slightly above the baseline population proportion, recognising their role, function, accessibility, sustainable location along main transport corridors, potential to accommodate growth and the latest assessment of housing land supply. The increased amount of development now proposed at *Silsden* (+200 dwellings) is largely due to the less precautionary approach of the revised HRA work and an updated assessment of potential housing land.
170. Some concerns have been raised about the ability of *Silsden* to deliver the amount of expected growth, particularly in terms of flood risk and infrastructure, including schools. However, these factors do not detract from its proposed position in the settlement hierarchy. *Silsden* is a hub for the upper Airedale/ Wharfedale communities, and the updated HRA work indicates that the increased amount of development could be accommodated without having an adverse impact on the integrity of the South Pennine Moors SAC. The latest SHLAA [PS/G004i] identifies sufficient potential land to meet the increased figure without using any land in the Green Belt or within Flood Risk Zones 2a or 3. CBMDC has identified no infrastructure issues which cannot be addressed by the relevant service providers when the detailed location and size of development sites has been established in the SADPD; critical infrastructure is identified in the LIP [EB/044; PS/M005]. No service providers have raised objections to the original or revised target figure, and issues relating to drainage, flood risk, school capacity, traffic and transport investment (including the Eastern Relief Road) will be addressed in more detail at the site allocations stage.
171. Some participants sought higher apportionments for *Steeton* and *Thornton*, since these are sustainable and accessible settlements, which might have the capacity to accommodate more growth. However, the latest SHLAA confirms that, whilst there are sufficient potential housing sites to meet the proposed apportionments, higher levels of development would probably involve greater loss of Green Belt land and/or development in flood risk areas. Some compare *Steeton* with *Silsden*, but these settlements have different characteristics, with the latter having more facilities, more potential land available without using Green Belt, and easy access to the railway station at *Steeton*.

172. *Baildon* and *Cottingley* are designated as Local Service Centres. The proposed apportionment to *Baildon* has been reduced, due to Historic England’s concerns about the potential impact of some development sites on the Saltaire WHS. No site-specific assessments have been undertaken, and no sites have been ruled out; but until detailed heritage impact assessments have been undertaken, a more precautionary approach needs to be taken towards the development potential of Baildon. These concerns affect only a small number of potential sites, and the latest SHLAA confirms that sufficient sites can be identified to meet the revised apportionment without using sites which might affect the Saltaire WHS. Much will depend on the selection of specific sites, as part of the SADPD process, but Baildon lies at the lowest tier of the settlement hierarchy and is tightly constrained by the Green Belt; there is also some doubt about whether the original targets can be met. Since there are alternative options for the spatial distribution of development, a small reduction to its apportionment is appropriate.
173. Some participants suggested that *Cottingley* should be designated as a LGC, pressing the case for more development. However, it is a relatively small settlement with a limited range of facilities and is tightly surrounded by the Green Belt, with land at risk of flooding on its northern edge; increased development here could compromise both these areas of land. Similar Green Belt constraints apply at *East Morton*. However, clarification is needed about the nature of new housing at *Cottingley* and *East Morton* to remove any requirement for local housing need assessments and the reference to local need [PS/F032] **[MM46]**.
174. Policy AD1 also sets out the strategic framework for economic development, including the amount, type and broad location of new employment development and associated facilities at Keighley, Bingley and Silsden, supported by specific evidence [SD/018; EB/027; PS/B001b (xiv-xv)]. Key environmental issues are identified, including the need to protect the integrity of the South Pennine Moors SAC/SPA, improvements to green infrastructure, river and canals, woodland, heritage assets and renewable energy. However, to reflect changes to the approach to the South Pennine Moors SAC/SPA in amended Policy SC8, amendments are needed to criterion E2 of Policy AD1, as agreed with NE **[MM48]**. A further amendment is needed to criterion D6 to cover all the elements which make a significant contribution to the character of this sub-area **[MM49]**. The Policy also identifies the key transport improvements needed to accommodate the amount of proposed development, including changes to modal shift and key road and public transport projects, supported by specific evidence [EB/039; PS/B001b (xxiv-xxvi)] and highlighted in the LIP [EB/044; PS/M005].
175. Policy AD2 sets out the public and private sector investment priorities for Airedale, in order to deliver transformation and change through economic development, housing renewal and growth, green infrastructure, community facilities and accessibility. A constraint to development in this sub-area is the capacity of the Aire Valley Trunk Sewer, and a specific reference is required in Policy AD2 to the need to work with Yorkshire Water and the EA to examine the water/waste water infrastructure needed to support growth and ensure that any development is aligned with investment in asset management and catchment management plans, in the interests of effectiveness and soundness **[MM50]**.
176. Consequently, I conclude that the settlement hierarchy, spatial distribution of development and sub-area policies for Airedale are appropriate, fully justified, effective and soundly based. However, to reflect the changes to the spatial distribution (including Keighley, Bingley and Silsden), Policies HO3 & AD1 need amending, for consistency and accuracy **[MM44-45; 47; 81-85 & 88]**. With

these and the other recommended modifications, the amended policies set out a soundly based strategic framework for the future development of Airedale to guide development decisions and identify and allocate specific sites in the SADP.

Wharfedale

177. Policy WD1 sets out the strategic framework to guide new housing provision in Wharfedale, including affordable housing. Wharfedale is now proposed to accommodate 2,500 new dwellings (6% of the total) and at least 5ha of new employment land. Increases to the apportionments are now proposed for *Ilkley*, *Burley-in-Wharfedale* and *Menston*, largely as a result of the revised designation of Burley and Menston as Local Growth Centres, due to the updated HRA work and an updated assessment of housing land availability in the latest SHLAA.
178. In terms of the settlement hierarchy, *Ilkley* is the main town in this part of Wharfedale, with Roman origins, developed as a Victorian spa town, and now a popular tourist destination; it has a good range of shops, leisure and local services, with some employment and good accessibility by road and rail to Leeds and Bradford. It is tightly contained by the Green Belt, and at times experiences road congestion and flooding in the lower parts of the valley, but these constraints do not undermine its established role as the Principal Town in this part of Wharfedale.
179. *Ilkley* now has a target of 1,000 dwellings (increased by 200), recognising that the original apportionment was significantly less than the baseline population proportion, and reflecting the less precautionary approach of the updated HRA work [PS/G004h]. The latest SHLAA confirms that sufficient potential housing sites can be identified to meet this revised level of development without having to utilise land within Flood Zones 2 or 3a. Given the tightly constrained Green Belt boundary around Ilkley and the lack of brownfield sites within the built-up area, a significant contribution from Green Belt land will be needed to meet the development target, as recognised in Policy WD1. Much will depend on the detailed selection and allocation of specific sites, but the Growth Study [EB/037] assessed the implications of development around Ilkley on the Green Belt and confirms that the proposed scale of development could be accommodated without seriously undermining its purposes or functions. Detailed impact on the local landscape and environment would be assessed at the site allocations stage.
180. As regards traffic and transport, further transport studies are to be undertaken at the site allocations stage, including the A65 corridor, and the capacity, frequency and quality of the rail service is likely to be improved over the period of this Plan; key infrastructure requirements are also addressed in the LIP [PS/M005]. New development of the size and scale anticipated may enhance and improve the provision of existing facilities, including the possibility of a new secondary school; further employment opportunities are also likely to be provided, including a new business park, along with affordable housing and parkland. There seems to be some scope for a carefully designed and controlled expansion of the town to the west and/or east without seriously affecting the form or setting of the town, causing coalescence or undermining the purposes and functions of the Green Belt. On this basis, the revised apportionment to Ilkley is appropriate, proportionate, justified, deliverable and soundly based.
181. Both *Burley-in-Wharfedale* and *Menston* were designated as LGCs in the BCS FED, but were downgraded in the submitted BCS because of the unduly precautionary approach taken in the original HRA work [SD/021]. They have now been re-designated as LGCs, largely on the basis of the less precautionary approach of

the revised HRA work [PS/G004h], supported by the latest land supply assessment [PS/GF004i]. The revised apportionments envisage 700 new dwellings at Burley (+ 500) and 600 dwellings at Menston (+ 200).

182. These are smaller settlements than some other LGCs, but have a good range of local facilities and services, including shops, health, education and community facilities. They are sustainable settlements, are popular places to live in, have grown in the past and have a strong demand for new housing. There are few employment opportunities, but they have good accessibility by road and rail to jobs in Leeds, Bradford and elsewhere. They are tightly constrained by the Green Belt and, given the lack of existing brownfield and greenfield sites within the built-up areas, significant areas of Green Belt land would be needed to meet these targets. However, the Growth Study [EB/037] assessed the impact of the proposed levels of development on the purposes of the Green Belt and concludes that there is the potential to accommodate some growth without coalescence or undermining Green Belt purposes. Nevertheless, the policy should confirm that a significant contribution from the Green Belt will be needed at Burley to meet the amended scale of development proposed and delete reference to local needs; for Menston, the policy should confirm that some local Green Belt changes will be needed to meet the amended development targets **[MM8; 52]**.
183. At times, parts of these settlements and their surroundings can be affected by flooding, and the main A65 can become congested at peak times, but these constraints do not adversely affect their current or future role and function or their ability to accommodate some future growth in a sustainable manner. There are concerns that insufficient information is available about flooding, including groundwater flooding at Menston, but CBMDC and the service providers are well aware of the situation and are progressing further work to identify and provide a solution to current problems [PC/M007]. Moreover, the latest SHLAA confirms that more than sufficient land can be identified in both settlements to meet these increased targets, none of which would be in Flood Risk Zones 2a or 3. There are concerns about the potential impact on the South Pennine Moors SAC/SPA, but the updated HRA work confirms that the increased targets are highly likely to be capable of being accommodated without adversely affecting the integrity of the South Pennine Moors SAC. Detailed assessments of flood risk (including groundwater flooding) [PS/M007], impact on the landscape, heritage and environment and infrastructure would largely depend on the selection of specific sites, to be addressed at the site allocation stage.
184. These settlements are close to the border with Leeds, but cross-boundary issues (including High Royds, education and traffic/transport) have been addressed through the DTC. More traffic would be generated, but CBMDC intends to further examine the A65 transport corridor at the SADPD stage [PS/M011]. The capacity of existing facilities would be reassessed at the site allocations stage; at Burley, the provision of a new primary school is likely as part of the proposed development. CBMDC is also liaising with the education and transport authorities about particular cross-boundary issues. There are no outstanding DTC issues raised by the proposed designation or levels of development at these settlements.
185. The proposed apportionments would represent a significant increase in the number of dwellings at these settlements, but both have grown in the past and these proposals would continue past trends at a relatively modest rate over the period of the Plan. Consequently, the revised apportionments for Burley and Menston are appropriate, reasonable and proportionate to the size, form and role of the

settlements, given their sustainable location along the main A65 transport corridor and their potential to accommodate further growth.

186. Some participants sought more development at *Addingham*, but this is not supported by local residents. The BCS FED allocated more housing to this settlement, but this was reduced in the submitted Plan due to the original HRA work; it was not increased as a result of the updated HRA work. The latest SHLAA confirms that sufficient potential land can be identified to meet the proposed apportionment without using Green Belt or sites in flood risk areas. However, an increased amount of development or identification of “reserve” sites would not be justified, since it would probably require the use of sites in the Green Belt and/or within flood risk areas, and could raise issues about potential impact on the South Pennine Moors SAC; Addingham is also lower in the hierarchy, less well located and less accessible than the other larger towns and settlements in Wharfedale. However, clarification is needed to delete reference to local needs and confirm that a smaller scale of housing and provision of local facilities is proposed at LSCs like Addingham, without the need to change Green Belt boundaries **[MM8; 10 & 55]**.
187. Policy WD1 also sets out the strategic framework for economic development, including the role of Ilkley, Burley, Addingham and Menston, and the nature of associated employment, retail and leisure development; this is supported by specific evidence [EB/027; PS/B001 (xiv)], and the amendment to Policy EC3 (see earlier) provides the flexibility to provide more employment land if required. Key environmental issues are identified, including the need to protect the integrity of the South Pennine Moors SAC/SPA and the role of the River Wharfe, green infrastructure, field patterns, tree cover and the wider river and moorland context. However, Policy WD1 needs amending to reflect the changes to the approach to the South Pennine Moors SAC/SPA in amended Policy SC8, including mitigation and the loss of foraging land, as agreed with NE **[MM53]**. Criterion D5 also needs amending to cover all the key heritage assets which need to be conserved and enhanced in Wharfedale **[MM54]**.
188. Policy WD1 also identifies the main transport improvements needed to accommodate the amount of proposed development, including changes to modal shift and key road and public transport projects. CBMDC is fully aware of traffic issues relating to the A65, on which further work will be undertaken at the SADPD stage, and key infrastructure requirements, including transport schemes and new/expanded facilities, are set out in the latest LIP [PS/M005].
189. Policy WD2 sets out the public and private sector investment priorities for Wharfedale, in order to deliver transformation and change through economic development, housing growth, improved green infrastructure, community facilities and accessibility. The submitted evidence confirms that there is a realistic prospect of delivering these outcomes.
190. Consequently, I conclude that the settlement hierarchy, spatial distribution of development and sub-area policies for Wharfedale are appropriate, fully justified, effective and soundly based. However, to reflect the changes to the settlement hierarchy and spatial distribution (including Ilkley, Burley-in-Wharfedale and Menston), Policies SC4, HO3 & WD1 need amending, for consistency and accuracy **[MM7-12; 44-45; 47; 75; 81-85 & 88]**. With these and the other recommended modifications, the amended policies set out a soundly based strategic framework for the future development of Wharfedale to guide development decisions and identify and allocate specific sites in the SADPD.

South Pennine Towns & Villages

191. Policy PN1 sets out the strategic pattern of development for the South Pennine Towns and Villages, including focusing new housing and economic growth at the main Local Growth and Service Centres in the sub-area, and sets out the detailed strategy for economic development, the environment and transport; the expected outcomes are set out in the accompanying text. The South Pennine towns and villages are now proposed to accommodate 3,400 new dwellings.
192. *Queensbury* and *Thornton* are appropriately designated as sustainable Local Growth Centres in the settlement hierarchy, with good accessibility to Bradford city and with the potential to accommodate some growth, as confirmed in the latest SHLAA. The remaining settlements are designated as LSCs.
193. The lower apportionment now proposed for *Haworth* (400 dwellings; -100) is largely due to Historic England’s concerns about the potential impact that some development sites could have on the character and setting of Haworth Conservation Area. No site-specific assessments have yet been undertaken and no sites have been ruled out, but until detailed heritage impact assessments have been undertaken, it is appropriate to take a more precautionary approach towards development capacity at Haworth, particularly for potential sites which may affect the character and setting of the Conservation Area. These concerns affect only a small number of the potential sites, and the latest SHLAA confirms that sufficient suitable sites can be identified to meet the revised apportionment without using sites which might affect the Conservation Area or involve Green Belt land.
194. Much will depend on the selection and allocation of specific sites, as part of the SADPD process, but Haworth lies at the lowest tier of the settlement hierarchy and is tightly constrained by the Green Belt; there is also some uncertainty about whether the original targets can be met, and there are alternative options for the spatial distribution of development, so it is entirely appropriate to make a modest reduction to its apportionment. However, for consistency, reference to meeting local needs should be deleted from the accompanying text covering Haworth, with a similar amendment in the text covering other Pennine villages **[MM60-62]**.
195. Some participants were concerned that there may be difficulties in delivering the expected amount of development in places like *Wilsden*. However, the proposed apportionment is relatively modest, much of which can be met from existing commitments, with little use of Green Belt land; the latest SHLAA identifies much more potential land than is needed to meet the proposed apportionment.
196. Policy PN1 also sets out the strategic framework for economic development in this sub-area, supporting rural diversification, retaining existing employment opportunities, and managing tourism pressures in these rural settlements. Key environmental issues are identified, including the need to protect the integrity of the South Pennine Moors SAC/SPA, historic networks and proximity of open moorland. However, amendments are needed to reflect the changes in the approach to the South Pennine Moors SAC/SPA in amended Policy SC8, including mitigation and the loss of foraging land, as agreed with NE **[MM58]**. Criterion E4 also needs amending to cover all the key heritage assets which should be conserved and enhanced in this sub-area **[MM59]**. The Policy also identifies the key transport improvements needed, including changes to modal shift and improved public transport links.

197. Policy PN2 sets out the public and private sector investment priorities for the South Pennine Towns & Villages, in order to manage change on a scale that meets local needs for housing, employment and renewal, enhances green infrastructure, heritage assets and community facilities and improves sustainable transport. The submitted evidence confirms that there is a realistic prospect of achieving these outcomes.
198. Consequently, I conclude that the settlement hierarchy, spatial distribution of development and sub-area policies for the South Pennine Towns and Villages are appropriate, fully justified, effective and soundly based. However, to reflect the changes to the spatial distribution of development (including Haworth) Policies HO3 & PN1 need amending, for consistency and accuracy **[MM56-57; 85 & 88]**. With these and the other recommended modifications, the amended policies set out a soundly based strategic framework for the future development of the South Pennine towns and villages to guide development decisions and identify and allocate specific sites in the SADPD.
199. With the recommended modifications, the Plan sets out a clear, justified and soundly based settlement hierarchy, spatial distribution of development and strategic framework for the Sub-Areas of the Regional City of Bradford, Airedale, Wharfedale and the South Pennine Towns and Villages, which is appropriate, locally distinctive, effective, positively prepared, deliverable and consistent with national policy.

MATTER 6 – OTHER POLICIES

Key issue – Does the Plan provide a clear, effective and soundly based framework for promoting sustainable transportation, protecting, maintaining and enhancing the high quality environment within Bradford, ensuring an adequate supply of sustainable minerals and waste management, and achieving good design, which is fully justified with evidence, positively prepared and consistent with the latest national policy?

Transport and Movement

200. Section 5.2 of the Plan sets out policies to provide an efficient and effective transport system supporting the key principles of connectivity, accessibility and sustainability. It reflects the key objectives of the West Yorkshire Local Transport Plan (LTP) [PS/B001b(xxiv)] to improve connectivity in the sub-region, make substantial progress towards a low-carbon sustainable transport system and enhance the quality of life for people living and working in and visiting the area. These policies aim to reduce travel and influence travel behaviour and modal shift, as well as setting out the approach to parking, public transport, cycling and walking, transport and tourism, improving connectivity and accessibility, freight transport and aircraft safety, along with priorities for transport investment and management. CBMDC confirms that Highways England (HE) and West Yorkshire Transport/Combined Authority (WYCA) are content with the approach of these policies. The policies are also supported by a district-wide Transport Study, which aims to establish the strategic impacts of the Plan’s proposals on the highway and public transport networks, including an assessment of specific measures needed to mitigate the key impacts of such proposals [EB/039].
201. Addressing travel growth and congestion is a major issue in Bradford district, particularly given the levels of housing and jobs growth proposed. Policy TR1 aims to reduce the demand for travel and influence modal shift, setting out measures to encourage and facilitate sustainable travel modes, limit travel growth, reduce

congestion and improve journey times. It is justified by evidence in the LTP [PS/B001b(xxiii)] and reflects key priorities of the West Yorkshire Plus Transport Fund [PS/B001b(xxv-xxvi)], WYCA and the LCR Transport Strategy [PS/B001b(xxiii)]. It also reflects key factors set out in the NPPF (¶ 29-38) & PPG [ID-42/54] relating to sustainable transport, patterns of development and evidence bases. It addresses the relationship between the location of development, accessibility and travel by applying accessibility standards and requiring new developments to provide transport assessments and travel plans. The viability and deliverability of the necessary transport infrastructure, including local “pressure points”, are set out in the Local Infrastructure Plan (LIP) [EB/044; PS/M005] and have also been assessed in the Viability Assessments [EB/045-046].

202. The scale of change needed to modal shift is significant, requiring an increased proportion of trips to be made by sustainable modes; there are concerns that it will be too great and impractical, given the capacity constraints of existing public transport routes, including bus and rail transport. However, although there may be challenges in some areas, application of the accessibility standards will help to ensure that new developments are sustainable and accessible, supported by transport assessments, travel plans, corridor studies and CBMDC’s district-wide Transport Study and Cycling Strategy [EB/039; PS/B001b(xxvii)]; improvements to local train and bus services are also possible and, in the longer term, changes to bus and rail franchises can take these factors on board. More detailed transport assessments will be undertaken for the AAPs & SADPD, including updating the district-wide Transport Study, key transport corridor studies and detailed site-by-site assessment of local transport impacts [PS/M0011]. On this basis, Policy TR1 is justified, effective, deliverable, soundly based and consistent with national guidance, and needs no amendments in terms of soundness.
203. The parking standards required by Policy TR2 and set out in Appendix 4 are indicative, consistent with those of neighbouring authorities; they also reflect local circumstances and allow for flexibility, without being unduly prescriptive. However, amendments to the detailed requirements in Appendix 4 are needed to clarify the definition of *Minimal Operational Requirement*, bring the parking standards for city/town centre development in line with CBMDC’s Parking Strategy, and to reflect national guidance in the NPPF (¶ 39-40) **[MM150-151]**.
204. Policies TR3 & TR5 aim to improve accessibility to public transport, a key element of sustainable transport. The Accessibility Standards set out in Appendix 3 were developed in co-operation with the forerunner of the WYCA after detailed analysis and reflecting the LTP, without being unduly prescriptive or onerous; most potential sites already meet these standards. The approach to cycling in Policy TR3 reflects CBMDC’s Cycling Strategy [PS/B001b(xxvii)]. Tourist and leisure destinations can be large trip generators, so it is important that the traffic and transport impact of such developments are properly considered, as set out in Policy TR4; this is consistent with NPPF (¶ 32). The approach to improving connectivity and accessibility set out in Policy TR5 provides a clear and effective strategy to promote sustainable transport, with existing transport “pressure points” and congestion areas identified in CBMDC’s Transport Study [EB/039] in the context of Policy TR7. Policies TR6 & TR8 deal adequately with freight transport and aircraft safety.
205. Several participants were concerned about the traffic and transport consequences of proposed developments in the BCS, including potential road congestion and the need to strengthen local public transport services, particularly at Holme Wood and in the Airedale and Wharfedale corridors. However, CBMDC’s Transport Study

[EB/039] addresses these matters at a strategic level and further detailed work will be undertaken on assessing transport and traffic impact when new developments come forward, including along the main A65/A650 corridors, additional mitigation measures and the issue of park-and-ride facilities and capacity [PS/M011]; Travel Plans will also be required for all major developments. In some cases, there will be challenges, but further more detailed work at the appropriate time will identify the issues and the mitigation and improvements needed.

206. Consequently, with the recommended modifications [**MM150-151**], the policies for transport and movement provide a clear, effective and strategic framework for promoting sustainable transportation, which is fully justified with evidence, positively prepared, soundly based and consistent with the latest national policy.

Environment

207. Core Policy SC6 seeks to support and encourage the maintenance, enhancement and extension of Green Infrastructure (GI). It reflects work undertaken with NE, EA and the LCR authorities in establishing a Green Infrastructure Strategy, and is consistent with national policy in NPPF (¶ 69-78) & PPG [ID-37]. It will help to raise the profile of GI and ensure that more high quality GI is provided as part of new developments. However, amendments are needed to the policy wording and accompanying text to reflect the need to provide natural greenspace to assist in mitigating any adverse effects of increased recreation on the South Pennine Moors SPA/SAC, as recommended in the latest HRA update [**MM15-16**]; this will ensure that the policy is effective and addresses the concerns of NE.
208. Section 5.4 of the BCS provides a set of policies to protect, maintain and enhance the high quality environment within Bradford district. Policy EN1 sets out the approach to protecting and improving the provision of open space and recreation facilities. It is underpinned by evidence, including the Health Impact Assessment and Open Space, Sport & Recreation Study, along with more recent work on the playing pitch strategy and allotments strategy. It is consistent with the NPPF (¶ 69-78) & PPG [ID-37] and has the support of Sport England. The open space standards (Appx 9) identify broad parameters, without being unduly onerous, whilst the green infrastructure element is supported by the latest HRA in terms of the provision and retention of greenspace. However, some amendments are needed to the wording of the policy and the accompanying text to reflect the latest HRA, including references to mitigating recreational pressure on the South Pennine Moors SPA and the associated SPD, and ensure that the policy is effective and sound [**MM113-114**].
209. Policy EN2 sets out the approach to biodiversity and geodiversity, covering the North & South Pennine Moors, locally designated sites, other habitats and species, and enhancement. It is justified with evidence on biodiversity, the ecological network and protected sites, prepared in association with NE, EA and local ecological groups, and is linked to further work on Biodiversity Action Plans. It will be delivered through a variety of policies, programmes and measures, working with key organisations, and is consistent with the NPPF (¶ 109-119) & PPG [ID-8] and natural environment legislation. However, some amendments are needed to the policy criteria and the accompanying text to better align with the NPPF, address the concerns of NE and reflect the latest HRA, particularly relating to the North & South Pennine Moors SPA/SAC, SSSIs, locally designated sites, habitats and species outside designated sites and ecological networks; this will ensure that the policy is clear, effective and consistent with national policy [**MM115-120**].

210. Policy EN3 seeks to preserve, protect and enhance the character, appearance and value of Bradford’s historic environment. It is supported by evidence on the historic environment, with further work having been undertaken on Adwalton Moor registered battlefield at the request of HE. However, an amendment to the accompanying text is needed to clarify the approach to the impact of unauthorised/unsympathetic development on heritage assets at the request of HE **[MM121]**. With this change, the policy would be effective and consistent with the NPPF (¶ 126-141).
211. Policies EN4 & EN5 indicate how development proposals should make a positive contribution to the conservation, management and enhancement of the diversity of the landscapes in the district and the preservation and enhancement of trees and woodland. They are supported by specific evidence, including that produced by NE on Natural Landscape Character Areas, the adopted Landscape Character SPD and CBMDC’s Woodland Strategy. They are consistent with the NPPF (¶ 109-125) & PPG [ID-8] and require no amendments in terms of soundness; minor changes will correct the references to Esholt and Tong landscape areas.
212. Core Policy SC2 sets out the strategic approach to climate change and the use of resources. It is supported by regional and district evidence and reflects other work being undertaken at national level and by the EA and other bodies. It encompasses flood risk, water management, climate change and housing standards, and is supported by CBMDC’s Low Emission Strategy. It identifies general principles of sustainability, rather than setting specific targets, and should be flexible enough to accommodate any future changes to housing standards at national level, without being unduly onerous for developers. It broadly reflects latest national policy in the NPPF (¶ 93-99) and PPG [ID-6], and is justified, effective, deliverable and soundly based.
213. Policy EN6 seeks to encourage the provision of low-carbon and renewable energy. It is linked to the approach to climate change in Core Policy SC2 and underpinned by a 2011 regional study, which assessed the potential resource for low-carbon and renewable energy generation and identified a wide range of opportunities for such development in this district. It identifies broad principles, rather than specific targets, with the flexibility to assess viability and other delivery implications on a site-by-site basis; further work, including local requirements and targets for renewable/decentralised energy, will be undertaken in subsequent plans. Although the general approach of the policy is consistent with guidance in the NPPF (¶ 93-99) & PPG [ID-5/6], the accompanying text needs to be updated to incorporate recent national guidance and ministerial statements about wind turbine developments **[MM122-MM126]**. With these recommended modifications, the policy would be effective and up-to-date.
214. Flooding is an important issue in many parts of the district, particularly Bradford city, Shipley, Airedale and Wharfedale, including Menston and Addingham, as shown in specific evidence and during previous and recent flooding events. Policy EN7 addresses flood risk, setting out the criteria to be used when assessing development proposals; CBMDC confirms that it covers all forms of flooding, including fluvial, surface and rising groundwater flooding [PS/F060; PS/F086q]. The policy is underpinned by evidence in the Level 1 SFRA [EB/048], endorsed by EA, which provides the framework for the overall appraisal and management of flood risk, as well as allowing the identification of land with the lowest probability of flooding; a more detailed Level 2 SFRA covers areas within the AAPs.

215. There is some criticism of the Level 1 SFRA, but it provides an accurate assessment of the strategic flood risk situation using the best information available at the time. As more information becomes available, the SFRA will be updated, with more detailed flood risk assessments being undertaken at the site selection stage. CBMDC has undertaken further work on the sequential testing approach, which will be an important element in site selection in subsequent plans, and has provided further evidence on its approach to flood risk and the strategic flood risk management plans [PS/E007d; PS/F060; PS/F086q; PS/L011; PS/M010]. This confirms that, with a few exceptions in Bradford city centre and Shipley, sufficient potential housing land can be identified without using land within Flood Risk 2a and 3. The key test is that new development does not increase the risk of flooding elsewhere, although in some cases, it may help to alleviate current flooding problems. The policy also addresses the concerns about Sustainable Drainage (SuDS), the effectiveness of which will be reviewed at national level³.
216. Some participants are concerned that the policy does not specifically address groundwater flooding, particularly at Menston. However, this is a more localised problem, rather than being a matter of strategic concern. CBMDC confirms that the policy covers all forms of flooding (including groundwater flooding), and that this factor will be addressed when applying the principles of sequential testing to the selection of sites at the SADPD stage [**MM127-129**]; these amendments would also reflect the outstanding concerns of EA and other participants and address more recent amendments to the PPG [ID-7]. With these recommended amendments, the policy would fully address flood risk issues, ensuring that these matters are properly assessed at the detailed site allocations stage, aligning with the NPPF (¶ 99-104) & PPG, and be effective and sound.
217. Within Bradford district there are many areas within transport corridors and land formerly used for manufacturing, engineering and industrial processes, where issues of land, air and water quality and the impact of new development can affect the quality of life, health and amenity. Policy EN8 sets out the approach to protecting public health and the environment, addressing these specific issues. It is supported by detailed evidence on air quality, low emissions, water pollution and contaminated land, and is generally consistent with national guidance (NPPF; ¶ 120-125) & PPG [ID-6; 30-33; 45]. However, the accompanying text needs to reflect the latest HRA and issues raised by NE about air quality at designated European sites [**MM130**]. With this amendment, the policy would reflect national guidance in the NPPF & PPG, ensure that air quality issues are properly considered in terms of designated European sites, and make the policy effective and sound.
218. Consequently, with the recommended amendments [**MM15-16 & 113-130**], the BCS would provide a clear, effective and soundly based framework for protecting, maintaining and enhancing the environment within Bradford district, which is justified, positively prepared and consistent with the latest national policy.

Minerals

219. Section 5.5 of the BCS sets out policies for extracting and safeguarding minerals, including new and extended sites, sandstone, sand and gravel, fireclay, coal and other hydrocarbons, to ensure a steady and adequate supply of minerals. Mineral resources in the district are mainly suited to the production of construction materials, including building and paving stones, building sand, crushed rock aggregates and clays [PS/B001b(xxx); PS/E007e]. Cross-boundary minerals issues,

³ Housing & Planning Act 2016 (Section 171)

including the import and supply of aggregates and cut stone, have been addressed in the DTC evidence [SD/006] and in the West Yorkshire Local Aggregates Assessment (LAA) [PS/B002b].

220. Policy EN9 sets out criteria and requirements for new and extended mineral extraction sites, aiming to strike a balance between investment in new minerals development and protecting the district’s natural resources, whilst supporting sustainable minerals development which meets key environmental criteria. It is supported by accompanying evidence [PS/B001b(xxx)], reflects national policy (NPPF; ¶ 143), and takes account of previous responses made by the minerals industry, environmental bodies and NE & HE/EH. However, amendments to the policy are needed to reflect the revised HRA work about the need to address any adverse effects on the South Pennine Moors SAC/SPA or associated foraging land, including mitigation, as agreed with NE **[MM131-132]**; with these additions, the policy would be clear, effective, deliverable and soundly based.
221. Policy EN10 sets out the approach to the supply of sandstone, including the criteria and requirements for future extraction, ancillary production of aggregates at other quarries, and areas of search for future quarries. Bradford is a major consumer of aggregates, but currently has no active aggregates extraction sites and only 4 active quarries producing sandstone [PS/E007e]. However, although there is a clear commitment to maintaining a supply of sandstone and aggregates and contributing to the landbanks, there is no indication of the required scale of minerals provision over the plan period, or information on the existing situation in terms of minerals provision or landbanks.
222. The West Yorkshire LAA [PS/B002b] is the key piece of evidence underlying the policy, along with other evidence about the need for building stone [PS/B001b(xxx); PS/F048]. Figures are available for West Yorkshire (which itself largely depends on imports of crushed rock from Derbyshire and North Yorkshire), but these have not been apportioned to the constituent authorities. However, in order for the policy to be clear, effective, justified and consistent with national policy (NPPF; ¶ 143-147 & 163) & PPG [ID-27], it should provide some more detailed information about the current position on the managed supply of aggregates in terms of the scale of future provision of crushed rock aggregates in West Yorkshire and the role of Bradford, referring to the latest LAA **[MM133]**.
223. Policy EN11 sets out the approach to the supply of sand, gravel, fireclay and hydrocarbons, including criteria and requirements for future extraction of sand and gravel, clay, coal, oil and gas, and the identification of areas of search for sand and gravel extraction sites. The policy is supported by regional research and the latest LAA, and the general approach is consistent with national policy in the NPPF (¶ 145-149). Although sandstone and clay are extracted within Bradford, coal, clay and sand and gravel were an important source of construction and energy minerals in the past and may become so in the future. I also understand that both Derbyshire and North Yorkshire mineral planning authorities are aware of the cross-boundary minerals provision issues relating to both aggregates and sand and gravel as part of the DTC discussions, including the fact that West Yorkshire is not capable of meeting its own needs for many of these minerals, including concreting aggregates.
224. However, although there is a clear commitment to contribute to a 7-year sand and gravel landbank, there is no indication of the required scale of minerals provision over the plan period, or any information about the existing situation in terms of minerals provision or landbanks. As with Policy EN10, sub-regional sand and

gravel production is not apportioned to the constituent authorities and, although there are no sand and gravel reserves within Bradford district, some potentially viable sand and gravel resources may exist as river terrace deposits; there may also be longer term supply constraints, including diminishing sand and gravel imports from North Yorkshire. Consequently, further information is needed in the accompanying text about the regional/sub-regional context and scale of provision identified in the West Yorkshire LAA, the approach to maintaining the landbank required and the role of Bradford in contributing to the supply of sand and gravel [PS/F048] **[MM134]**. In addition, the policy needs to confirm that it covers both coal and hydrocarbons such as oil and gas, as well as deleting the requirement to demonstrate the quality and suitability of any coal resources to be extracted **[MM135-136]**. With these amendments, the policy would be clear, effective, deliverable, positively prepared and consistent with national policy (NPPF; ¶ 145-149 & 163) & PPG [ID-27].

225. Policy EN12 sets out the approach to minerals within the safeguarding areas for sandstone, coal and sand and gravel, in order to avoid sterilising economically significant mineral resources. This is a protective policy which is designed to ensure that due consideration is given to the prior extraction of economically significant minerals in appropriate situations, having regard to the need for housing and economic growth in the district; this is generally in line with national policy (NPPF; ¶ 143) & PPG [ID-27]. Minerals Safeguarding Areas are identified in Appendix 13 of the BCS, informed by technical information on mineral resources from the British Geological Survey [PS/B001b(xxx)], and the policy is based on consultations with the minerals industry. However, an amendment to the policy is needed to clarify the scope where sandstone safeguarding would apply in terms of ground level/engineering issues **[MM137]**, to ensure that the policy is clear, effective, deliverable and consistent with national policy.
226. Consequently, with the recommended modifications **[MM131-137]**, the policies would provide an appropriate, effective, positively prepared and deliverable approach to the supply and safeguarding of sustainable minerals in Bradford, which is justified, soundly based and consistent with national policy.

Waste Management

227. Section 5.6 of the BCS sets out concise policies for waste management, to provide the strategic planning framework to minimise the negative effects of waste generation and management, encouraging a reduced use of resources and application of the waste hierarchy, and supporting the delivery of waste management facilities as critical infrastructure to support sustainable growth. It will be supplemented by a subsequent Waste Management DPD (WMDPD). Various options for waste management were considered during the preparation of the BCS, and the DTC statement [SD/06] highlights the need to address cross-boundary movements of waste into and out of Bradford.
228. The latest national guidance on waste management [PPG: ID-28] confirms that local plans should contain evidence about the waste management capacity in the area, with an understanding of capacity gaps and forecasts of future waste management capacity to deal with forecast waste arisings. This part of the BCS is devoid of any information about waste generation, capacity and future

requirements, and so amendments are needed to the policies and accompanying text to reflect the latest national policy⁴.

229. CBMDC has therefore redrafted this section of the BCS to include information about the current and future position on waste arisings, cross-boundary issues (including the import/export of waste to and from neighbouring authorities). It also sets out the strategic framework and spatial direction for waste management (including application of the national waste hierarchy), and the policy and principles for identifying waste management sites (including the current waste management capacity and gaps, and identifying an area of search for future provision of waste management facilities) [PS/F049a/b]. This information is based on up-to-date evidence in CBMDC’s Waste Data Forecasting Model, Municipal Waste Management Strategy, Waste Needs Assessment, Capacity Gap Analysis and Requirement Study [PS/B001b(xxxi-xxxii)] and EA Waste Data information; this will be reviewed and updated in the WMDPD, which will also identify suitable new waste management sites in appropriate locations within the area of search (Appendix 7), having regard to the priorities and criteria in amended Policy WM2 and recognising the need for sustainability and proximity to the main urban areas and major settlements. Waste recycling and recovery targets are listed as indicators in the monitoring framework.
230. With these recommended additions and amendments [**MM138-146**], the BCS would provide sufficient strategic guidance and spatial direction for the subsequent Waste Management DPD, and provide a sound, effective and deliverable waste management strategy which is justified with evidence, positively prepared and consistent with the CBMDC’s own Municipal Waste Management Strategy and the latest national policy (NPPW) & PPG [ID-28].

Achieving Good Design

231. Core Policy SC9 indicates how plans, proposals and decisions should contribute to creating high quality places and effective, cohesive and sustainable settlements. It reflects the importance of good design, sense of place and local distinctiveness, set out in the NPPG (¶ 56-68) & PPG [ID-26], and provides the strategic context for Policies DS1-DS5. It is supported by national and local evidence [EB/038] and is unlikely to have any direct implications on viability. The policy itself is not specific about particular standards or requirements, but uses general indicators to ensure its effectiveness.
232. Policies DS1-DS5 set out more detailed criteria for achieving good design, working with the landscape, addressing the urban character of Bradford district, the design and layout of streets, and creating safe and inclusive places, which are directly related to Core Policy SC9 & Policy HO9. They reflect many of the key design themes in NPPF (¶ 56-68) and PPG [ID-26], and the strategic objectives of the BCS. The supporting evidence [EB/038; EB/046; PS/E007g] shows that the specific policy requirements are unlikely to have any direct impact on the economic viability of development. As drafted, they are soundly based, justified, positively prepared, effective, deliverable and consistent with the latest national policy.

⁴ National Planning Policy for Waste (2014) (NPPW), Waste Management Plan for England (2013)) and PPG [ID-28].

MATTER 7 – IMPLEMENTATION AND DELIVERY

Key issue – Are the arrangements for monitoring the policies of the Plan adequate, effective, comprehensive and soundly based?

233. Section 6 of the BCS sets out policies to support the implementation and delivery of the BCS. These cover the key planning documents which will deliver the BCS, outline the approach to considering viability and developer contributions, explain how infrastructure will be delivered, and cover simplified planning, community involvement and regeneration, along with a framework for monitoring and implementation. They are related to Core Policy SC3, which sets out how effective collaboration between CBMDC, adjoining local authorities, Town & Parish Councils and other partners and communities will take place, including the DTC and the supportive measures necessary to make great places. The general approach of Policy SC3 is positively prepared, effective and consistent with national guidance, but some clarification is needed to include other stakeholders in the list of parties and clarify the reference to climate change **[MM5-6]**.
234. The viability of new development is a key consideration, and Policy ID2 requires developers to submit viability appraisals where a variation in policy requirements or planning obligations is sought. However, the Viability Assessments [EB/045-046] fully assessed the viability implications of all the policy requirements of the BCS and highlight the current uncertainty in predicting future market conditions; they underlined the need for a flexible and pragmatic approach towards assessing viability, and recommended that viability should be tested through the development management process. Policy ID2 reflects this approach, which is broadly in line with national policy in NPPF (¶ 173-174) & PPG [ID-10], and will ensure that development is not unnecessarily delayed or prevented by onerous requirements. The policies covering developer contributions and the delivery of infrastructure are directly related to the LIP [EB/044; PS/M005] and provide an effective way of delivering the required infrastructure at the appropriate time, identifying the bodies responsible for implementation.
235. Policies ID1 & ID2 provide an appropriate, effective, comprehensive and soundly based framework to monitor the implementation and delivery of the BCS. However, some amendments to the accompanying text are needed to reflect the recommendations in the latest HRA update relating to delivering mitigation measures for impacts on the South Pennine Moors SPA/SAC and ensure that the implementation of these policies is effective **[MM147-148]**.
236. The monitoring and implementation framework provides a comprehensive basis for monitoring the implementation of the BCS, including specific indicators and targets. Each policy has its own outcomes, indicators and targets, with lead roles and delivery mechanisms, aligned to the Plan’s strategic objectives; the LIP [EB/044; PS/M005] sets out the key elements of infrastructure needed to implement the Plan, with phasing, timescales, funding, bodies responsible and delivery mechanisms. However, various amendments to the appendices of the Plan are needed, including parking standards, the housing trajectory, previously developed land scenarios and housing targets, for consistency, clarity and to reflect updates and changes to other policies in the Plan **[MM149-156]**. With the recommended amendments, this section of the Plan provides an appropriate, effective and soundly based framework for monitoring and delivering the infrastructure, which is fully justified and consistent with national policy.

Other matters

237. Other matters were raised in the representations and at the hearings which do not go to the heart of the soundness of the BCS or relate to more detailed matters about specific proposals or planning applications. In many cases, “improvements” to the Plan are suggested, particularly in terms of the clarity and coherence of the strategy and policies. In response, CBMDC proposes several minor changes to the wording of the policies and accompanying text as “Additional Modifications”, but these do not directly affect the overall soundness of the Plan and need no endorsement from me. Having considered all the other points made in the representations and at the hearing sessions, including those relating to the Proposed Main Modifications, there are no further changes needed to ensure that the Plan is sound in terms of the NPPF and associated guidance.

Overall Conclusion and Recommendation

238. The submitted Plan has a number of deficiencies in relation to soundness for the reasons set out above, which mean that I recommend that it is not adopted, in accordance with Section 20(7A) of the 2004 Act. These deficiencies have been explored in the main issues set out above.

239. The Council has requested me to recommend Main Modifications to make the Plan sound and legally compliant and capable of adoption. I conclude that with the recommended Main Modifications set out in the attached Appendix, the Local Plan for the Bradford District Core Strategy Development Plan Document satisfies the requirements of Section 20(5) of the 2004 Act, meets the criteria for soundness in the National Planning Policy Framework, and is capable of adoption.

Stephen J Pratt

Inspector

Appendix: Main Modifications required to make the plan sound and capable of adoption

Proposed Main Modifications Composite June 2016

The following main modifications are changes that have arisen through the Examination Process and are required to ensure that a Local Plan is sound and capable of adoption. The source of the changes incorporate Main Modifications as published as well as the changes proposed following the further hearings held in May 2016

In terms of presentation, the deletion of text is denoted with a bold 'strike through' (~~strike through~~), with inserted new text as bold underlined (**new text**).

Page and paragraph numbers relate to the Publication Draft Core Strategy as submitted: Submission Document reference SD001

Section 3 Vision, Objectives and Core Policies

Modification No.	Page No.	Policy/ Paragraph	Proposed Modification New text: <u>underlined</u> Deleted text strike through
MM1	Page 27	Objective 2	Amend objective 2, as follows: 2. To ensure that the district's needs for housing, business and commerce are met <u>in full</u> in sustainable locations that reduce the need to travel and are well served by public 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.
MM2	Page 31	Policy SC1 Part B5	Amend the wording as follows: '5. Support, protect and enhance the roles of the Principal Towns of Ilkley, Keighley and Bingley and the Local Growth Centres of <u>Burley in Wharfedale, Menston,</u> 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.'
MM3	Page 31	Policy SC1 Part B6	Amend the wording as follows:

			'6. Support the Local Service Centres as defined in Policy SC4 in providing to meet local needs for homes and local services.
MM4	Page 32	Paragraph 3.20 in support of Policy SC1	Add following text at end of paragraph 3.20: <u>'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.'</u>
MM5	Page 38	Policy SC3 Working Together	Amend introductory text under criterion A as follows: 'A. Effective collaboration between the Council, adjoining local planning authorities, the District's Town and Parish Councils, partners, <u>stakeholders</u> and communities within the District, Leeds City Region and beyond, particularly to.'
MM6	Page 38	Policy SC3 Working Together	Amend criterion 6, as follows '6. Achieve effective environmental management and enhancement and in order to address climate change.
MM7	Page 42	Policy SC4	Amend parts A and B of the policy relating to the Local Growth Centres: 'Local Growth Centres A. <u>Burley in Wharfedale, Menston, Queensbury, and Thornton, Steeton with Eastburn and Silsden</u> are <u>the most</u> sustainable local centres and accessible <u>to higher order settlements such as Bradford, Keighley and Ilkley.</u> to the Regional City of Bradford and Steeton with Eastburn, and Silsden, are sustainable local centres within Airedale. All are located along key <u>road and</u> public transport corridors and should therefore make a

			<p>significant contribution to meeting the districts needs for housing, employment and provide for supporting community facilities.</p> <p>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.’</p>
MM8	Page 43	Policy SC4	<p>Amend the first paragraph of the ‘Local Service Centres’ section of Policy SC4 as follows:</p> <p>Local Service Centres and Rural Areas</p> <p>Within the Local Service Centres of Addingham, Baildon, Burley In Wharfedale, Cottingley, Cullingworth, Denholme, East Morton, Harden, Haworth, Menston, Oakworth, Oxenhope, Wilsden the emphasis will be on a smaller scale of developments which meet local needs 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.</p> <p>Planning decisions and plans, strategies, investment decisions and programmes should seek to:</p> <ol style="list-style-type: none"> 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. Meet local needs for both market and affordable housing. 56. Create new and improve existing green areas, networks and corridors including the urban fringe to enhance biodiversity and recreation. 67. 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.
MM8 (continued)			
MM9	Page 44	Outcomes table for Policy SC4	Amend the outcomes table linked to Policy SC4 as follows:

			<p>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.</p> <p>Addingham, Baildon, Burley in Wharfedale, Cottingley, Cullingworth, Denholme, East Morton, Harden, Haworth, Menston, Oakworth, Oxenhope, Wilsden and rural areas will have seen a smaller scale of development to meet local needs.'</p>
MM10	Page 44-45	Paragraph 3.62	<p>Amend paragraph 3.62 as follows:</p> <p>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 sufficient provision of a smaller scale is made for market and affordable and local needs housing in the Local Growth and Local Service Centres.'</p>
MM11	Page 47	Paragraph 3.71	<p>Amend paragraph 3.71 as follows:</p> <p>'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</p>

			the District boundary.'
MM12	Pages 47 & 48	Paragraphs 3.75 & 3.76	<p>Paragraphs 3.75 and 3.76 be amended as follows:</p> <p>3.75 A much slower pace and scale of growth, compared to urban areas, forms the overall approach in the settlements these parts of the district, with development being focussed on meeting local needs of Addingham, Baildon, Burley In Wharfedale, Cottingley, Cullingworth, Denholme, East Morton, Harden, Haworth, Menston, Oakworth, Oxenhope, Wilsden. Local Service Centres are the villages that provide services and facilities that serve the needs of, and are accessible to, people living in the surrounding rural areas. Local Service Centres include a range of settlement types and sizes.</p> <p>3.76 The Plan seeks to prevent the unnecessary dispersal of development to smaller settlements and open countryside while <u>allowing for meeting local needs and appropriate</u> limited types of development in the open countryside countryside in line with NPPF.'</p>
MM13	Page 49	Paragraph 3.80	<p>Amend the paragraph as follows:</p> <p>It is a policy which should be applied both to the production of the site allocating DPD's. and also to the consideration of larger windfall proposals which have the potential to frustrate the strategic objectives of this document and or set undesirable precedents for future proposals which individually or cumulatively may do likewise.</p>
MM14	Page 49	Policy SC5	<p>Amend the second part of the policy as follows:</p> <p><u>Subject to above:</u></p> <p>B. In identifying and comparing sites for development, the Local Plan will adopt an accessibility orientated approach to ensure that development:</p> <ol style="list-style-type: none"> 1. Makes the best use of existing transport infrastructure and capacity. 2. Takes into account capacity constraints and deliverable improvements, particularly in

			<p>relation to improving and development of the Strategic Road Network including junctions and schemes identified in the spatial vision.</p> <p>3. Complies with 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.</p> <p>4. Maximises the use of rail and water for uses generating large freight movements.</p>
MM15	Page 53	Paragraph. 3.93 (supporting text to SC6)	<p>Amend paragraph 3.93 as follows:</p> <p>‘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. <u>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.</u>’</p>
MM16	Page 53	Policy SC6 Criterion B	<p>Add new sentence to criterion B, as follows:</p> <p>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. <u>Mitigating the adverse effects of increased recreation upon the South Pennine Moors SPA/ SAC will be a priority.</u></p>
MM17	Page 57	Policy SC7 Green Belt	<p>Amended criterion B:</p> <p>B. <u>Exceptional Circumstances require</u> Green belt releases <u>required in order</u> to deliver <u>in full the</u> longer term housing and jobs growth in the District as set out in Policy HO3 and Policy EC3. <u>These changes</u> will be delivered by a selective review of Green Belt boundaries</p>

			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 Policy 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.
MM18	Page 57	Paragraph 3.102 under Policy SC7 Green Belt	<p>Amend paragraph 3.102, and split to form new paragraph 3.103, as follows:</p> <p>3.102 The general extent of the Green Belt in the District is shown on the Key Diagram. In general the Districts Green Belt has helped to achieve the aims set out in NPPF. <u>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.</u></p> <p><u>3.103 Therefore, the</u> 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</p>

MM18 (Continued)			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 SC7B.
MM19	Page 58	Protecting the South Pennine Moors and their zone of influence Paragraph 3.104	Amend paragraph 3.104 as follows ‘3.104 <u>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.</u> 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 Appropriate Assessment of the Further Engagement Draft 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.’
MM20	Page 58	Paragraph 3.105 Supporting Policy SC8 Protecting the South Pennine Moors and their zone of influence	Amend paragraph 3.105 as follows ‘Potential for adverse effects on European Sites was identified via the following impact pathways: The assessment identified a range of likely significant effects that could result from the Core Strategy: <ul style="list-style-type: none"> • Loss of supporting habitats <u>(directly or indirectly)</u> • Increased emissions to air from road traffic • Collision mortality risk and/ or displacement from wind turbine developments • Recreational impacts, <u>including walkers, dogs, trampling and erosion and</u> • Urban edge effects, including fly-tipping, invasive species, wildfire and increased cat predation. ‘
MM21	Page 58	Paragraph 3.106	Amend paragraph 3.106 as follows

			<u>‘Following recommendations, data was gathered to allow further assessment of loss of supporting habitat and recreational impacts on the South Pennine Moors.</u> The distribution and magnitude of impacts differs between the four designated areas. <u>Evidence is presented in HRA Reports to indicate that, if left unmitigated,</u> 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. ‘
MM22	Page 58/59	Paragraph 3.107	Delete paragraph 3.107 and renumber subsequent paragraphs: ‘The Draft HRA Report identified a range of actions that could help to avoid or mitigate the adverse effects of the Core Strategy. It recommended adjusting the scale and spatial distribution of development in order to achieve a position where adverse impacts on the South Pennine Moors SAC and SPA were capable of being avoided, managed and mitigated. It focused attention on the combined total of new dwellings over the plan period for the settlements of Addingham, Ilkley, Burley in Wharfedale, Menston, Bingley, East Morton, Silsden, Keighley and Worth Valley, that all fall within approximately 2.5km of the South Pennine Moors SPA and SAC.’
MM23	Page 59	Paragraph 3.108	Amend paragraph 3.108 (and renumber) as follows: ‘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. and where supporting high quality habitat of particular importance was to be found. To improve understanding of the use of the moorland fringe by birds of the SPA, surveys were undertaken to record bird activity. And the distribution of potentially important supporting habitats. <u>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.</u>’
MM24	Page 59	Paragraph 3.109	Delete paragraph 3.109: ‘The broad 2.5km zone of influence was mapped and attention focused on the extent to which this encompasses the entire outer edge of a settlement. Based on the findings

			<p>of the bird and habitat surveys and on the need to achieve some reduction in the overall numbers of houses that need to be accommodated within areas of greatest sensitivity, adjustments have been made to the overall distribution of development.</p> <p>Replace with the following renumbered paragraph</p> <p><u>'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.'</u></p>
MM25	Page 59	Paragraph 3.110	<p>Delete paragraph 3.110</p> <p>While significant progress has been made in adjusting the scale and distribution of development, a strategic policy needed to be formulated that was capable of addressing outstanding adverse impacts, including elements of both avoidance and management and mitigation measures. The zone adjacent to the South Pennine Moors is evidently an area where change needs to be sensitively managed.</p> <p>Replace with the following renumbered paragraph</p> <p><u>'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.'</u></p>
MM26	Page 59	Paragraph 3.111	<p>Amend paragraph 3.111 (and renumber) as follows:</p> <p>'The information in the HRA Report justifies setting out a broad zone of influence policy and the identification of precautionary parameters in relation to the carrying capacity of zones around the site and avoidance and mitigation measures. The purpose of the policy set out below <u>and the overall approach</u> is to avoid potential adverse impacts on the South</p>

			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 they can be avoided and managed. <u>that avoidance and mitigation measures can be effective.</u>
MM27	Page 59	Paragraph 3.112	Amend paragraph 3.112 (and renumber) as follows: ‘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 EN 1 and 2 relating to Open Space and Biodiversity and a number of policies in the Transport section. Where direct impact pathways were identified, such as HO3 Housing Distribution and Policy EN6 Energy then a link has been made and amendments. ’
MM28	Page 59	SC8 Protecting the South Pennine Moors and their zone of influence	Delete Policy SC8 in full and replace with comprehensively redrafted policy as follows: ‘Strategic Core Policy (SC8): Protecting the South Pennine Moors <u>SPA and the South Pennine Moors SAC</u> and their zone of influence <u>In this Policy:</u> <u>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;</u> <u>Zone B is land up to 2.5km from the SPA and SAC boundary; and.</u> <u>Zone C is land up to 7km from the SPA and SAC boundary.</u> <u>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.</u>

MM28
(Continued)

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 measures 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 European sites~~ due to the increase in population, an ~~SPD will an approach will be adopted that~~ sets out a mechanism for the calculation of the ~~financial Planning~~ 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.**

MM29	Page 60	Outcomes under policy SC8	<p>Outcomes under policy SC8 be amended as follows:</p> <p>'No sites have been identified that would have direct potential adverse impacts on European Sites.</p> <p><u>Sites where mitigation would be required have been identified.'</u></p> <p>A range of management and mitigation measures and a funding mechanism have been identified that will allow <u>direct and</u> indirect impacts to be managed and mitigated.'</p>
MM30	Page 60	Indicators under Policy SC8	<p>Indicators under policy SC8 be amended, as follows:</p> <p>Area of upland fringe habitat protected and created.</p> <p><u>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.</u></p> <p><u>An SPD relating to management and mitigation measures and funding has been produced and adopted.</u></p> <p>Areas of appropriate alternative natural greenspace <u>protected have been identified for protection.</u></p> <p><u>Additional</u> areas of appropriate alternative natural greenspace <u>created and maintained have been identified and created.</u></p> <p><u>A site improvement plan has been produced for the South Pennine Moors SPA/SAC by Natural England.</u></p>
MM31	Page 61	Paragraph 3.113	<p>Amend paragraph 3.113 (and renumber) as follows:</p> <p>'The detailed review of available evidence presented in the HRA Report indicates that a precautionary spatial strategy would <u>the approach should</u> 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, <u>as set out in Zone A.</u> This is because, in most cases it will not be</p>

			possible to be reasonably certain that such adverse effects could be avoided or alleviated at this distance.’
MM32	Page 61	Paragraph 3.115	<p>Amend paragraph 3.115 (and renumber) as follows:</p> <p>‘In relation to Zone Bi, the review of the literature relating to the behaviour of SPA <u>qualifying / typical</u> bird species <u>and survey data</u> presented in the HRA Report, <u>suggests that many indicates that a number</u> 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. <u>Within this zone, the Report recommends that new development must avoid direct (eg land take) and indirect (eg increased disturbance) impacts on supporting habitats. This has led to a re-assessment of the distribution of development within this zone in order to avoid potential adverse impacts, particularly direct land-take. It does not rule out future development, provided an adequate programme of management and mitigation measures have been identified and mechanisms set out to achieve implementation of these. Based on review of the literature, the Report recommendations and early analysis of bird and habitat survey data, a precautionary approach to carrying capacity is necessary within this zone.’</u></p>
MM33	Page 61	Paragraph 3.116	<p>Amend paragraph 3.116 (and renumber) as follows:</p> <p><u>Early analysis of bird and habitat data has led to the identification of broad areas where development should be avoided. In circumstances where a need for local green belt releases has been identified and where a proportion of land adjoining the settlement lies within the 2.5km zone, the HRA Report recommends that areas of land will need to be identified that feature neither high numbers of birds nor good quality habitats. Consideration will be given to the benefits of identifying compensatory areas of land and 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. ‘</u></p>

MM34	Page 61	Paragraph 3.117	<p>Delete paragraph 3.117 and replace with the following renumbered paragraph:</p> <p><u>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.</u></p>
MM35	Page 61/62	Paragraph 3.118	<p>Delete paragraph 3.118 and replace with the following renumbered paragraph:</p> <p><u>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.</u></p>
MM36	Page 62	Paragraph 3.119	<p>Amend paragraph 3.119 (and renumber) as follows</p> <p><u>'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. Early analysis of data from visitor survey work carried out at a range of key access points to the South Pennine Moors within Bradford District during August and September 2013 has informed the outer limit of this zone. Respondents' postcode data from the 2013 visitor surveys has been geo-referenced using OS Code Point within GIS to generate projections of average distance travelled to site and establish a picture of the zone of influence of visits 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.'</u></p>
MM37	Page 62	Paragraph 3.121	<p>Amend paragraph as follows:</p> <p><u>The evidence base for the forthcoming SPD will inform the identification and delivery</u></p>

			<p><u>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.</u> 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.</p>
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Section 4 Sub Area Policies

Modification No.	Page No.	Policy/ Paragraph	Proposed Modification																								
			New text: <u>underlined</u> Deleted text strike through																								
MM38	Page 72	Policy BD1 Criterion A	<p>Amend text under criterion A, as follows:</p> <p>A. Strategic Pattern of Development</p> <p>In accordance with Policies H03 and EC3, the Regional City of Bradford (including Shipley and lower Baildon) will accommodate 28,650 <u>27,750</u> dwellings and <u>approximately at least</u> 100Ha of new employment land in the period up to 2030. The broad distribution of housing development is shown as follows:</p> <table style="margin-left: 40px;"> <thead> <tr> <th></th> <th colspan="2">Number of residential units</th> </tr> </thead> <tbody> <tr> <td>Bradford City Centre</td> <td>3,500</td> <td></td> </tr> <tr> <td>Shipley & Canal Road Corridor</td> <td>3,200</td> <td><u>3,100</u></td> </tr> <tr> <td>Shipley</td> <td>1,250</td> <td><u>750</u></td> </tr> <tr> <td>North East</td> <td>4,700</td> <td><u>4,400</u></td> </tr> <tr> <td>South East</td> <td>6,000</td> <td></td> </tr> <tr> <td>South West</td> <td>5,500</td> <td></td> </tr> <tr> <td>North West</td> <td>4,500</td> <td></td> </tr> </tbody> </table> <p>Affordable housing requirements are set out in Policy HO11.</p>		Number of residential units		Bradford City Centre	3,500		Shipley & Canal Road Corridor	3,200	<u>3,100</u>	Shipley	1,250	<u>750</u>	North East	4,700	<u>4,400</u>	South East	6,000		South West	5,500		North West	4,500	
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MM39	Page 72	Policy BD1 Criterion B (2)	Amend wording of Criterion B (2) as follows: '2. The Shipley and Canal Road Corridor will see the creation of 3,200 <u>3,100</u> 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.'
MM40	Page 73	Policy BD1 Criterion C (2)	Amend text under criterion C (2,) as follows: 2. North East Bradford, will see the creation of 4,700 <u>4,400</u> 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 <u>high quality</u> employment opportunity comprising a high quality including research and development led technology park 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.
MM41	Page 73	Policy BD1 Criterion C (4)	Amend the first sentence as follows: South West Bradford will see the creation of up to 5,500 new homes.
MM42	Page 73	Policy BD1 Part C	Add new criterion and number as C (5). with the text to be added as follows: <u>5. Shipley will see the creation of 750 new homes by 2030 together</u>

			<u>with associated community facilities and new employment opportunities. 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 conserve those elements which contribute to the Outstanding Universal Value of Saltaire.</u>																
MM43	Page 74	Sub Area Policy BD1, Criterion E.5	Amend criterion as follows: 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 Adwalton moor.																
MM44	Page 82	Policy AD1 Criterion A	Amend text under criterion A, as follows: A. Strategic Pattern of Development In accordance with Policies H03 and EC3, Airedale will accommodate 8,350 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:- <table style="margin-left: auto; margin-right: auto;"> <thead> <tr> <th colspan="2" style="text-align: center;">Number of residential units</th> </tr> </thead> <tbody> <tr> <td>Keighley</td> <td style="text-align: right;">4,500</td> </tr> <tr> <td>Bingley</td> <td style="text-align: right;">1,400</td> </tr> <tr> <td>Silsden</td> <td style="text-align: right;">1,000 1,200</td> </tr> <tr> <td>Steeton with Eastburn</td> <td style="text-align: right;">700</td> </tr> <tr> <td>Baildon</td> <td style="text-align: right;">450 350</td> </tr> <tr> <td>Cottingley</td> <td style="text-align: right;">200</td> </tr> <tr> <td>East Morton</td> <td style="text-align: right;">100</td> </tr> </tbody> </table> Affordable housing requirements are set out in Policy HO11.	Number of residential units		Keighley	4,500	Bingley	1,400	Silsden	1,000 1,200	Steeton with Eastburn	700	Baildon	450 350	Cottingley	200	East Morton	100
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MM45	Page 82	Policy AD1 Criterion B	Amend text under criterion B, fourth paragraph, as follows:																

		Silsden	Silsden will see the creation of 1,000 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.
MM46	Page 82	Policy AD1 Criterion B Cottingley & East Morton	Amend text under criterion B, final paragraph, as follows: Cottingley and East Morton will see a smaller scale of housing development to meet local need including some local green belt changes in sustainable locations.
MM47	Page 83	Policy AD1 Criterion B Baildon	Amend text under criterion B, sixth paragraph, as follows: Baildon will see the creation of 450 350 new homes including from sites within the area together with some local green belt changes in sustainable locations and associated community facilities.
MM48	Page 83	Policy AD1 Criterion D (2)	Amend Criterion D (2) as follows: Protect and enhance the integrity of the South Pennine Moors SPA/SAC and identify measures to support valuable upland fringe habitats, and manage access to reduce the impact of increasing visitor number. <u>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.</u>
MM49	Page 84	Sub Area Policy AD1, Criterion (D 6)	Amend criterion D (6) as follows: '6. Conserve and enhance the designated and undesignated heritage assets <u>of the Airedale Corridor</u> in particular those within the boundary of the Keighley Townscape Heritage Initiative and <u>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</u> Saltaire World Heritage Site, <u>the buildings and</u>

			<u>structures associated with the Leeds and Liverpool Canal, and the prehistoric landscapes'</u>										
MM50	Page 88	Policy AD2	<p>Add additional criterion, as follows:</p> <p><u>'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 .'</u></p>										
MM51	Page 90	Policy WD1 Criterion A	<p>Amend text under criterion A, as follows:</p> <p>A. Strategic Pattern of Development</p> <p>In accordance with Policies H03 and EC3, Wharfedale will accommodate 1,600 <u>2,500</u> dwellings and approximately <u>at least</u> 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.</p> <p>The broad distribution of housing development is shown as follows:</p> <table> <thead> <tr> <th></th> <th>Number of residential units</th> </tr> </thead> <tbody> <tr> <td>Ilkley</td> <td><u>800-1,000</u></td> </tr> <tr> <td>Burley In Wharfedale</td> <td><u>200-700</u></td> </tr> <tr> <td>Menston</td> <td><u>400-600</u></td> </tr> <tr> <td>Addingham</td> <td>200</td> </tr> </tbody> </table> <p>Affordable housing requirements are set out in Policy HO11</p> <p>Within the Principal Town of Ilkley, <u>the Local Growth Centres of Burley in Wharfedale and Menston</u> and the Local Service Centres of Addingham, Burley in Wharfedale and Menston there are opportunities for development through infill whilst retaining the character of these places.</p>		Number of residential units	Ilkley	<u>800-1,000</u>	Burley In Wharfedale	<u>200-700</u>	Menston	<u>400-600</u>	Addingham	200
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Menston	<u>400-600</u>												
Addingham	200												

MM52	Page 90	Policy WD1 Criterion B	<p>Amend text under criterion B, as follows:</p> <p>B. Development including new housing provision will be focused as follows:</p> <p>Ilkley will see the creation of 800 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.</p> <p>Addingham will see the creation of 200 new homes to meet local needs and associated community facilities.</p> <p>Burley in Wharfedale will see creation of 200 700 new homes to meet local need through redevelopment of sites within the settlement and <u>with a significant contribution from green belt changes, from some local green belt changes</u>, together with associated community facilities.</p> <p>Menston will see the creation of 400 600 new homes based on existing permissions and other opportunities within the settlement boundary <u>and from some local green belt changes</u> together with associated community facilities.</p>
MM53	Page 91	Policy WD1 Criterion D (2)	<p>Add new Criterion D (3) as follows:</p> <p><u>D(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.</u></p> <p>Consequential amendment to renumber the existing criterion D(3) as D(4) and D(4) as D(5), and D(5) as D(6).</p>
MM54	Page 91	Sub Area Policy WD1, Criterion	Amend Criterion D (5) (now D6 – see above) as follows:

		D.5	Conserve and enhance the designated and undesignated heritage assets <u>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.</u>																				
MM55	Page 94	Paragraph 4.3.4	Amend paragraph 4.3.4, as follows: The village of Addingham, on the edge of the Yorkshire Dales National Park, has retained its character and sense of place whilst <u>seeing a smaller scale of housing development and provision of meeting local needs for affordable housing and</u> local facilities. The village has also benefited from good bus connections to the principal town of Ilkley, the town of Silsden and neighbouring Skipton.																				
MM56	Page 96	Policy PN1 Criterion A	Amend text under criterion A, as follows: A. Strategic Pattern of Development In accordance with Policy H03, the South Pennine Towns and Villages will accommodate 3,500 <u>3,400</u> 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: <table style="margin-left: auto; margin-right: auto;"> <thead> <tr> <th></th> <th style="text-align: right;">Number of residential units</th> </tr> </thead> <tbody> <tr> <td>Queensbury</td> <td style="text-align: right;">1,000</td> </tr> <tr> <td>Thornton</td> <td style="text-align: right;">700</td> </tr> <tr> <td>Cullingworth</td> <td style="text-align: right;">350</td> </tr> <tr> <td>Denholme</td> <td style="text-align: right;">350</td> </tr> <tr> <td>Harden</td> <td style="text-align: right;">100</td> </tr> <tr> <td>Haworth</td> <td style="text-align: right;">500 <u>400</u></td> </tr> <tr> <td>Oakworth</td> <td style="text-align: right;">200</td> </tr> <tr> <td>Oxenhope</td> <td style="text-align: right;">100</td> </tr> <tr> <td>Wilsden</td> <td style="text-align: right;">200</td> </tr> </tbody> </table>		Number of residential units	Queensbury	1,000	Thornton	700	Cullingworth	350	Denholme	350	Harden	100	Haworth	500 <u>400</u>	Oakworth	200	Oxenhope	100	Wilsden	200
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			Affordable housing requirements are set out in Policy HO11
MM57	Page 96	Policy PN1 Criterion B	Amend text under criterion B Third paragraph, as follows: The Local Service Centres of Cullingworth, Denholme and Haworth will between them see the creation of 1200 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.
MM58	Page 97	Policy PN1 Criterion E (2)	Amend criterion E and F to D and E respectively. Amend 'new' D (2) as follows: Protect the ecological integrity, the wilderness appeal and wide open skylines of the South Pennine Moors from adverse impacts, <u>and</u> , enhance the value and connectivity of upland fringe habitats. and seek to manage pressure from visitors and <u>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.</u>
MM59	Page 97	Sub Area Policy PN1, Criterion E (4)	Amend criterion E (4) (proposed now D (4)), as follows: 'Conserve and enhance the designated and undesignated heritage assets in particular those in Haworth conservation area 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.'
MM60	Page 99	Paragraph 4.4.3	Amend text as follows: 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. Housing development in Haworth has continued to cater for local demand.
MM61	Page 99	Paragraph 4.4.5	Amend text as follows: The Pennine Villages of Oakworth, Oxenhope, Harden, Wilsden, Cullingworth and Denholme have retained their individual characters and sense of place whilst <u>seeing a smaller scale of housing development and the provision of meeting local needs for housing and</u> amenities served by improved bus and rail links to Keighley town centre, Bradford city centre, Bingley, Queensbury and neighbouring Halifax.
MM62	Page 100	Policy PN2	The first paragraph of Policy PN2 is modified as follows: To manage change in the Pennine Towns and Villages on a scale that meets local 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:

Section 5.1 Economy and Jobs

Modification No.	Page No.	Policy/ Paragraph	Proposed Modification New text: <u>underlined</u> Deleted text strike through
MM63	Page 105	Policy EC1 paragraph 5.1.4	<p><u>Amend paragraph 5.1.4. as follows:</u></p> <p>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. <u>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.</u></p>
MM64	Page 106	Policy EC1 Criterion K	<p>Amend Criterion K, as follows:</p> <p>‘K. Opportunities for business relating to the Districts unique environmental assets and challenges, including <u>extraction industries</u>, sustainable construction, renewable energy, resource and waste efficiency and environmental technologies and the ‘low carbon economy’.’</p>

MM65	Page 110	Policy EC2	Amend introductory text in Policy EC2, as follows: “The Council will support the delivery of at least 2897 1600 new jobs annually in the District in the period to 2030 through.”
MM66	Page 110	Policy EC2 - Targets	Amend target in third column of table below policy EC2 as follows: ‘Annual delivery of 2897 1600 jobs’
MM67	Page 111	Policy EC2 paragraph 5.1.14	Amend paragraph 5.1.14, as follows: ‘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 1352 1600 jobs per annum (excluding retail and Wholesale – REM March June 2013-2014), the theoretical actual 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. Since the number of claimants obtaining Job Seekers Allowance is estimated to reach 21,464 by 2030 and in addition, the growth in the working age population in full employment will increase by 27.800, there is a

			requirement for an average of a further 2897 new jobs annually to provide for this demand.'
MM68	Page 111	Policy EC2 Paragraph 5.1.15	<p>Insert new paragraph in support of Policy EC2 to follow existing paragraph 5.1.15 (and renumber subsequent paragraphs) as follows:</p> <p><u>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 66.61. 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.'</u></p>
MM69	Page 113	Policy EC3 Criterion A	<p>Amend criterion A, as follows:</p> <p>'A. The planned requirement for <u>at least</u> 135 hectares of employment land within the district will be distributed between the different parts of the <u>LDF District</u> as follows:</p>

			<ol style="list-style-type: none"> 1. 100 ha within City of Bradford 2. 30 ha in the Airedale Corridor 3. 5 ha in the Wharfedale corridor'
MM70	Page 116	Paragraph 5.1.25 new text in support of Policy EC4 Criterion D	<p>Insert new paragraph to follow existing paragraph 5.1.25 in support of Policy EC4 Criterion 4, as follows:</p> <p><u>'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 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.'</u></p>
MM71	Page 116	Policy EC4 Criterion D	<p>Amend Criterion D as follows:</p> <p><u>'D. Identifying Strategic Employment Zones within the Allocations DPD and Area Action Plan DPD's</u> 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 function of the employment zone as a predominantly industrial area.'</p>

Section 5.3 Housing

Modification No.	Page No.	Policy/ Paragraph	Proposed Modification New text: <u>underlined</u> Deleted text strike through
MM72	Pages 154 & 155	Policy HO1 Supporting text paragraphs 5.3.11 – 5.3.14	<p>Amend paragraphs 5.3.11 – 5.3.14 and add additional new paragraphs as follows:</p> <p><u>5.3.11 Determining the scale of provision for new housing to plan for within this Core Strategy has involved two key stages. Firstly</u> 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. <u>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.</u></p> <p><u>5.3.12</u> 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:</p> <ul style="list-style-type: none"> • 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; and • The influence of projected economic and jobs growth on the number of new homes needed; and • <u>Housing market indicators and drivers.</u> <p>5.3.13<u>5.3.12</u>The population and household projections formulated by the</p>
MM72 (Continued)			

MM72
(Continued)

			<p>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 <u>was</u> issued in February 2013 and <u>was</u> based on the then current 2008 based household projections. It was then has recently been supplemented by an addendum report which re-<u>ran runs</u> the modelling to incorporate the interim 2011 based household projections issued by the CLG in April 2013. <u>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.</u></p> <p>5.3.13 14 Full details of the Housing Requirements Study <u>and the different iterations of the work</u> are available on the Council's website. <u>In line with Government guidance, in each case the work generated a baseline demographic scenario. However one of</u> but the key conclusions of the work is are 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. <u>The result is an increase or uplift in the assessment of housing need to a level well above the basic demographic scenario.</u> The rate of household formation which will occur within this growing population is more difficult to predict because it is more sensitive to changes in the economy and the housing market. The Addendum Report therefore recommended that the housing requirement be set at the mid point of a range of 1807 to 2565 dwellings per annum.</p> <p>5.3.15 <u>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</u></p>
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			<p><u>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.</u></p> <p><u>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 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.’</u></p>
MM73	Page 157	Paragraph 5.3.14 & 5.3.15	<p>Re-number and amend paragraphs 5.3.14 and 5.3.15, as follows:</p> <p>5.3.14 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.</p> <p>5.3.15 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 the estimated annual need over from that period of is taken to be 2200 dwellings in line with the report’s recommendations. The NPPF requires that the Local Plan makes provision for a period of 15 years from the expected date of adoption of the plan. Since the expected date of adoption of the Core Strategy has slipped to early 2015 the Housing Requirement</p>

			must cover the period to 2030 rather than 2028 as envisaged when the study was commissioned. The Council has therefore simply applied the study's findings for an additional 2 years.'
MM74	Page 158	Paragraph 5.3.23	<p>Delete paragraph 5.3.23 and replace with a new paragraph as follows:</p> <p>The main sources of supply to meet the housing requirement as set out within Policy HO2, in addition to those houses already completed, are now explained in more detail.</p> <p><u>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.</u></p>
MM75	Page 166	Table HO3	<p>Baseline distribution of housing requirement relating to population:</p> <p>Within Table HO3 delete the following from the Local Service Centres section and then insert the same text within the Local Growth Centres section:</p> <p>"Burley In Wharfedale 518" "Menston 362"</p> <p>Amend the first line of the Local Growth Centres section of the table as flows:</p> <p>Local Growth Centres 2,196 <u>3,076</u></p> <p>Amend the first line of the Local service Centres section of the table as follows:</p> <p>Local Service Centres 4,850 <u>3,970</u></p>
MM76	Page 167	Paragraph 5.3.56	Reflecting earlier modifications paragraph 5.3.56 and re-number. Within the paragraph the third, fourth and fifth sentences are deleted and replaced with new text as follows:

			<p>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 2 key regeneration areas. With significant areas of the district effectively ruled out for accommodating significant additional development due to the impacts on the internationally important S Pennine Moors SAC / SPA, the only remaining alternative would be to allocate additional development to other parts of the regional city. With all urban in-settlement land options utilised fully this would mean further increasing the take on green belt. The Council considers that this would be an inherently unsustainable approach when compared to the benefits of locating development within the city.</p> <p><u>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 S Pennine Moors SAC / SPA has also been taken into account.</u> 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.</p>
MM77	Page 168	Table HO4	<p>Within table HO4 amend the numbers and percentages as follows:</p> <p>The Regional City of Bradford 28,650 27,750 68.1% 65.9% +326 -574</p> <p>Shipley & Canal Rd Corridor 3200 3100 7.6% 7.4% +3085 +2985</p> <p>Shipley</p>

			<p>1250 750 3.0% 1.8% -235 -735</p> <p>Bradford NE 4700 4400 11.2% 10.5% -2736 -3036</p>
MM78	Page 168	Paragraph 5.3.59	<p>Amend paragraph 5.3.59 as follows:</p> <p>Overall the proposed level of growth the Regional City closely matches 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 Growth Study Bradford Growth Assessment which has identified additional potential areas of search for development around the city additional to those already contained within the SHLAA. The HRA relating to the S Pennine Moors SPA / SAC has also necessitated a re-adjustment away from certain settlements and consequent increase in the Regional City.</p>
MM79	Page 168	Paragraph 5.3.60	<p>Amend paragraph 5.3.60 as follows:</p> <p>There are however significant differences between the different parts of the Regional City. Shipley, 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.</p>
MM80	Page 169	Paragraph 5.3.61	<p>Amend paragraph 5.3.61 as follows:</p> <p>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 Growth Study Bradford Growth Assessment which recommended the SE area as a particular focus for growth.</p>
MM81	Page 169	Table HO5	<p>Within table HO5 amend the numbers and percentages as follows:</p>

			<p>The Principal Towns 6,700 6,900 15.9% 16.4% -30 +170</p> <p>Ilkley 800 1000 1.9% 2.4% -394 -194</p>
MM82	Page 169	Paragraph 5.3.62	<p>Amend paragraph 5.3.62 as follows:</p> <p>'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 well-slightly below both the baseline target and the target proposed within the CSFED.'</p>
MM83	Page 170	Table HO6	<p>Amend the second line of the table as follows:</p> <p>Local Growth Centres 3400 4900 8.1% 11.6% +1204 +1824</p> <p>Amend the entry for Silsden as follows:</p> <p>Silsden 700 1200 1.7% 2.9% +367 +567</p> <p>Amend the entry for Thornton as follows:</p> <p>Thornton 4000 700 2.4% 1.7%</p> <p>Add the following to the table Burley In Wharfedale 700 1.7% +182 Menston 600 1.4% +238</p>
MM84	Page 170	Paragraph 5.2.63	<p>Amend the paragraph as follows:</p> <p>'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</p>

			<p>local centres and their role, function and accessibility to the larger settlements of such as Bradford, or Keighley or to Ilkley. They have a role in taking some of the development which would otherwise be allocated to either the Regional City, or to Keighley or to Ilkley. <u>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. In the case of Queensbury, Thornton, and Steeton with Eastburn they are also assisting with the redistribution of development away from the SPA 2.5 km buffer zone. The growth assigned to Silsden has been significantly reduced as compared to the CSFED again as a result of the need to direct development away from the 2.5km buffer zone which overlaps a number of potential development sites on the eastern side of the settlement. The target for Queensbury has also been reduced since the CSFED in this case in order to reduce the need for green belt and maintain its separation from other areas and to reduce impacts on landscape and topography.</u></p>
MM85	Pages 170 -171	Table HO7	<p>Amend the second line of the table as follows:</p> <p>Local Service Centres 3350 <u>2550</u> <u>8.0%</u> <u>6.1%</u> -1504 -1419</p> <p>Delete the following from the table Burley In Wharfedale 200 0.5% -318 Menston 400 1.0% +38</p> <p>Amend the entries for Baildon and Haworth as follows:</p> <p>Baildon 450 <u>350</u> <u>1.1%</u> <u>0.8%</u> -904 -1001 Haworth 500 <u>400</u> <u>1.2%</u> <u>1.0%</u> 17 - 83</p>

MM86	Pages 171 to 172	Policy HO3	<p>The following modifications are made to Policy HO3:</p> <p>Policy HO3: Distribution of Housing Development</p> <p>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:</p> <p>3,500 (8% 8.3% of the district total) within the Bradford City Centre Area AAP; 3,200 3,100 (8% 7.4% of the district total) within the Shipley & Canal Road Corridor AAP; 35,400 35,500 (84% 84.3% of the district total) within the Allocations DPD.</p>																
MM87	Pages 171-172	Policy HO3	<p>The following modifications are made to Policy HO3:</p> <p>B. The Apportionments between the different settlements of the district will be as follows:</p> <p>The Regional City of Bradford (28,650 27,750) Divided as follows:</p> <table data-bbox="878 911 1612 1046"> <tr> <td>Bradford City Centre</td> <td>3,500</td> <td>Bradford NE</td> <td>4,700 4,400</td> </tr> <tr> <td>Canal Road</td> <td>3,200 3,100</td> <td>Bradford SW</td> <td>5,500</td> </tr> <tr> <td>Shipley</td> <td>1,250 750</td> <td>Bradford NW</td> <td>4,500</td> </tr> <tr> <td>Bradford SE</td> <td>6,000</td> <td></td> <td></td> </tr> </table>	Bradford City Centre	3,500	Bradford NE	4,700 4,400	Canal Road	3,200 3,100	Bradford SW	5,500	Shipley	1,250 750	Bradford NW	4,500	Bradford SE	6,000		
Bradford City Centre	3,500	Bradford NE	4,700 4,400																
Canal Road	3,200 3,100	Bradford SW	5,500																
Shipley	1,250 750	Bradford NW	4,500																
Bradford SE	6,000																		
MM88	Pages 171-172	Policy HO3	<p>The following modifications are made to Policy HO3:</p> <p>B. The Apportionments between the different settlements of the district will be as follows:</p> <p>The Principal Towns (6,700 6,900) Divided as follows:</p> <table data-bbox="878 1353 1451 1385"> <tr> <td>Ilkley</td> <td>800 1,000</td> <td>Bingley</td> <td>1,400</td> </tr> </table>	Ilkley	800 1,000	Bingley	1,400												
Ilkley	800 1,000	Bingley	1,400																

			<p>Keighley 4,500</p> <p>Local Growth Centres (3,400 4,900) Divided as follows:</p> <p><u>Burley in Wharfedale 700</u> <u>Menston 600</u> Queensbury 1,000 Steeton with Eastburn 700 Silsden 1,000 <u>1,200</u> Thornton 700</p> <p>Local Service Centres (3,350 2,550) Divided as follows:</p> <p>Addingham 200 East Morton 100 Baildon 450 <u>350</u> Harden 100 Burley In Wharfedale 200 Haworth 500 <u>400</u> Cottingley 200 <u>Menston 400</u> Cullingworth 350 Oakworth 200 Denholme 350 Oxenhope 100 Wilsden 200</p>
MM89	Page 173	Policy HO4	<p>Modifications are made to part B and C of the policy as follows:</p> <p>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. <u>The Allocations</u> DPD's will therefore need to allocate sufficient land to meet 8/15 of its their housing requirement as specified in Policy HO3 within the first phase <u>and 7/15 of its housing requirement within the second phase.</u></p> <p>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, Bradford City Centre and Shipley & Canal Road DPD's but will be based on the following principles:</p>
MM90	Page 173	Policy HO4	<p>Criteria 7 of Policy HO4 is amended as follows:</p> <p>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 <u>LDF Local Plan.</u></p>

MM91	Page 173	Policy HO4	<p>Additional criteria D and E are inserted as follows:</p> <p><u>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;</u></p> <p><u>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.</u></p>
MM92	Page 173 - 174		<p>Paragraph 5.3.69 is amended as follows: To reflect the changes to Policy HO4, paragraphs 5.3.69 to 5.3.73 are amended and new text added as follows:</p> <p>5.3.69 The use of a phasing policies policy within the 3-site allocating DPD's 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, as set out in the forthcoming Allocations DPD, Bradford City Centre and Shipley & Canal Road AAP's 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.</p> <p><u>5.3.70 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 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. It is important to stress therefore 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.</u></p>

MM92
(Continued)

			<p>5.3.71 <u>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.</u></p> <ul style="list-style-type: none"> • <u>Firstly this will ensure that a greater supply of sites is released in the early stages of the Local Plan period thereby enhancing delivery in the areas of the district where there is the most pressing need for new homes and for regeneration;</u> • <u>Secondly it reflects the fact that the preparation of the AAP's is now at an advanced stage.</u> • <u>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.</u> • <u>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.</u> <p>5.3.72 <u>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 Local Plan period will amount to at least 25,533 units or 61% of supply.</u></p> <p>5.3.73 <u>With regards to the detail of the phasing policy,</u> the decision to identify two phases and to make the first phase of a longer period than</p>
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<p>MM92 (Continued)</p>			<p>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. Based on the LDS programme and the expectation of achieving an adopted Core Strategy by February 2015 it is envisaged that the first phase will run from February 2015 to February 2023.</p> <p>5.3.74 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, some greenfield sites will need to be assigned to the first part of the plan period. The results of the SHLAA will also be used to ensure the potential timing of delivery on sites is also taken into account. 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.</p> <p>5.3.75 While each of the 3 DPD's which will be allocating housing sites <u>the Allocations DPD as a whole</u> will need to allocate sufficient land in the first phase to meet 8/15 of its plan wide housing requirement, it will not be a requirement <u>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 to phase sites</u> on a settlement by settlement basis and the fact that –This would not be practical since some settlements will face more significant infrastructure issues while immediately deliverable land supply will also vary. <u>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.</u></p>
<p>MM92 (Continued)</p>			<p>5.3.76 <u>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.</u></p>

			<p><u>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 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.</u></p> <p>5.3.77 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. <u>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.</u></p> <p>5.3.78 <u>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.</u></p>
MM93	Page 175	Policy HO5 Paragraph 5.3.77	<p>Amend paragraph 5.3.77 as follows:</p> <p>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</p>

			<p>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.</p> <p>In this context and in having regard to the need to promote urban regeneration and avoid the dispersal of development and increased journeys by car, the Council considers that all most developments should achieve a minimum density of 30 dwellings per hectare.</p>
MM94	Page 175	Policy HO5	<p>Make the following minor amendment to criteria C</p> <p>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.</p>
MM95	Page 177	Paragraph 5.3.81	<p>After paragraph 5.3.81 add a new paragraph as follows:</p> <p><u>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.</u></p>
MM96	178	Policy HO6	<p>Amend Policy HO6 as follows:</p> <p>'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.</p>

			<p>This will mean achieving the maximum possible overall proportion of housing development on previously developed land consistent with:</p> <ol style="list-style-type: none"> 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; <p>B. District wide, a minimum of 50% of total new housing development over the Local Plan period will be on previously developed land.</p> <p>C. In order to achieve the district wide target of 50%, the Allocations, Bradford City Centre and Shipley and Canal Road DPD's should bring forward land and manage its release so as to deliver at least the following proportions of housing development on previously developed land:</p> <ul style="list-style-type: none"> • In the Regional City of Bradford a minimum of 55% • In the Principal Towns a minimum of 50% • In the Local Growth Centres a minimum of 15% • In the Local Service Centres a minimum of 35% <p>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.'</p>
MM97	Page 177	Paragraph 5.3.84	<p>Amend paragraph 5.3.84 , as follows:</p> <p>'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 minimum 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.'</p>
MM98	Page 179	Paragraph 5.3.88	Amend paragraph 5.3.88, as follows:

			<p>' 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 <u>though challenging are considered achievable. have also been expressed as minima as the Council believes that there may be limited scope to further increase the proportion of brownfield delivery. For example</u> 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.'</p>
MM99	Page 186	Policy HO8 Paragraph 5.3.116.	<p>Amend paragraph 5.3.116. as follows:</p> <p>'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. <u>The viability of achieving an appropriate housing mix should also be considered.</u> 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.'</p>
MM100 (Continued)	Page 189	Policy HO9	<p>Amend Policy HO9 as follows:</p> <p>'A. New housing development should be high quality and achieve good design.</p> <p>B. The Council will encourage <u>and support all</u>-new <u>housing residential</u> developments to <u>meet achieve the highest possible</u> sustainable design and construction standards. <u>Subject to feasibility and / or viability,</u> The minimum acceptable <u>sustainable housing</u> standards <u>are set out in the building regulations with reference to the Code For Sustainable Homes or any national equivalent will be:</u></p>

			<ul style="list-style-type: none"> • Code Level 4 from the date of adoption, and • Zero Carbon Housing (or any national equivalent) from 1st April 2016 <p>C. <u>Larger housing sites should include a proportion of</u> new homes <u>which are should be</u> designed to be accessible and easily adaptable to support the changing needs of families and individuals over their lifetime, including <u>older people</u> and people with disabilities.</p> <p>D. New development should provide private outdoor space for homes, unless site constraints make this clearly unfeasible and/or unviable.</p> <p>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.</p> <p>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.</p> <p>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.'</p>
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MM101	Page 190	Policy HO9	Amend targets table in support of policy HO9, as follows:														
			<table border="1"> <thead> <tr> <th>OUTCOMES</th> <th>INDICATORS</th> <th>TARGETS</th> </tr> </thead> <tbody> <tr> <td>Housing that is high quality and achieves good design</td> <td>% of major housing schemes achieving no reds in Building for Life 12 Assessments IND23(EV)</td> <td>No planning permissions for a major housing scheme should achieve a 'red' rating against Building for Life 12 assessment</td> </tr> <tr> <td>Housing that meets high standards of environmental performance as set out by Government</td> <td>% of new dwellings achieving Code Level 4 Operational</td> <td></td> </tr> <tr> <td>Housing that is accessible and easily adaptable which caters for the needs of the district's growing population</td> <td>% of new dwellings achieving Lifetime Homes Standard or any national equivalent <u>optional technical standards for accessible and adaptable dwellings and wheelchair user dwellings</u> Operational</td> <td></td> </tr> <tr> <td></td> <td></td> <td></td> </tr> </tbody> </table>	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	% of new dwellings achieving Code Level 4 Operational		Housing that is accessible and easily adaptable which caters for the needs of the district's growing population	% of new dwellings achieving Lifetime Homes Standard or any national equivalent <u>optional technical standards for accessible and adaptable dwellings and wheelchair user dwellings</u> Operational			
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MM102	Page 191	Paragraph 5.3.138	Amend paragraph 5.3.138 as follows: 'Under Criterion B the council will encourage developers to bring forward proposals which meet the highest possible standards of sustainable <u>design and</u> construction, <u>which should meet at least</u> All new development should														

			<p>attain a high standard of sustainable construction in line with the prescribed national standards at the time of application. <u>New housing should achieve the zero carbon housing standard (or any national equivalent) in line with the timescales set out in the national zero carbon housing policy.</u> The council will encourage and support developments which exceed the national minimum standards. All new housing developments of 10 or more dwellings will be expected to meet the Code for Sustainable Homes Level 4, and from 1st April 2016 all new housing must meet the Zero Carbon Homes standard or any national equivalent. If the proposed standards are below those set out in Policy HO9 then the onus will be on applicant to justify why development to these standards cannot be achieved.</p>
MM103	Page 191	Paragraph 5.3.139	<p>Amend paragraph 5.3.139 as follows:</p> <p>‘This requirement will be assessed through evidence provided by the applicant that the scheme will achieve the standards set out in the policy (or any subsequent revised national standards). The evidence submitted by the applicant should enable easy assessment and applicants are encouraged to undertake a Design Stage Assessment of performance against the Code for Sustainable Homes. A post construction stage certificate confirming that the development has met the required standard will be required prior to occupation. 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.’</p>
MM104	Page 191	Paragraph 5.3.140	<p>Amend paragraph 5.3.140 as follows:</p> <p>‘Under Criterion C <u>The council will encourage and support all new homes should be which are designed to provide enhanced accessibility or adaptability designed to be accessible and easily adaptable. This includes accessible and adaptable dwellings and wheelchair user dwellings, as set out in the national optional technical standards for</u></p>

			housing. Where feasible and viable the council will encourage new housing to achieve In addition the council will support the Lifetime Homes Standard <u>as a model for building accessible and adaptable homes.</u>
MM105	Page 191	Paragraphs 5.3.141. & 5.3.142	<p>Amend paragraph 5.3.141 as follows:</p> <p>‘ Under Criteria C larger sites of 10 dwellings or more will be expected to <u>should</u> include a proportion of accessible homes as part of the overall housing mix. This will be assessed through evidence provided by the applicant that <u>a proportion of new homes on a site housing will achieves Lifetime Homes standards, the British Standards for Accessible Housing or any subsequent revised exceed the</u> national <u>minimum requirement for access. accessible housing standard.</u> 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. <u>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.</u></p> <p>Insert new paragraph to follow:</p> <p><u>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.</u></p>
MM106	191	Paragraph 5.3.143	<p>Before paragraph 5.3.143 insert new paragraph as follows:</p> <p><u>5.3.144. The provision of sufficient living space within new homes is an important element of good housing design. Building to suitable space</u></p>

			<p><u>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.</u></p> <p>Amend paragraph 5.3.143, as follows:</p> <p><u>'Under Criterion E new homes should provide suitable space standards encourages suitable space standards which 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. Subject to viability and /or feasibility the council will expect all new housing to meet at least the following minimum internal floor areas (or any subsequent national space standards) as follows:</u></p> <p><u>1 Bed / 2 person dwellings 51 m2</u> <u>n 2 Bed / 3 person dwellings 66m2</u> <u>n 2 Bed / 4 person dwellings 77 m2</u> <u>n 3 Bed / 5 person dwellings 93 m2</u> <u>n 4 Bed / 6 person dwellings 106 m2</u> <u>(Floor areas shall be measured in line with RICS Gross Internal Floor Area)</u></p>
MM107	192	Paragraphs 5.3.144	<p>Insert new paragraphs after paragraph 5.3.143, as follows:</p> <p><u>' 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.</u></p> <p><u>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.</u></p>

			<p><u>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) ‘</u></p> <p>Amend Paragraph 5.3.144 as follows:</p> <p>‘If the proposed space standards are below those set out <u>in the nationally described space standard</u> above then the onus will be on applicant to justify why development to these standards cannot be achieved.’</p> <p>Insert new paragraph to follow:</p> <p><u>‘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.’</u></p>
MM108	Pages 196 to 197	Policy HO11	<p>Amend criterion C under Policy HO11 as follows:</p> <p>‘C. Affordable housing will be required on sites-developments of 15 dwelling units or more and on sites over 0.4 hectares in size. The site size threshold is lowered to <u>11 5 dwelling units or more</u> in Wharfedale, and the villages of Haworth, Oakworth, Oxenhope, Denholme, Cullingworth, Harden, Wilsden, and Cottingley.</p>
MM109	Page 198	Paragraphs 5.3.173 & 5.3.174	<p>Amend paragraph 5.3.173 as follows:</p> <p>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:</p> <ul style="list-style-type: none"> • Wharfedale up to 30% • Towns, suburbs and villages up to 20% • Inner Bradford and Keighley up to 15%

			<p><u>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.</u></p> <p>Amend paragraph 5.3.174 as follows:</p> <p>5.3.174. Irrespective of the thresholds, 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.</p>
MM110 MM110 (Continued)	Pages 200-202	Paragraphs 5.3.179 to 5.3.189	<p>Amend paragraphs 5.3.179 to 5.3.189 as follows:</p> <p>Gypsies, Travellers and Travelling Showpeople</p> <p>5.3.179 It is clearly established within the recently issued national Government guidance <u>contained within ‘Planning policy for traveller sites’</u> 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.</p> <p>5.3.180 The Core Strategy therefore assesses both current supply and future need for accommodation by reference to the <u>recently completed Gypsy and Traveller Accommodation Assessment of July 2015, 2008 West Yorkshire Gypsy and Traveller Accommodation Assessment</u> and provides a framework to ensure that the sites which will be identified in forthcoming DPD’s meet <u>in full</u> 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.</p>

MM110
(Continued)

~~5.3.181 The Council are currently in the process of commissioning an update to the Accommodation Assessment for Bradford and its conclusions where relevant will be used to update Policy HO12 below.~~

5.3.181 5.3.182 The Bradford Gypsy and Traveller Accommodation Assessment, West Yorkshire Accommodation Assessment, commissioned by the West Yorkshire Housing Partnership, was completed by consultants arc4, has utilised a variety of CRESR (the Centre for Regional Economic and Social Research at Sheffield University) in May 2008. The study is compliant with Government guidance on such studies and used both primary and secondary data and research 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.

5.3.182 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.

5.3.183 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

MM110
(Continued)

<p><u>for transit provision.</u></p>	<p>5.3.183 The study found that there was already a level of unmet need for accommodation across the sub region with consequent detrimental effects on access to key services. For example, just 41 per cent of Traveller children on the roadside attend school regularly compared to 80 per cent of those on sites and in bricks and mortar housing. While the size of the population has increased the level of authorised provision has not kept pace with this change. This has resulted in a myriad of responses – including rising unauthorised encampments, ‘doubling up’ on sites, forced movements into bricks and mortar housing and overcrowding within trailers and caravans. New provision is therefore essential to address the backlog of unmet need and also meet the needs of new forming households and an expanding population.</p> <p>5.3.184 Specifically regarding gypsy and traveller accommodation West Yorkshire has a much higher proportion of socially rented provision (81 per cent) compared to the regional (53 per cent) and national (40 per cent) pictures and contains only a small proportion of private provision (4%).</p> <p>5.3.185 By contrast Travelling Showpeople do not tend to reside on local authority sites. Indeed, virtually all of those households in the survey were resident on Showmen’s yards leased to, or owned by, the Showmen’s Guild or Guild members. Travelling Showpeople also differ from other travelling groups in the sense that their accommodation needs are heavily influenced by their employment practices. They need larger spaces for the storage of heavy machinery and equipment and often need to carry out testing, repairs and maintenance to equipment within their yards.</p> <p>5.3.186 The Assessment found that there was already an acute shortage of accommodation for the travelling showpeople community and stated that the accommodation that did exist was generally of poor quality.</p> <p>5.3.187 In addition to specifying the number of pitches which are required the Assessment also makes a number of important points which are relevant to the type of provision and mechanisms for delivery within the District. Firstly based on need generated by patterns of unauthorised</p>
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MM110
(Continued)

~~encampments the study concludes that there is a sub-regional requirement for 19 transit pitches. However there was a lack of support towards the idea of transit sites from both stakeholders and the community with concerns related to the management of such sites. The study suggests that a pragmatic approach to accommodating transient households appears more appropriate. This could include short-term pitches on residential sites, the use of appropriate stopping places and short-term ‘doubling up’ on the pitch of a relative.~~

~~5.3.188 Secondly with regards to the ability of communities to make their own provision for sites and facilities there were differing results. Around 45% of Travelling Showpeople who responded to the study questionnaire had some experience of purchasing or pooling land compared to only 6% for other communities. The report suggests that levels of deprivation are higher among gypsy and Irish traveller groups – for these groups the purchase of land is simply not an option. The clear implication is that the local authority and other social housing providers will need to provide or facilitate the majority of accommodation needed for the gypsy and traveller community.~~

~~5.3.184 5.3.189~~ Table HO8 sets out the requirement for accommodation in the district based on the results of the study Assessment. ~~The study compares current and planned supply with current unmet need and future need which will result from the growth in households. Similar methodologies were used for assessing the needs of both Travelling Showpeople and Gypsies and Travellers. As the study only covered the period to 2026 Policy HO12 adds further pitches on a pro rata basis equivalent to the 2016-26 rates of the study.~~

Table HO8: Pitch and Plot Requirements In Bradford District based on the Bradford Gypsy & Traveller West Yorkshire Accommodation Assessment 2015 2008

Delete existing table HO8 and replace with the following table:

<u>Gypsy's and Travellers</u>	<u>Need (2014-19)</u>	<u>82 Pitches</u>
	<u>Supply of</u>	<u>52 pitches</u>

MM110 (Continued)				<u>authorised pitches</u>	
				<u>Shortfall / additional supply needed 2014-19</u>	<u>30 pitches</u>
				<u>Longer Term Need (to 2030)</u>	<u>9 Pitches</u>
				<u>Total Additional Supply Needed</u>	<u>39 pitches</u>
			<u>Transit Provision</u>	<u>Total Additional Supply Needed</u>	<u>7 pitches</u>
			<u>Showpersons</u>	<u>Need (2014-19)</u>	<u>68 plots</u>
				<u>Supply of authorised plots</u>	<u>36 plots</u>
				<u>Shortfall / additional supply needed 2014-19</u>	<u>32 plots</u>
				<u>Longer Term Need (to 2030)</u>	<u>13 plots</u>
				<u>Total Additional Supply Needed</u>	<u>45 plots</u>
MM111	Pages 202-203	Policy HO12	<p>Amend Policy HO12 as follows:</p> <p>Policy HO12: Sites For Travellers and Travelling Showpeople</p> <p>A. The Council will make provision via policies and site allocations to deliver <u>at least</u> the following number of additional pitches for Gypsies and Travellers <u>and plots</u> for Travelling Showpeople for the period <u>to 2030</u> 2008-30:</p> <ul style="list-style-type: none"> • <u>39</u> 74 pitches for the gypsy and traveller communities; and • <u>7 pitches for transit accommodation</u> • <u>45</u> 22 pitches for travelling showpeople <p>B. The Allocations DPD and Shipley & Canal Road AAP will <u>in combination</u></p>		

			<p>allocate identify sufficient sites to deliver this requirement in sustainable and accessible locations which meet the needs of local communities;</p> <p><u>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;</u></p> <p><u>D</u> C. 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:</p> <ul style="list-style-type: none"> • Safe and appropriate access to the highway network; • Whether they are or can be served by utilities or infrastructure; • Whether they are accessible to services, amenities and public transport; • The avoidance of significant adverse affects on the environment and adjacent land uses; and • Incorporating appropriate design and landscaping standards. • Avoiding areas at high risk of flooding; <p>D. Temporary planning permission may be granted for sites where they would help meet local need ahead of the development of permanent sites and where they would accord with the criteria above.</p> <p>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.</p> <p>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.</p>			
MM112	Page 203-204	Table of outcomes, lead roles and	<p>Amend the paragraphs as follows:</p> <table border="1" data-bbox="878 1361 1641 1394"> <thead> <tr> <th data-bbox="878 1361 1137 1394">OUTCOMES</th> <th data-bbox="1137 1361 1391 1394">INDICATORS</th> <th data-bbox="1391 1361 1641 1394">TARGETS</th> </tr> </thead> </table>	OUTCOMES	INDICATORS	TARGETS
OUTCOMES	INDICATORS	TARGETS				

MM112 (Continued)	paragraphs 5.3.90 and 5.3.91	<p>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 <u>Bradford Gypsy and Traveller Accommodation Assessment West Yorkshire Accommodation Assessment.</u></p>	<p>The land supply of sites for Travellers and Travelling Showpeople IND7(H)</p> <p>Annual gross pitch completions – district wide split between G&T pitches and pitches for Travelling Showpeople Operational</p>	<p>A deliverable five year land supply of sites for Travellers and Travelling Showpeople</p>		
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			<table border="1"> <tr> <td>AMR</td> </tr> </table> <p>5.3.185 5.3.190 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 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.</p> <p>5.3.186 5.3.194 The policy allows for the inclusion within the Local Plan, should the evidence justify it, of rural exception sites and policies.</p>	AMR
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Section 5.4 Environment

Modification No.	Page No.	Policy/ Paragraph	Proposed Modification New text: <u>underlined</u> Deleted text strike through
MM113	Page 210	Policy EN1 Paragraph 5.3.17	Amend paragraph as follows: Data has been collected from surveys about visits to areas of the South Pennine Moors that lie within Bradford. 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. <u>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</u>
MM114	Page 211	Amend text to policy EN1 Add section between section headed: Provision of Open Space and Recreation Facilities and Local Greenspace.	Add new criterion, as follows: <u>Mitigating Recreational Pressure on the South Pennine Moors SPA and SAC</u> <u>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.</u>
MM115	Page 215	Biodiversity and Geological Conservation – paragraph 5.4.32	Add new text to end of paragraph 5.4.32, as follows: '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 districts biodiversity resource in decision-making and in making an assessment and managing proposals that come forward. <u>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.’</u>
MM116	Page 220	Policy EN2 Biodiversity and Geodiversity Criterion A North and South Pennine Moors	Amend criterion policy sub title and criterion A, as follows: <u>‘The North and South Pennine Moors SPAs and SACs</u> 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 <u>unless the derogation tests of Article 6(4) Habitats Directive can be met.’</u>
MM117	Page 220	Policy EN2 Biodiversity and Geodiversity – insert new criterion B, after A and before Locally Designated Sites	Insert new criterion B and sub title as follows: <u>‘Sites of Special Scientific Interest</u> <u>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.’</u>

MM118	Page 220 - 221	EN2 Criterion B	<p>Amend criterion reference to reflect new Criterion B and amend text as follows:</p> <p>‘Locally Designated Sites</p> <p>BC. Development likely to have an 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;</p> <ol style="list-style-type: none"> 1. Whether works are necessary for management of the site in the interests of conservation. 2. Whether adequate buffer strips and other <u>appropriate</u> mitigation <u>measures, which could include adequate buffer strips, have</u> has been incorporated into the proposals to protect species and habitats for which the Locally <u>Designated</u> Site has been designated. 3. The development would be expected to result in no overall loss of habitat, <u>through avoidance, adequate mitigation or, as a last resort, the provision of and mitigation could be expected to include</u> compensatory habitats adjacent to or within the vicinity of any losses proposed. Existing habitats and proposed mitigation <u>or compensatory measures</u> should be quantified.’
MM119	Page 221	Policy EN2 Criterion C	<p>Amend criterion reference to reflect new Criterion B and amend text as follows:</p> <p>‘Habitats and Species outside Designated Sites</p> <p>C-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:-</p>

			<p>1. The potential for adverse impact on important/priority habitats that occur outside designated sites</p> <p>2. The potential for adverse impact on species of international, national and local importance</p> <p>3. The extent to which appropriate measures to mitigate any potentially harmful impacts can be identified and carried out.</p> <p><u>4 As a last resort, the extent to which appropriate measures to compensate any potentially harmful impacts can be identified and carried out.'</u></p> <p>The assessment needs to take account of:</p> <p>West Yorkshire 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.</p> <p>Development which would cause serious fragmentation of habitats, wildlife corridors or have a significantly adverse impact on biodiversity networks or connectivity will be resisted²</p>
MM120	Page 221	Policy EN2	<p>Amend criterion reference to reflect new Criterion B and amend text as follows</p> <p>'Enhancement</p> <p>D E. Plans, policies and proposals should contribute positively towards the overall enhancement of the District's biodiversity resource.</p> <p>They should seek to protect and enhance species of local, national and international importance and to reverse the decline in these species.</p> <p>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,</p>

			<p>including provision for future management.</p> <p><u>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.</u></p> <p>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.</p> <p><u>Where supported by evidence</u> Tthe Council will recognise the importance of foraging/ commuting areas for protected and SPA/<u>SSSI species qualifying features</u> outside the statutory designated area as a material consideration in the preparation of development plans and in the determination of planning applications. Where <u>supported by evidence</u>, foraging sites, currently outside the SPA/SAC <u>and SSSI</u> will be considered for designation <u>as a Locally Designated Site.</u></p>
MM121	Page 224	Paragraph 5.4.66	<p>Amend paragraph 5.4.66, as follows:</p> <p>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, <u>some changes which occur are unauthorised and unsympathetic 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.</u></p>
MM122	Page 238	Policy EN6 Energy Paragraph 5.4.125	<p>Amend paragraph 5.4.125 as follows:</p> <p>‘The regional study recognised commercial wind as having the potential to make a significant contribution to the renewable energy resource. There are a number of factors that influence a districts capacity to accommodate groups of</p>

			commercial scale wind turbines; wind speeds, the extent of the urban area and outlying settlements and landscape, environmental and ecological constraints. Two strategic constraints that have an influence on the potential for wind energy in Bradford District were identified in previous work at a regional level; the South Pennine Moors Special Protection Area (also a Special Area of Conservation) and the consultation zone around Leeds/Bradford Airport. 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.'
MM123	Page 238	Paragraph 5.4.126	<p>Delete paragraph 5.4.126:</p> <p>'The findings of the latest regional study provides an evidence base to assist local authorities in developing a strategic approach to renewable and low carbon energy. The study recognised that further work needed to be done at a district level, particularly relating to evaluating the relationship between wind energy, landscape character and the natural environment. There is also a need to consider in association with the airport authority, whether advancements in technology would allow mitigation of the constraints associated with the airport.</p> <p>Replace Paragraph with the following:</p> <p><u>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.'</u> The views of local communities likely to be affected are also considered to be important. <u>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.</u></p>

MM124	Page 239	Paragraph 5.4.127	<p>Amend paragraph 5.4.127 as follows:</p> <p>'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. <u>Landscape character areas are supported in national guidance as a tool for assessment.</u> 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. <u>West Yorkshire Ecology have produced guidance for ornithological information required to support small wind turbine developments.</u>'</p>
MM125	Page 239	Policy EN6 Criterion A (1)	<p>Amend criterion A (1)</p> <p>1. Identifying <u>suitable strategic areas and opportunities for</u> low carbon and renewable energy opportunities.</p>
MM126	Page 240	Paragraph 5.4.130	<p>Delete paragraph 5.4.130 and renumber subsequent paragraphs:</p> <p>It is recognised that further work still needs to be carried out in order to achieve an assessment of strategic opportunities to secure decentralised energy. This will use as a starting point the recent study of Low Carbon and Renewable Energy Capacity in Yorkshire and the Humber. It will investigate the potential for larger scale low carbon schemes to serve new development and existing communities.</p>
MM127	Page 240	EN7 Flood Risk paragraph 5.4.132	<p>Add additional sentence at end of paragraph:</p> <p>'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</p>

			identifying locations for future development while seeking to reduce flood risk, assess proposals that come forward and adopt a positive approach to water management. <u>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.’</u>
MM128	Page 242	EN7 Flood Risk paragraph 5.4.143	<p>Add additional sentence at end of paragraph:</p> <p>‘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. <u>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.</u>’</p>
MM129	Page 249	Policy EN8 Criterion B	<p>Amend criterion B, as follows:</p> <p>‘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 <u>or instability</u>, 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.’</p>

MM130	Page 251	EN8 Insert new paragraph following existing paragraph 4.5.181 and before existing paragraph 4.5.182	<p>Add new paragraph as follows:</p> <p><u>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 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.</u></p>
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Section 5.5 Minerals

Modification No.	Page No.	Policy/ Paragraph	Proposed Modification New text: <u>underlined</u> Deleted text strike-through
MM131	Page 255	Policy EN9 Criterion A	<p>Add additional criteria to A to be numbered 1 and re-number the existing criteria 1, 2, 3 and 4 as 2, 3, 4 and 5. New Criterion 1 to read:</p> <p>1. <u>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.</u></p>
MM132	Page 256	Policy EN9 Criterion B	<p>Add additional criteria to B to be numbered 1 and re-number the existing criteria 1, 2, 3 and 4 as 2, 3, 4 and 5. New Criterion to read:</p> <p>1. <u>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.</u></p>
MM133 MM133 (Continued)	Pages 258 – 259	Paragraph 5.5.14	<p>Insert four new paragraphs to follow paragraph 5.5.13, as follows:</p> <p><u>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.</u></p>

Table: TABEN10

<u>West Yorkshire Crushed Rock (CR) Aggregate Landbank Figures</u>				
<u>Estimated CR Consumption 2009 (tonnes)</u>	<u>Estimated CR Imports from Neighbouring Authorities 2009 (tonnes)</u>	<u>Ten Year Average Annual CR Sales (2003-2012) (tonnes)</u>	<u>CR Reserves as of 31 Dec 2012 (tonnes)</u>	<u>Landbank (Reserves/ Avg Sales)</u>
<u>2,330,000</u>	<u>1,499,505</u>	<u>1,000,000</u>	<u>28,500,000</u>	<u>28.5 Years</u>

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 TABEN10 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.

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)

			<u>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.</u>
MM134 MM134 (Continued)	Pages 263 – 264	Paragraph 5.5.20	<p>Delete paragraph 5.5.20 and replace with four new paragraphs, as follows:</p> <p>5.5.20 Research undertaken at a regional level and the emerging Local Aggregates Assessments of neighbouring authorities have identified a potential future shortfall in meeting the demand for sand and gravel within West Yorkshire from local land won extraction. Therefore policy EN11 confirms the Council's commitment to taking any appropriate opportunities to contribute towards the provision of a 7 year sand and gravel landbank level within West Yorkshire by supporting sand and gravel extraction within an area of search constrained by specified environmental criteria.</p> <p><u>5.5.20 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 18 March 2015 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.</u></p>

Table: TABEN11

<u>West Yorkshire Sand and Gravel (S&G) Landbank Figures</u>				
<u>Estimated S&G Consumption 2009 (tonnes)</u>	<u>Estimated S&G Imports from Neighbouring Authorities 2009 (tonnes)</u>	<u>Ten Year Average Annual S&G Sales (2003-2012) (tonnes)</u>	<u>S&G Reserves as of 31 Dec 2012 (tonnes)</u>	<u>Landbank (Reserves/ Avg Sales)</u>
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.

5.5.21 The landbank calculation set out in the LAA, as repeated in table TABEN11 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.

5.5.22 In order to secure continuity of supply of sand and gravel the West Yorkshire Authorities have engaged with neighbouring authorities, in particularly 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.

5.5.23 Notwithstanding the fact that the West Yorkshire landbank calculated in the 2012 LAA, based upon historic average sales, is in excess of the 7 year minimum, given West Yorkshire's reliance on 18 March 2015 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

			<u>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.</u>
MM135	Pages 263 – 265	Policy EN11 criterion D (1) and D (2)	<p>Amend section title as follows:</p> <p>‘Section Title: Sand, Gravel, Fireclay, <u>Coal</u> and Hydrocarbons <u>(oil & gas)</u>’</p> <p>Amend Policy Title as follows:</p> <p>‘Policy Title: Policy EN11: Sand, Gravel, Fireclay, <u>Coal</u> and Hydrocarbons <u>(oil & gas)</u>’</p> <p>Amend criterion D1 and D2 as follows:</p> <p>‘D.1. Proposals associated with the exploration and appraisal of <u>hydrocarbons (oil & gas)</u> 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:</p> <p>D.2. Proposals for the commercial production of <u>hydrocarbons (oil & gas)</u> 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:</p>
MM136	Page 264	Policy EN11 Criterion C	<p>Amend criterion C as follows:</p> <p>‘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:</p> <p>1. Any viable fireclay resources will also be recovered, and;</p> <p>2. The applicant can demonstrate that the quality of the coal resource proposed to be extracted is such that it is suitable for use as an energy mineral, and;</p> <p>3. <u>2.</u> One of the following circumstances applies:</p>

			<p>i. The proposals are environmentally acceptable, or can be made so by planning conditions or obligations, or;</p> <p>ii. The proposal provides national, local or community benefits which clearly outweigh the likely impacts of the development'</p>
MM137	Page 270	Policy EN12 Criterion B (4)	<p>Amend criterion B (4) as follows:</p> <p>4. The applicant has demonstrated that non of the sandstone resource beneath the site could be extracted without prejudicing the development of the site <u>due to ground level or engineering issues, or;</u></p>

Section 5.6 Waste

Modification No.	Page No.	Policy/ Paragraph	Proposed Modification
			New text: <u>underlined</u> Deleted text strike through
MM138	Page 276	Policy WM1 paragraphs 5.6.1 – 5.6.3	<p>Amend paragraphs 5.6.1 to 5.6.3, as follows:</p> <p>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 <u>waste management</u> infrastructure to deal with waste 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.</p> <p>However, the policy direction for waste management is changing <u>has changed over the years.</u> 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.</p> <p>This European guidance is subsequently delegated to a national level through the Waste (England and Wales) Regulations 2011, <u>National Planning Policy for Waste (NPPW) Oct 2014</u></p>

			<p>and the Waste Management Plan for England Dec 2013, and planning policy Statement 10, 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.</p> <p>In an effort to achieve greater sustainability and <u>net</u> self sufficiency, the current approach to waste management is no longer acceptable <u>needs to improve and change further</u>. 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.</p> <p>And amend paragraph 5.6.7, as follows:</p> <p>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 Solid Municipal Waste (MSW – Council collected waste) <u>Local Authority Collected Waste (LACW)</u> arisings.</p>
MM139	Page 276	Paragraph 5.6.8 – 5.6.14	<p>Insert new text setting and sub section title to follow paragraph 5.6.9, as follows:</p> <p><u>Evidence</u></p> <p><u>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).</u></p> <p><u>WASTE ARISINGS - CURRENT POSITION</u></p> <p><u>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.</u></p>
MM139 (Continued)			

MM139
(Continued)

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 ¾ of the total arisings. Agricultural waste has increased significantly from previous figures, mainly due to the new legislation coming into force in 2010. Table 1 sets out the current waste arisings for Bradford.

Table WM1: Summary Total Waste Arisings in Bradford (2012)

<u>Type of Waste Arising</u>	<u>Arisings (Tonnes)</u>	<u>%</u>
<u>Agricultural Waste</u>	<u>283,132</u>	<u>20.20</u>
<u>Commercial Waste</u>	<u>254,314</u>	<u>18.20</u>
<u>Industrial Waste</u>	<u>219,773</u>	<u>15.71</u>
<u>Construction Demolition and Excavation</u>	<u>350,000</u>	<u>25.02</u>
<u>Hazardous Waste</u>	<u>19,155</u>	<u>1.37</u>
<u>Local Authority (Including Calderdale</u>	<u>272, 668</u>	<u>19.50</u>
<u>Total***</u>	<u>1,399,042</u>	<u>100</u>
<u>Waste Water**</u>	<u>1,024,568</u>	

**Source: Environment Agency Waste Data Interrogator (WDI) 2012*.
Yorkshire Water 2014**.**

Total Being Planned for in the Waste Management DPD through either planning policy or site allocations or a combination of both***

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**

<u>Waste Stream</u>	<u>2013</u>	<u>2018</u>	<u>2022</u>	<u>2026</u>	<u>2030</u>
<u>Agricultural Waste*</u>	<u>283,133</u>	<u>283,133</u>	<u>283,133</u>	<u>283,133</u>	<u>283,133</u>
<u>Commercial and Industrial Waste*</u>	<u>513,830</u>	<u>538,326</u>	<u>558,882</u>	<u>580,329</u>	<u>602,721</u>
<u>CDEW*</u>	<u>447,604</u>	<u>461,194</u>	<u>472,360</u>	<u>483,800</u>	<u>495,515</u>
<u>Hazardous Waste*</u>	<u>19,153</u>	<u>19,764</u>	<u>20,267</u>	<u>20,782</u>	<u>21,311</u>
<u>Local Authority Collected Waste**</u>	<u>306,148</u>	<u>338,736</u>	<u>358,179</u>	<u>369,852</u>	<u>381,188</u>
<u>Total Tonnes</u>	<u>1,569,868</u>	<u>1,641,153</u>	<u>1,692,821</u>	<u>1,737,896</u>	<u>1,783,868</u>

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

			<u>provision will be made on a, monitor and manage basis.</u>
MM140	Page 276	Paragraph 5.6.8	<p>Insert new paragraphs to follow from new paragraph 5.6.14 above, as follows:</p> <p><u>CROSS-BOUNDARY WORKING</u></p> <p><u>5.6.15 The Local Plan must give consideration to cross-boundary issues when setting spatial policy and waste management allocations.</u></p> <p><u>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:</u></p> <ul style="list-style-type: none"> • <u>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;</u> • <u>Work collaboratively on emerging Local Plans and their future updates where appropriate and practical;</u> • <u>Provide comment on waste related planning applications where appropriate to do so;</u> • <u>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.</u> <p><u>Attend and contribute to any groups, bodies or meetings to support cross boundary working on waste.'</u></p>
MM141	Page 277	Policy MW1 supporting text	Insert new paragraphs and section title to follow from new paragraph 5.6.16 above, as follows:

			<p><u>'Policy WM1</u></p> <p><u>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.</u></p> <p><u>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.'</u></p>
MM142	Page 277	Policy WM1	<p>Amend Policy WM1 as follows:</p> <p>'Policy WM1: Waste Management</p> <p>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 <u>principles of the</u> waste management hierarchy in the following order of priority :</p> <ol style="list-style-type: none"> 1. Waste prevention: avoiding the creation of waste in the first instance; then 2. <u>Preparing for</u> Re-use: making best use of existing and new facilities; then 3. Recycling and composting; making best use of existing and new facilities; then 4. Energy Other recovery: making use of technologies that recover energy from waste; then 5. Disposal: including the use of landfill as a last alternative. <p>B. The Council will plan to ensure that sufficient capacity is located within the District to accommodate <u>for the most sustainable and environmentally effective management of</u> 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; <u>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</u></p>

			<u>self-sufficient.'</u>
MM143	Page 277	Policy WM1 Supporting text	<p>Insert new paragraphs after policy MW1, as follows:</p> <p><u>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.</u></p> <p><u>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.</u></p> <p><u>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.</u></p>
MM144	Page 277	Policy MW1 Supporting text	<p>Add new sub section heading and paragraphs following new paragraph 5.5.21 above as follows:</p> <p><u>IDENTIFYING WASTE MANAGEMENT SITES</u></p> <p><u>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</u></p> <ul style="list-style-type: none"> • <u>LACW – sites will be identified for this waste stream, as the evidence base demonstrates a shortfall in a range of waste management facilities.</u> • <u>Commercial and Industrial – sites will be identified for this waste stream, as the evidence base demonstrates a shortfall in a range of waste management</u>
MM144 (Continued)			

MM144
(Continued)

- 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 & 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.

¹ Memorandum of Understanding/Minutes/Agreements – Yorkshire and Humber Waste Technical Advisory Body

5.6.25 Table 3 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.

¹ Memorandum of Understanding/Minutes/Agreements – Yorkshire and Humber Waste Technical Advisory Body - [Footnote]

Table WM3 – Existing Waste Management Capacity Gap (tonnes)

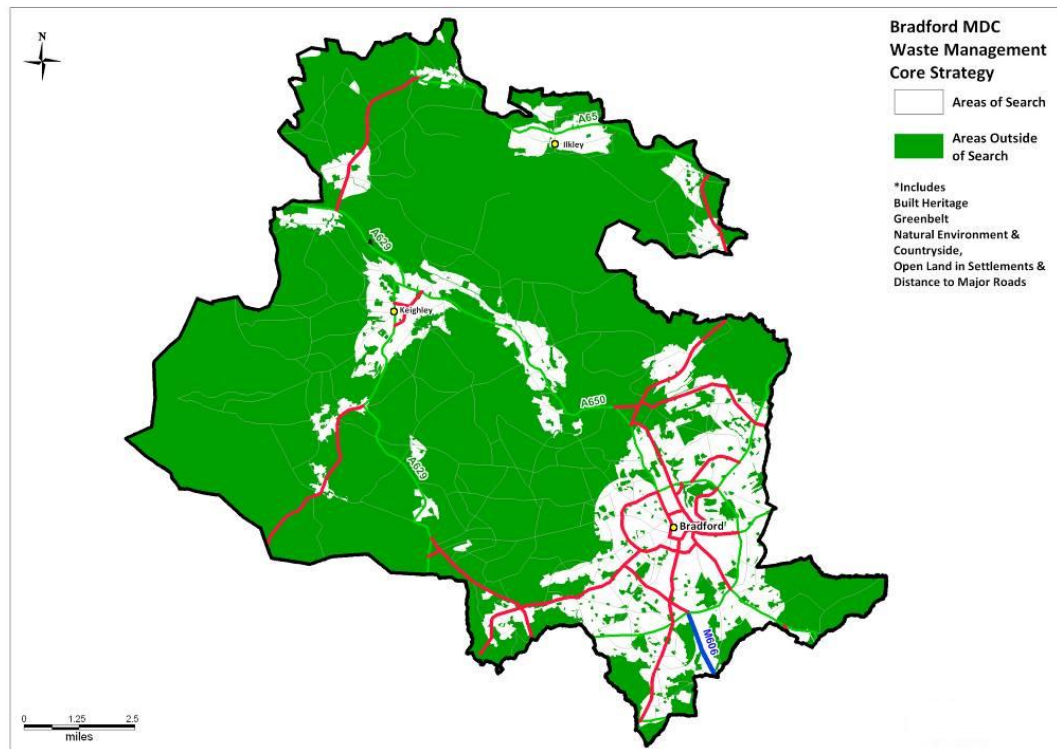
<u>Waste Management</u>	<u>Existing Capacity Gap (Tonnes)</u>
<u>Landfill (non-hazardous)</u>	<u>59,439</u>
<u>Landfill (hazardous)</u>	<u>74</u>
<u>Landfill (CD&E)</u>	<u>201,200</u>
<u>Energy recovery (LACW & C&I)</u>	<u>203,169</u>
<u>Incineration (Specialist High Temp)</u>	<u>833</u>
<u>Recycling (C&I and LACW)</u>	<u>400,084</u>
<u>Recycling (aggregates CD&E)</u>	<u>112,975</u>
<u>Recycling (specialist materials– including metal recycling, End of Life Vehicles and WEEE)</u>	<u>-1,059</u>
<u>Composting</u>	<u>34,340</u>

				<u>Residual Mechanical Treatment</u>	<u>109,146</u>	
				<u>Treatment Plant (including Anaerobic Digestion, specialised treatment of biodegradable liquids and wastes, organic waste treatment by distillation)</u>	<u>-52,376</u>	
MM145	Page 278	Policy WM2 & supporting text	<p>Amend policy WM2 and supporting text as follows:</p> <p><u>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.</u></p> <p>Policy WM2: Waste Management</p> <p>A. Sites for waste management facilities will be identified to deal with all Municipal Solid Waste (MSW) <u>Local Authority Collected Waste (LACW)</u> and Commercial & Industrial Waste (C&I) arisings within Bradford District. Sites will need to best meet environmental, economic and social needs.</p> <p>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:</p> <ol style="list-style-type: none"> 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; 			

			<p>4. Greenfield, previously undeveloped sites within the Area of Search; 5. Sites within the Green Belt</p> <p>C. All potential waste management sites will be subject to detailed assessment of their individual characteristics, <u>cumulative impact, economic viability and the impacts of and the implications of</u> 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 <u>and local</u> criteria to include consideration of:</p> <p>1. Policy alignment; 2. Physical constraints to site development; 3. Proximity to waste arisings; 4. Adjacent uses.'</p>
MM146	Page 279	Policy WM2 supporting text	<p>New Supporting text to follow WM2, as follows:</p> <p><u>5.6.27 Figure WM1 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)</u></p> <p><u>Figure WM1 – Identified Area of Search</u></p>
MM146			

(continued)

MM146
(continued)



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.

		<p>5.6.30 <u>Further information on the site identification and assessment can be found in the Waste Management DPD and the supporting Site Assessment Report.</u></p> <p>Delete paragraphs 5.6.9 and 5.6.10:</p> <p>Policies WM1 and WM2 set in place the principles of identifying appropriate locations for waste management facilities. These principles are key to ensuring much needed waste management infrastructure is delivered in the most sustainable and effective way for the treatment of waste and the avoidance of potential negative impacts.</p> <p>Policies WM1 and WM2 provide the strategic framework for developing the detailed policies in the Waste Management DPD of the Local Plan to achieve sustainable waste management. It will be consistent with the latest national policy guidance and will make provision for the forecast waste tonnages identified within the supporting Evidence Base Report. It will set out a detailed planning strategy and include criteria-based development management policies, as well as sites for new waste management facilities. These will include sites for Municipal Solid Waste and Commercial and Industrial Waste.</p>
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Section 5.7 Design

No main modifications

Section 6 Implementation and Delivery

Modification No.	Page No.	Policy/ Paragraph	Proposed Modification
			New text: <u>underlined</u> Deleted text strike through
MM147	Page 302	Paragraph 6.23	Add to 'the sorts of matters for which planning obligations will be sought' the following additional point: <u>mitigation for impacts to the South Pennine Moors SPA/SAC.</u>
MM148	Page 303	Paragraph 6.26	Add additional sentence at end of paragraph 6.26, as follows: <u>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.</u>

Section 7 Monitoring

Modification No.	Page No.	Policy/ Paragraph	Proposed Modification
			New text: <u>underlined</u> Deleted text strike through
MM149	Page 313	Table MO1. Target for Indicator IND1(EJ)	Annual delivery of 2897 <u>1600</u> jobs.

Section: Appendices

Modification No.	Page No.	Policy/ Paragraph	Proposed Modification New text: <u>underlined</u> Deleted text strike through
MM150	Page 348	Appendix 4: Parking Standards	<p>Insert the following definition:</p> <p><u>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.</u></p>
MM151	Page 349	Appendix 4: Parking Standards	<p>Amend standard in relation to C3 City and Town centres as follows:</p> <p>C3 Dwellings (City and Town Centres) – Average of 1 space per unit <u>minimal operational requirements</u></p>
MM152	Page 356	Appendix 6 Paragraphs 1.3 to 1.5	<p>Amend the text as follows:</p> <p>‘The Housing Trajectory and Previously Developed Land Scenarios</p> <p>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. Previous supplementary guidance to PPS3 set out details on housing trajectories and since the Government are yet to finalise the range of technical guidance which will support the NPPF that guidance has, as with the CSFED, been used in the production of the updated housing trajectory in this appendix.</p> <p>1.4 Housing trajectories support the ‘plan, monitor and manage’ approach to housing</p>

MM152
(Continued)

delivery by showing past and ~~estimating~~ **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 LDF production but once established they are used to monitor performance and are updated annually via the production of the Council's Annual Monitoring Report. 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. Estimated performance over the next few years, within which the effects of the recession are expected to linger and recovery is expected to be sluggish. It is important to stress that while housing completions in some parts of the country are showing signs of increase there is yet to be any significant pick up in completions within Bradford district. A cautious approach has therefore been taken in estimating completions over the first part of the plan period, because of the likely weak state of the local housing market and economy, severe restrictions on public sector spending and also because it will be some years before work on the Local Plan is sufficiently progressed to produce a significant increase to the available land supply.**
- **An assumption that the backlog in past under provision of new homes will be resolved over the full plan period – the 'Liverpool approach'.**
- **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**

MM152
(Continued)**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. ~~will not be spread out evenly over the whole plan period, because of the work necessary to bring them to fruition, to put the necessary infrastructure in place, and to bring forward and test the relevant Development Plan Documents. The combined result of these factors means that the delivery profile within Bradford will be heavily weighted towards the middle and particularly the final phase of the plan period.~~ This will provide a major challenge to house builders as development activity rates over recent years have been substantially below the sort of levels needed to deliver the Core Strategy annual housing requirement of 2200.
- ~~The production of a Strategic Housing Land Availability Assessment and examination of its results – although it has a significant and important role to play, the SHLAA delivery trajectory cannot be simply transplanted into the housing trajectory in this chapter. This is because the SHLAA has taken a ‘local policy off’ approach and much of the supply within it is dependent on changes to the statutory development plan. The SHLAA supply is also larger than the housing requirement. The SHLAA has however assisted production of both the policies of the Core Strategy and this appendix by providing a detailed profile of the land supply, including how it is distributed both geographically and by type – for example whether green field or previously developed, and whether deliverable in the short term or longer term. The SHLAA has therefore enabled realistic alternative options to be assessed and can shine a light on the preferred option in terms of its implications in terms of existing planning designations and the challenges of overcoming site related constraints. The SHLAA has also provided input into the creation of realistic but challenging targets for delivery on brownfield land.~~
- ~~Scenario building table 1 (overleaf) has attempted, based on the elements above, to set out the scenarios which will show how overall housing completions and the percentage of delivery on PDL will vary across the plan period. This in turn feeds into the risk analysis at the end of this appendix.~~

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) †**

MM153

Page 358

Table 1: Scenarios for Delivery

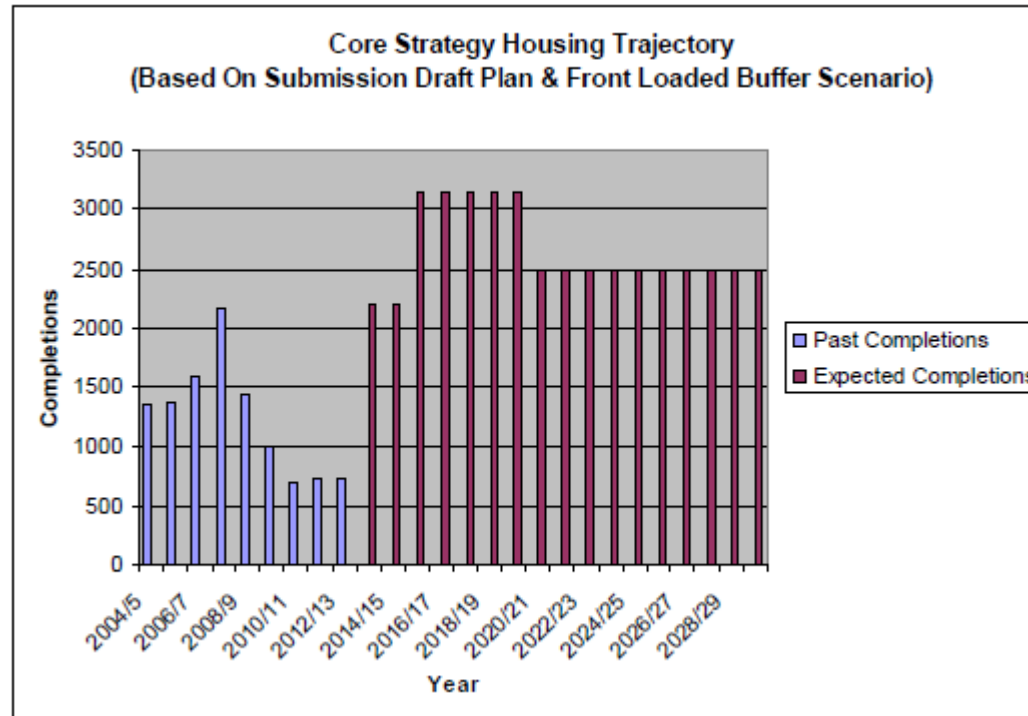
Delete Table 1 in its entirety.

MM154

Page 359-360

Table 2 & Housing Trajectory Charts

Delete Table 2 and delete the 2 housing trajectory diagrams and replace with the following housing trajectory chart:



MM155	Page 361	Appendix 6, paragraph 1.6	<p>Amend paragraph 1.6, as follows:</p> <p>‘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 LDF needs to facilitate a massive step change in housing delivery which cannot be met either by the existing land supply or by the existing planning framework. Key decisions have to be made which have to be tested via extensive public engagements and by examination in public. The DPD’s involved are:</p> <ul style="list-style-type: none"> • 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. Up to 3200 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 <u>with consultation on the Publication Draft expected to take place in the Autumn of 2015</u> with plan adoption expected in <u>late</u> 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. Up to 3500 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 <u>Publication draft consultation expected in late 2015 and</u> adoption expected in <u>late</u> 2016.
MM155 (Continued)			<ul style="list-style-type: none"> • 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 <u>2015 2014.</u>’

MM156	Page 365	Appendix 6, Table 3	<p>Modify the following text within the first line of the ‘scenario’:</p> <p><u>If the PDL delivery falls to levels which threaten the delivery of the targets and objectives set out within Policy HO6 consistently (for more than 3 consecutive years) and significantly below the expected levels as set out in the scenarios above and Policy HO6:</u></p> <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
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Report of the Strategic Director Children's Services to the meeting of Executive to be held on 20 June 2017.

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Subject:

Proposals for SEND Transformation 0-25

Summary statement:

This report asks the Executive to:

- Approve consultation on the proposals for SEND Transformation 0-25
- Authorise the Strategic Director Children's Services in consultation with the Portfolio Holder to implement the proposals following the consultation period.

Our Ambition - Improve outcomes and life chances for all SEND (Special Educational Needs and Disabilities) children and young people in Bradford.

To do this we need to:

- Ensure there is early identification, early assessment and early intervention of children with SEND
- Increase high quality places to meet a growing need for SEND
- To make the most effective use of the outstanding practice and provision across the Bradford District
- Ensure continued use of our specialist knowledge, skills and expertise in meeting the need of children and young people with SEND

We are proposing a locality model be adopted each providing 50 early years specialist places for children aged 2 – 5 years but with capacity for some children aged up to 7 where appropriate; alongside provision for mainstream places for young children.

Each locality will contain two Early Years Enhanced Specialist Provisions (EYESP) which will provide integrated early education for mainstream and SEND young children on the same site. The model will also include two SEND Specialist Centres of Excellence. The SEND Specialist Centres of Excellence will comprise a range of SEND specialist practitioners who will provide consultation, support, training and outreach work for all SEND early years children across all types of early year's settings within the locality in addition to those accessing the EYESP.

Michael Jameson
Strategic Director

Portfolio:

Education, Employment and Skills

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Overview & Scrutiny Area:

Children's Services

1. SUMMARY

This report asks the Executive to:

- 1.1 Approve consultation on the proposals for SEND Transformation 0-25
- 1.2 Authorise the Strategic Director Children's Services in consultation with the Portfolio Holder to implement the proposals following the consultation period.

Our Ambition - Improve outcomes and life chances for all SEND children and young people in Bradford.

The vision for the transformation of SEND services in Bradford District is underpinned by:

Improving outcomes for children and young people with SEND including their educational attainment, achievement, closing the gaps with their peers nationally; improving their emotional well-being, independence and resilience; making sure they are safeguarded; improving their employment and training opportunities and that they are well prepared for work.

- Ensure there is early identification, early assessment and early intervention of SEND
- Increase high quality places to meet a growing need for SEND
- To make the most effective use of the outstanding practice and provision across the Bradford District
- Ensure continued use of our specialist knowledge, skills and expertise in meeting the need of children and young people with SEND.

To do this, it is proposed that the district will be divided into two localities each providing 50 early year's specialist places alongside mainstream places for young children. These places will be **in addition** to the early years places provided at our Special Schools which are for children with more complex needs and life limiting conditions.

Each locality will contain two Early Years Enhanced Specialist Provisions (EYESP) which will provide integrated early education for mainstream and SEND young children on the same site; there will be two SEND Specialist Centres of Excellence co-located with one of the EYESP in each locality. The SEND Specialist Centres of Excellence will comprise a range of SEND specialist practitioners who will provide consultation, support, training and outreach work for all SEND early years children across all types of early year's settings within the locality in addition to those accessing the EYESP.

2. BACKGROUND

2.1 The current position

- We have a growing population of children and young people in Bradford and proportionally have a growing population of children and young people with SEND;
- The complexity of special needs in Bradford is increasing - as a result there is a need for more specialist places.
- Bradford is a highly inclusive local authority; only 1% of our school population are in Special Schools.
- Increasing the number of specialist places for SEND alongside a predicted population growth will still only result in around 1% of SEND pupils attending specialist provision.
- We are working in a challenging and changing landscape both financially and educationally.
- With this comes the opportunity to transform the way in which specialist provision and support for SEND are delivered in Bradford – intervening early to reduce costly intervention later in the life of a child or young person.
- The proposed model will continue to make a range of specialist services available across the district for CYPP with SEND.

The trend over time shows that overall there has been an increased under-occupancy of the early assessment places (Children’s Centre+ places) for young children with SEND. By July 2016 only 47% of the funded early assessment places for young children were occupied and some young children are also taking up places at our primary Special Schools. Irrespective of whether places are filled, staff are centrally employed to service these places and this is paid for from the High Needs Block. Schools Forum requested a review of Teaching Specialist Services to look at redesigning services for the future and this was in consultation with Stakeholders.

The way in which parents have chosen to access support and provision for their children with SEND has changed over the last 2 – 3 years, more parents have chosen an early years place in a primary special school, and due to changes in the transport policy parents are also choosing mainstream early years places at a school or a PVI setting. Our evidence shows that our SEND population is becoming increasingly more complex and some parents have chosen not to have group based provision but to have home teaching from the Portage service.

The proposal is based on the evidence and findings of the SEND Strategic Review in Bradford 2016

0-25 Years SEND Pathway



The vision for the transformation of SEND services in Bradford District is underpinned by these principles and aligned to the priorities in the Bradford Children, Young People and Families Plan 2016-20 particularly Great start in life and good schools; Better skills, good jobs and a growing economy; Better health, better lives.

- Improving outcomes for children and young people with SEND these include accelerating educational attainment and achievement and closing the gaps with their peers nationally; improving their emotional well-being, independence and resilience; making sure they are safeguarded; improving their employment and training opportunities and that they are well prepared for work; have greater access to a range of opportunities and making sure children and young people with SEND flourish and achieve their full potential.

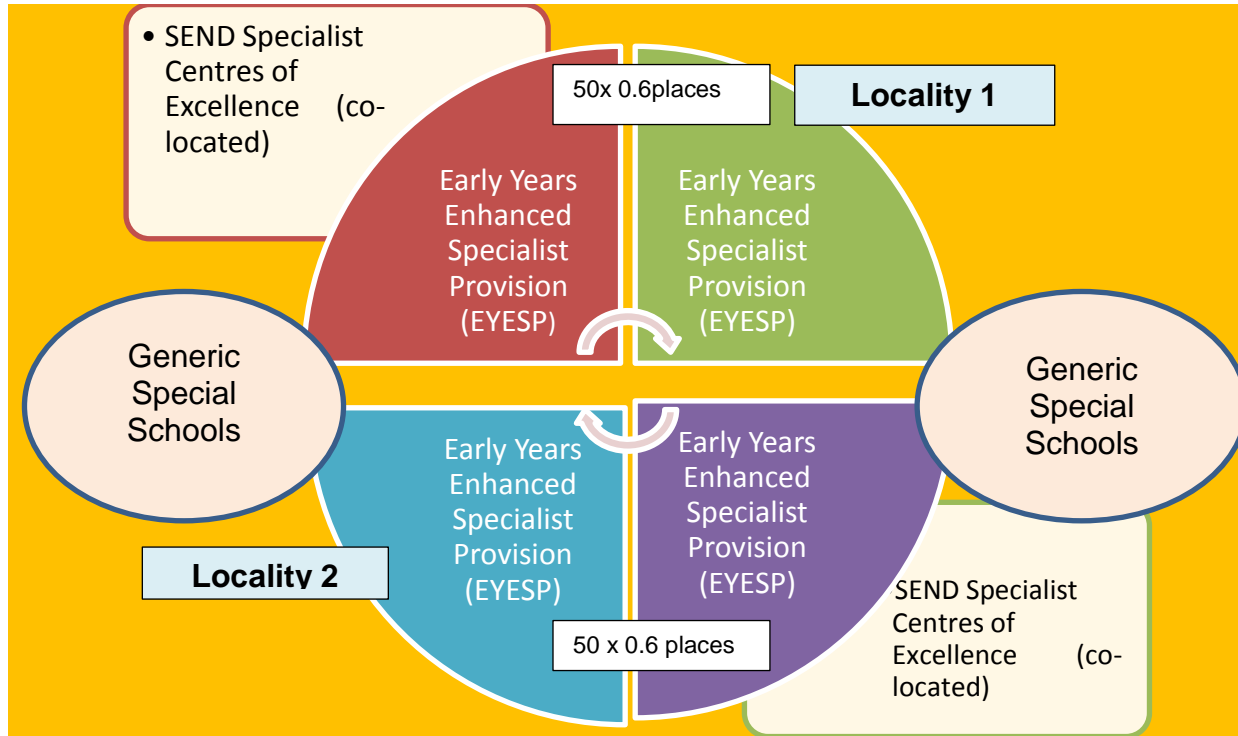
To do this we need to:

- Ensure there is early identification, early assessment and early intervention of SEND
- Build responsive services, with a more personalised offer
- Increase high quality places to meet a growing need for SEND
- To make the most effective use of the outstanding practice and provision across the Bradford District
- Ensure there are effective transitions from home into provision and into schools
- Ensure continued use of our specialist knowledge, skills and expertise in meeting the need of children and young people with SEND
- Build capacity and expertise within SEND across the District and further develop Bradford's sector led model
- Ensure accessibility of SEND support and provision and support parental choice and aspirations
- Intervene early to prevent expensive out of authority placements for children and young people with SEND and to ensure efficient use of resources and value for money. Currently Bradford spends around £4.5m per annum on out of authority placements for children and young people with SEND.

0-5+ SEND Pathway

The 0-5+ Pathway has been designed to realise the principles stated above within the 'Vision' and in response to the rising number of requests for assessment and specialist placements for early years children with identified SEND. The table below shows the percentage of the total number of referrals for children aged 0-7 years. In December 2016 referrals for this age group constituted 51.9% of referrals for the month and overall 45.5% of all referrals received since September 2015. See Appendix 1.

The District wide Model for 0-5+ years SEND pathway



It is intended that the district will be divided into two localities each providing 50 x 0.6 early year's specialist places alongside mainstream places for young children.

Each locality will contain two Early Years Enhanced Specialist Provisions (EYESP) which will provide integrated early education for mainstream and SEND young children on the same site; co-located with one of the EYESP in each locality will be a SEND Specialist Centre of Excellence.

The SEND Specialist Centres of Excellence will comprise a range of SEND specialist practitioners, for example specialist teachers of autism, cognition and learning and behaviour; family support workers, portage home visitors, who will provide consultation, support, training and outreach work for all SEND early years children across all types of early years settings within the locality in addition to those accessing the EYESP and provide support for families with children with SEND and transition from home to provision.

The location

There has been considerable analysis undertaken to assess the optimal location of the provisions. Part of this work has been considering the incidence of need, the availability of suitable accommodation and any financial implications.

There are currently three Nursery Schools across the District already providing integrated early years SEND and mainstream places (currently part of the Children's Centre plus provision) within high quality provision which has been judged by Ofsted to be good (1) and outstanding (2). These are:

- Strong Close Nursery School (BD21)
- St. Edmunds Nursery School (BD8)
- Canterbury Nursery School (BD5)

SEND Data for all year groups shows that the areas within the District with the **highest areas** of SEND needs are:

Highest areas of SEND by ward (for high incidence SEND)

Top 3 wards	Autistic Spectrum Disorder (ASD)	Severe Learning Difficulties (SLD)	Social Emotional Mental Health (SEMH) NB. See BESD below.
1	Keighley Central	Toller	Tong
2	Great Horton and Keighley East	Bowling and Barkerend	Keighley West
3	Keighley West	Manningham	Wyke

See appendix 2 for the Wards with the highest number of EHCPs across all types of SEND (see also appendix 3 for map of number of EHCPs).

The SEND data reinforces that the three current Nursery schools who are currently providing Children's Centre plus (CC+) places and hence, providing this integrated mainstream and SEND provision detailed above are located in geographically accessible areas to serve the highest areas of SEND across the Bradford District. A location for the fourth EYESP needs to be agreed.

The draft proposals for the 0-5+ pathway are:

- Alongside the places provided for young children within our generic specials schools, this model proposes to increase the number of assessment and specialist places for young children 0-5+ years with SEND across the district to 100 places in total, 50 in each locality. This expansion has already been agreed as part of the findings from the SEND review (July 2016). Additional specialist places are needed as part of the expansion of special school places and by creating additional early year's places this will release some places in our special schools currently being occupied by young children of non-statutory school age.
- 72 x 0.6 Early Assessment places are currently provided for young children with SEND in what are known as Children's Centre plus places (CC+). The proposal is to

rationalise the current CC+ places (which were based originally on seven centres) into four enhanced centres (Early Years Enhanced Specialist Provision EYESP) and increase the number of places to 100 x 0.6 places.

- The places in the EYESP would be for children primarily aged 2 to 5 years-old but also for those aged 5+ which would be by exception and provided through a formal off-setting agreement for those with EHCPs.
- Work with our partners in the special schools and the LA specialist staff to further develop the skills and capacity of the EYESPs to deliver high quality care and early education for young children with more complex SEND.
- These places, totalling 100 across the district, will be created in addition to the places for Early Years children currently available in our Special Schools for early years and primary aged children.
- In addition, we propose to establish two SEND Specialist Centres of Excellence (for children 0-5+ years with SEND) co-located within two of these four provisions. Each centre of excellence will be partnered with the other EYESP in the 'locality' area to serve young children with SEND within their 'reach' area.
- The SEND Specialist Team attached to each centre of excellence will provide outreach training, support, consultancy and home teaching across the locality to educational settings e.g. nursery classes in schools, PVI's, child-minders to build capacity in each locality.
- The SEND Specialist Team will consist of SEND Leaders and Managers, Portage, Specialist Teachers, Education Psychologists, Family Support, Access and Inclusion Practitioners, Business, finance and data support and administration. The compliment of staff will provide transitional support from Portage (Home Teaching) into schools and transition from EYESP provision into both mainstream and special schools.
- The 0-5+ Model will ensure that places for young children with SEND meet more local needs and resources are deployed efficiently. Transport will be costed into the hub model but will only be offered on a case by case basis following an individual assessment as we need to ensure that places offered within the hubs are filled so we do not fund empty places.

The timescale for the proposed formal consultation period and implementation of the SEND Transformation proposals is set out in Appendix 4.

The proposal is to phase the model in during the remainder of this financial year starting with increasing placements in the EYESP's and to be fully operational from 1 April 2018.

Phase 1

Extensive informal discussions have begun and consultation with a number of partners to look at the viability of the proposals, model of delivery, level of demand for places, financial model and sustainability, legal implications, site location and premises. Formal consultation with partners, stakeholders, children, and their families to commence end of June 2017.

Phase 2

From April 2017 there will be an increase in the number of young children with SEND accessing specialist and assessment places in the EYESP.

Phase 3

The LA to undertake a review and restructure of the centrally employed teaching support services and SEND teams; and out of this review will be the creation of two specialist SEND teams who will be co-located within two of the Early Intervention SEND Specialist Hubs. The SEND central assessment team will be largely centrally located to support the hubs with their statutory duties.

Phase 4

By 1st April 2018 the Early Intervention SEND Specialist Hubs and the four EYESPs will be offering provision, placement, specialist support and training for providers for young children with SEND within their identified localities.

3. OTHER CONSIDERATIONS

- A letter to Directors of Children's Services dated 31 January 2017 from the DfE's former Director of Early Years and childcare – Helen Stephenson, emphasised that Local Authorities need to *'make full use of their nursery schools, not only helping them to support the social mobility of disadvantaged communities but also giving them a wider role in the leadership of the Early Years system ...this makes very good use of nursery schools pedagogical expertise and experience, and if you do not already use your nursery schools in this way, I would encourage you to do so.'*

Therefore, consideration has been given to how the LA might be able to support the continued viability of Nursery schools in Bradford. The 0-5+ Model would result in the re-designation of some nursery school provision to specialist Early Years SEND provision. The LA will be working with our nursery schools and governing bodies to identify the most appropriate sites for the SEND Specialist Centres of Excellence and the enhanced provisions (EYESP).

- To ensure that places are filled this model will need to provide some support to the most vulnerable families with transportation. This will be done case by case with an individual assessment.
- A further issue is the use and allocation of the Early Years Inclusion Grant which has been extended to 3 and 4 years olds in schools and not just PVI's. This will undoubtedly increase the number of requests for this additional grant funding to include young children in schools. We propose that this funding will be allocated to each of the two Early Intervention SEND Specialist Centres of Excellence who will allocate this based on local demand and need.

- We need to ensure we have better collaboration with special schools, nursery schools, the specialist hubs and the EYESP in order to offer greater choices to parents and better transition for young children.
- This model is intended to replace the current children's centre + places and will impact on future funding of places within two of the existing children's centres – these are at Barkerend and Woodroyd Children's centres with an allocation of 16 places each; in July 2016 these were 50% occupied.

4. OPTIONS

- 4.1 The Executive can approve a period of formal consultation to enable the consideration and implementation of the proposals set out in this report for a locality model for SEND services across the District
- 4.2 The preferred option is for the Executive to approve that the Strategic Director of Children's Services in consultation with the Portfolio Holder is authorised to consider consultation findings from partners, stakeholders, staff, children, and their families and implement the proposals without the need to report back to Executive for approval to implement.
- 4.3 The transformation of SEND services is a significant programme of work that requires delivery at considerable pace to ensure that our resources are used efficiently and effectively to address the projected shortfall because of significant pressure on funding within the High Needs Block (HNB) and to enable the LA to intervene early to ensure better life chances and opportunities for all SEND children and young people and to prevent expensive placements later when needs have not been met early enough. The Executive is asked therefore to approve the recommendations in accordance with the proposed timeline.

5. FINANCIAL & RESOURCE APPRAISAL

Financial, HR, Communications issues (including value for money)

Substantial savings must be made from the High Needs Block and the implementation of the 0-5+ model within the 0- 25 SEND Pathway will generate savings of approximately £660k in 2018-19.

<u>Total Cost to DSG of EY New Model Provision</u>	
EYIP	600,000
Centrally Managed / Assessment Budget	170,000
Places (new model)	1,006,707
Hubs (new model)	2,178,148
Total Cost to the DSG	3,954,855
Increased cost vs. current DSG budget provision	1,500,315

<u>This increase financed By (on-going basis):</u>	
Reduction in Sensory Service outreach to 50%	707,613
Full trading of other LSS services	1,456,000
Total Finance	2,163,613
<i>Difference (saving on existing budget)</i>	<i>663,298</i>
Allocation of 17 FTE places funding from DSG places growth fund	293,590

Additional resource will be required from a range of other council services including:

- HR – Developing the Hubs will require a full restructure of a range of existing services
- Legal services, Estates and Asset Management, School Buildings team, IT services– to support extensive consultation, staffing changes and re-designation of existing sites and possible changes in use of premises and buildings.

6. RISK MANAGEMENT AND GOVERNANCE ISSUES

Unless there is a radical change in the way that SEND is delivered there is a significant risk of insufficient places and the needs of children and young people not being met.

7. LEGAL APPRAISAL

- 7.1 The SEND Code of Practice 2015 sets out statutory guidance that LA's , education settings and health bodies must take into account of in carrying out their respective duties in respect of children and young people aged 0-25 years.
- 7.2 The LA has a duty to identify, assess and make provision to meet the special educational and wider needs of children within its area and to monitor progress against outcomes. From September 2014 all new statutory assessments and Plans must consider educational, health and care needs , outcomes and appropriate provision.
- 7.3 LA's are expected to take into account the views of children, young people and their parents when proposing changes to any SEN provision and should identify the specific educational benefits and improvements in provision which will flow from the proposals.
- 7.4 The LA is also under a general duty to improve the well-being of children under 5 years and to reduce inequalities. It must also ensure that there are sufficient children centre places and that parents and any interested parties are consulted about any major changes that are proposed to be made to children centre provision.

- 7.5 The LA has a statutory duty to ensure that there are sufficient school places in the District. It must have regard for the need to secure special educational provision and to keep its arrangements under review. Where changes are proposed to schools it should consider whether statutory proposals are required.
- 7.6 one of the initial factors for consideration of any changes to SEN provision for a LA is to ensure that pupils will have access to appropriately trained staff and access to specialist support and advice
- 7.7 There is no prescribed timeframe for consultation with employees in relation to any proposed changes to contractual terms, this will depend upon the nature of the proposed changes and the employee's response.
- 7.8 In circumstances where there is no prescribed consultation period or prescribed statutory process the LA's should consult interested parties in developing their proposals and before publication or determination of those proposals as part of their duty to act rationally and to take account of all relevant considerations.. Any responses received to the consultation should be considered and the LA must have regard to its Public Sector Equality Duty before any decision is taken to implement the proposals.

8. OTHER IMPLICATIONS

8.1 EQUALITY & DIVERSITY

The Local Authority must not discriminate directly or indirectly against any group or individual.

An Initial Equalities Impact Assessment will be completed on by the end of June 2017.

8.2 SUSTAINABILITY IMPLICATIONS

There are no direct sustainability implications arising from this report. Any development or changes to buildings undertaken as a result of these proposals will be undertaken in a sustainable way which minimises the future impact of the Local Authority's carbon footprint.

8.3 GREENHOUSE GAS EMISSIONS IMPACTS

The proposals would not impact on gas emissions. If children are able to attend their local provision this could lead to a reduction in emissions.

8.4 COMMUNITY SAFETY IMPLICATIONS

There are no direct community safety implications arising from this report..

8.5 HUMAN RIGHTS ACT

There are no direct Human Rights implications arising from this report.

8.6 TRADE UNION

Trade unions have been informed of the proposals. Human Resources have been informed of the proposals and there will be no changes to existing terms and conditions of existing members of staff.

8.7 WARD IMPLICATIONS

Ward Councillors will be formally consulted upon about the proposals affecting their wards.

9. NOT FOR PUBLICATION DOCUMENTS

None.

10. RECOMMENDATIONS

10.1 The Executive is asked to approve a period of formal consultation with partners, stakeholders, staff, children, and their families on the proposals set out in this report to develop a new model for SEND provision which will divide the district into two localities each providing 50 early years' specialist places alongside mainstream places for young children. These places will be in addition to early years places provided at special schools in the district.

10.2 That the Strategic Director Children's Services in consultation with the Portfolio Holder be given delegated authority to implement the proposals subject to the consultation response and to report back as appropriate. This delegated authority shall include authority to execute all necessary contractual and supporting documents needed to effect the final proposals.

11. APPENDICES

Appendix 1 – Analysis of Early Years Referrals for assessment for an Education, Health and Care Plan (EHCP)

Appendix 2 – Ward analysis of Education and Health Care Plans (EHCPs)

Appendix 3 – Map of wards with the highest number of EHCP's across all types of SEND.

Appendix 4 – Proposed timeline.

12. BACKGROUND DOCUMENTS

- Bradford Council Plan 2016 - 2020 – A Great Start and Good Schools for all our Children.
- Bradford Children, Young People and Families Plan 2016-2020
- The Education Covenant 2017-2020
- Children's Services 'imperatives' 2017 – 2018
- The Children and Families Act 2014
- The Equality Act 2010
- The Parliamentary Inquiry into Childcare for Disabled Children July 2014
- Statutory Guidance Directors of Children's Services: Roles and Responsibilities 2013
- SEN Code of Practice 2014

APPENDIX 1

Analysis of Early Years Referrals for assessment for an Education, Health and Care Plan (EHCP)

	Referrals for children aged 0-7	Total number of referrals	% for children aged 0-7
Sep-15	11	27	40.7%
Oct-15	28	58	48.3%
Nov-15	22	55	40.0%
Dec-15	24	47	51.1%
Jan-16	33	59	55.9%
Feb-16	26	67	38.8%
Mar-16	33	94	35.1%
Apr-16	35	72	48.6%
May-16	46	79	58.2%
Jun-16	41	86	47.7%
Jul-16	38	102	37.3%
Aug-16	19	30	63.3%
Sep-16	32	70	45.7%
Oct-16	25	67	37.3%
Nov-16	25	62	40.3%
Dec-16	42	81	51.9%
Total number of referrals	480	1056	45.5%

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APPENDIX 2

Ward analysis of Education and Health Care Plans (EHCPs)

	ASD	BESD	HI	MLD	MSI	NYA	PD	PMLD	SLCN	SpLD	SLD	VI	Total
Baildon	13	7	1	2	0	0	5	1	1	1	3	1	35
Bingley	21	7	1	0	1	0	8	3	4	0	7	0	52
Bingley Rural	21	8	1	1	0	0	9	5	2	0	22	2	71
Bolton & Undercliffe	26	11	1	2	1	0	6	7	5	1	11	0	71
Bowling & Barkerend	26	9	6	4	0	0	19	9	8	0	34	3	118
Bradford Moor	23	14	13	7	1	0	20	11	10	0	28	3	130
City	10	4	2	1	0	2	9	6	2	0	21	4	61
Clayton & Fairweather Green	13	17	3	2	0	0	8	3	8	0	25	5	84
Craven	26	9	1	4	0	0	4	0	4	0	6	0	54
Eccleshill	24	22	1	3	0	0	2	4	7	0	8	0	71
Great Horton	34	19	4	3	0	1	12	15	13	0	30	4	135
Heaton	27	12	2	5	0	0	8	4	7	1	27	8	101
Idle & Thackley	12	13	0	3	0	0	1	2	3	1	6	1	42
Ilkley	17	3	0	4	1	0	10	2	5	0	4	1	47
Keighley Central	36	14	12	7	0	1	24	13	9	0	25	6	147
Keighley East	34	15	1	4	0	0	9	6	4	1	16	1	91
Keighley West	29	24	5	8	0	0	14	4	4	1	15	1	105
Little Horton	24	15	5	2	0	0	14	9	9	0	21	5	104
Manningham	16	6	9	5	2	0	14	6	5	0	33	4	100
Queensburg	19	5	1	1	0	0	4	2	3	0	5	1	41
Rogds	17	17	3	3	0	0	6	3	5	0	14	1	69
Shipley	14	16	0	0	0	0	3	0	7	1	14	3	58
Thornton & Allerton	28	16	1	0	0	2	10	4	6	0	19	5	91
Toller	22	11	17	3	0	2	11	12	7	0	51	1	137
Tong	19	41	0	7	0	0	11	4	16	0	20	2	120
Wharfedale	13	3	0	2	0	0	4	0	2	1	4	0	29
Wibsey	20	15	2	2	0	0	10	1	4	0	17	1	72
Windhill & Vrose	19	17	0	0	0	1	5	1	1	0	6	1	51
Worth Valley	24	16	0	1	0	1	4	1	7	0	7	0	61
Wake	10	23	0	3	0	3	14	1	8	0	14	0	76
Total	637	409	92	89	6	13	278	139	176	8	513	64	2424

Glossary

SEND – Special Educational Needs and Disabilities

HNB – High Needs Block this is funded through the Dedicated Schools Grant (DSG)

EHCP – Education and Health Care Plans

EYESP- Early Years Enhanced Specialist Provision

ASD – Autistic Spectrum Disorder

BESD – Behaviour Emotional Social Difficulties

SEMH – Social Emotional Mental Health

HI – Hearing Impairment

MLD – Moderate Learning Difficulties

MSI – Multi Sensory Impairment

NYA – Not Yet Assessed

PD – Physical Difficulties

PMLD – Profound and Multiple Learning Difficulties

SLCN – Speech Language Communication Needs

SpLD – Specific Learning Difficulties

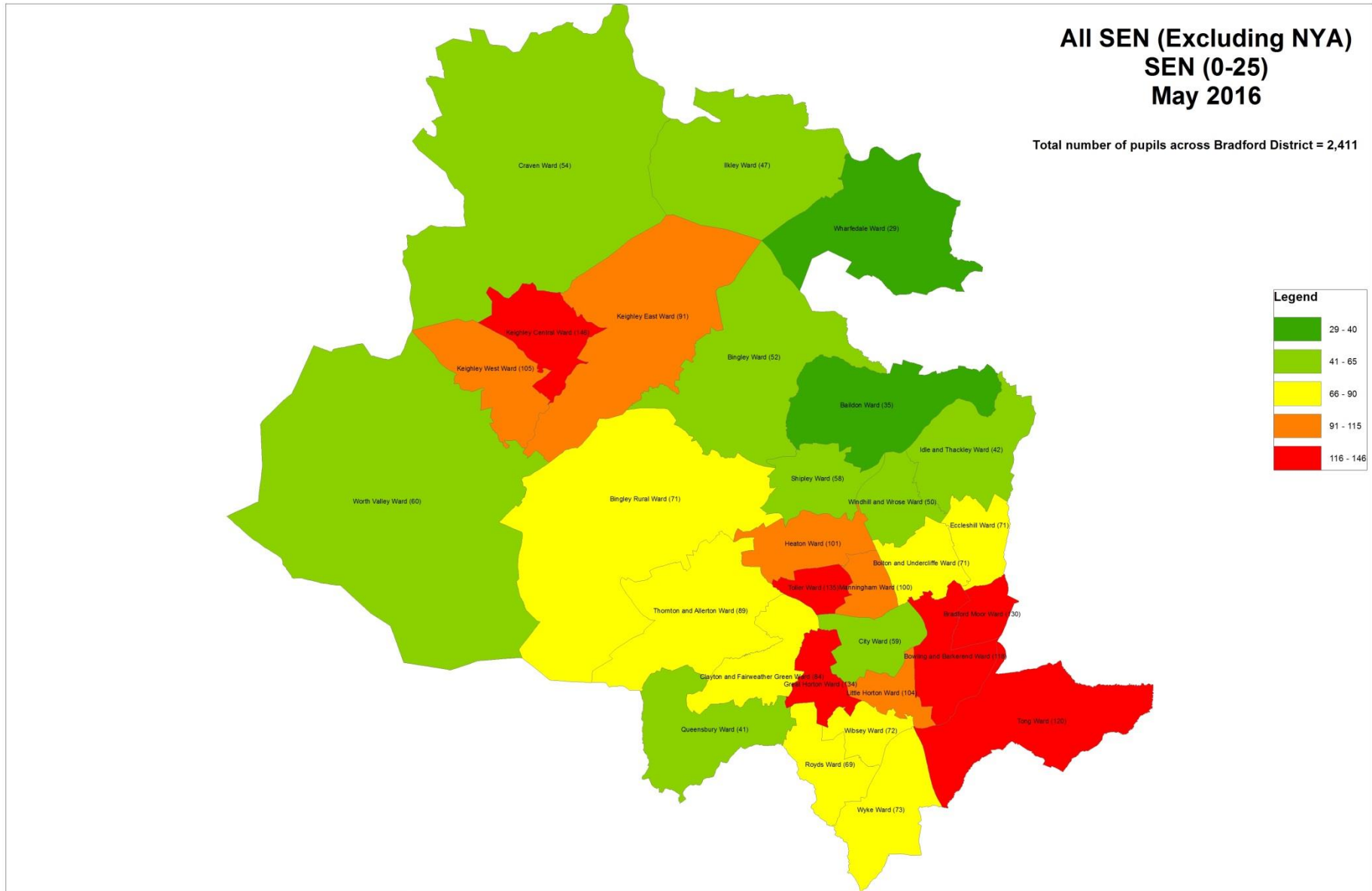
SLD – Severe Learning

VI – Visual Impairment

CC+ - Children's Centre + places (Early Years Assessment Places)

PVIs – Private, Voluntary, Independent settings

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APPENDIX 4

Proposed timeline 2017 - 2018

Time Period	Focus
8 March 2017	Proposals presented to DMT
22 March	Proposals presented to CMT
24 April	Proposals presented to Labour Group
27 April	OJC Level 2 meeting - briefing
2 May	Briefings with managers; nursery school Headteachers and representatives from the children's centre+ provisions; briefings with staff.
2 May to 6 June	Initial consultation period to inform final proposals for council executive
From April/May 2017 referrals of young children 2-5+ to fill existing EYESP places	Referrals of young children 2-5+ to fill existing EYESP places
From 2 May to 6 June	Consultation period for siting the 4 th EYESP and expressions of interest
7 - 9 June TBC	Panel meeting to agree siting of 4 th EYESP
20 June	Council Executive
22 June	OJC final proposals and presentation of business case
26 June	Further staff/manager /stakeholder/ partner and council departmental briefings on final proposals
26 June to 31 August	Formal consultation period on proposals
From 1 September 2017	Begin to refer of young children with SEND to fill places at the 4 th EYESP
From 11 September 2017 for 6 weeks TBC	Expressions of interest for the 2 SEND Specialist Centres of Excellence

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Report of the West Yorkshire Joint Services Director to the meeting of Cabinet to be held on 13 June 2017.

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Subject: WEST YORKSHIRE JOINT SERVICES TRADING COMPANY

Summary statement: This report sets out the background to the proposed establishment of a trading company, with a business case to support that which has already been approved in principle by the West Yorkshire Joint Services Committee and seeks approval for Bradford Council to participate in that company.

Susan Betteridge
West Yorkshire Joint Services
Company Director

Portfolio:

Leader

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Overview & Scrutiny Area:

Corporate



1. SUMMARY

This report sets out the background to the proposed establishment of a trading company, with a business case to support that which has already been approved in principle by the West Yorkshire Joint Services Committee and seeks approval for Bradford Council to participate in that company

2. BACKGROUND

Within WYJS, there are four scientific services or commercial services as they have more recently become known. These services grew up from providing services largely based around the trading standards regulatory function, and provided services to the public sector. They provide calibration services, a materials testing service and a commercial archaeology service to the public and private sector. A newer business is the “Business Hive” – which has been established to sell recently refurbished meeting room space which has considerable spare capacity. However, as public sector finances have reduced, opportunities have arisen and been taken to develop more work for the private sector.

The level of this work has now developed to the extent that in 3 of the 4 areas, that work can no longer be provided under the local authority general powers to trade – Local Authorities (Goods and Services) Act 1970. This is due to the increase in value of private sector work. Wider trading with the private sector is permitted by section 95 of the Local Government Act 2003 BUT that power to trade must be exercised through a company. Further legal background is given at Appendix 1.

2.1 THE PROPOSAL

2.1.1 A number of key principles will be established as follows:

- It is proposed to establish a trading company structure to allow certain activities to be sold to the private sector only where there is no power to trade through the WYJS Joint Committee;
- Work to the public sector will continue to be provided through the WYJS Joint Committee structure;
- Staff will not TUPE to the new company;
- Work done for the private sector will be undertaken by the trading company using staff and equipment loaned to it by the WYJS Joint Committee at commercial rates;
- The Articles of Association for the Company will be drawn widely however the Contractual and Financial Procedure rules will provide appropriate levels of delegation and authority for managing the business of the trading company, as they do through the WYJS Joint Committee arrangements;



- Any profits generated may be subject to corporation tax. Advice is being sought on transfer pricing, taxation and profit distribution. Any profit will be payable to the constituent authorities in accordance with the appropriate distributions policy to be agreed.
- There will be a service level agreement between the trading company and the WYJS Joint Committee to manage the terms on which staff and equipment are loaned, support services are provided, and service standards connected to those;
- Initial set up costs of £100k have been factored into the financial forecasts and there is an anticipation that this will be funded by a loan between the Joint Committee and the trading company at the prevailing rate of interest. As some of those set up costs are already being incurred there may well also be a charge between the Joint Committee and the trading company and this will affect the profitability of the company in the initial months and impact upon any tax liability;
- The Joint Committee will charge an appropriate fee to the trading company to cover the usage of staff and assets and this will be formulated in such a way as to satisfy any transfer pricing arrangements. There will be a balance when recharging costs as too low could be classed as state aid and too high could be seen as a mechanism to avoid corporation tax. A robust methodology will therefore be devised prior to start up.

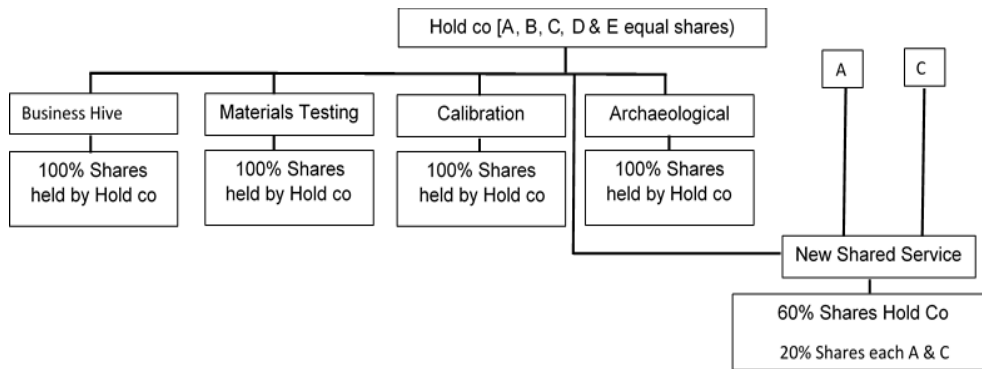
2.1.2 A group structure, with a holding company (Holdco) and a series of subsidiaries is the model used by YPO. It allows a single layer of control and direction, with each distinct area of activity being undertaken through a distinct subsidiary company. As the services within WYJS are so diverse, with different customer bases and brands, it is particularly suitable. It will also allow other services to be added into the structure in the future.

2.2 Future Proofing the Model

2.2.1 There is ongoing discussion between the 5 constituent authorities around services that may be shared in the future and delivered through this model. WYJS have the governance structure in place, and this might be more attractive than setting up separate trading vehicles in each local authority. The two are not mutually exclusive and there is definitely NO commitment on the part of the constituent authorities to share further services. This merely allows them to do so, as long as 2 or more Councils want to share services and use WYJS as the delivery vehicle to trade them.



Shareholding and Distributions Policy – How it would work



2.2.2 In the diagram above, which is for illustration purposes only, the new shared service option is a collaboration between A & C only. To maintain the group structure the Holding Company must retain at least 51% of the shares but (60% has assumed for simplicity in this illustration) with the remainder owned by the participating councils A & C. The table below sets out an option for the shareholdings and distribution policy.

Company	Shareholding	Distribution
Hold Co	20% each A,B,C,D,E	As per each Council's contribution rate – Bradford's is 22.98%
Materials Testing	100% Hold Co	100% Hold Co
Calibration	100% Hold Co	100% Hold Co
Archaeological	100% Hold Co	100% Hold Co
Business Hive	100% Hold Co	100% Hold Co
New Shared Service	60% Hold Co 20% A 20% C	10% Hold Co 45% A 45% C

2.2.3 To maximise flexibility and “future proof” the company, it is possible to establish a mixed shareholding arrangement so that 2, 3 or 4 of the Councils can put additional services into a shared delivery arrangement as a subsidiary trading company.

2.2.4 The subsidiary would then have Holdco as a shareholder, but would also offer shares to the relevant participating Councils. The benefit of this is that it would allow only those participating Councils to have direct benefit and control in the company in which they have a stake and where services are provided back to them.

2.2.5 Holdco would remain the majority shareholder, and the precise shareholding between the other councils can be negotiable. A distributions policy would then be drafted to reflect the appropriate profit to be shared between the participating



Councils and Holdco.

2.2.6 A shareholders' agreement would be needed in respect of Holdco and this would also cover each wholly owned subsidiary and how it operated. For any future shared services where only 2, 3 or 4 Councils are participating, there would need to be a separate shareholders' agreement managing that relationship between the participating councils and Holdco as the relevant shareholders.

2.3 Structure

2.3.1 Shareholding

The 5 Councils will be equal shareholders in Holdco.

2.3.2 Directors

It is recommended that the Directors of Holdco are the Leaders of each Council or their nominee and that WYJS officers are appointed as directors of the subsidiaries – this would allow daily and operational business to be undertaken quickly and efficiently by officers, with key strategic direction and decisions made by elected members. If a new shared service subsidiary is established, then those participating Councils may expect to have board representation to support their individual shareholdings – this can be agreed at that point.

2.3.3 Shareholders Agreement

There will be a shareholders' agreement between the 5 participating Councils in Holdco. If further subsidiaries are established then a separate shareholders' agreement will be agreed in which only those participating would be a party to.

2.3.4 Reserved Matters

Amongst other things in the agreement, there will be "reserved matters" which will include:

- Approval of business plan
- Entry in to major contracts (level and type can be specified)
- Borrowings, loans etc
- Issue of new shares
- Appointment or removal of Directors
- Issuing and transfer of new shares (to allow additional local authority "partners" to be brought on board)
- Distribution of profits
- Dispute resolution procedures
- Exit arrangements including potential sale of shares

By reserving matters to the shareholders, it means that the Directors of the company cannot make certain decisions without assent of all of the shareholders. For Holdco, this means the five Councils. For a subsidiary, it means that certain decisions are reserved to Holdco (the overarching shareholders' agreement in Holdco can then ensure that matters are further reserved to the Councils as



shareholders in Holdco). This type of agreement is more straightforward than it appears, both to draft and to operate.

Details of shareholders agreements are confidential between the parties (potentially subject to Freedom of Information Act), whereas the Articles of Association are held at Companies House and are freely available.

2.4 How Would Other Councils Come On Board?

It may be that other Councils would wish to share similar services to those currently provided by WYJS or to be included in any future shared service arrangements.

Those other Councils could simply become customers of the Company (in the same way that they can be now as customers of WYJS using powers under the Local Authorities (Goods and Services) Act 1970.

However, if those Councils wanted something more, then they could be invited to join the company arrangements. Shares could be offered in a relevant subsidiary company, or through Holdco (reflecting the fact that any such Council wasn't involved in the original WYJS arrangements, these could be offered as different share classes giving different rights and profit distributions.

2.5 Procurement Issues and Teckal

2.5.1 Members may be familiar with “Teckal” companies. The Teckal Exemption allows contracting authorities to award contracts to entities they control without having to go through procurement procedures. There are restrictions on the level of third party business such a company can undertake without losing the exemption– at 20% of turnover.

2.5.2 Teckal is not an issue here, as any work that the Councils themselves wish to procure can be done through the WYJS committee structure (see below for how this will work). Furthermore, if there was a desire to merge all work, whether for the Councils or the Private sector in the company arrangements then because work undertaken for third parties already exceeds 20% this would mean that Teckal might be failed in any event.

2.6 Business Case

2.6.1 Under the Local Government (Best Value Authorities) (Power to Trade) (England) Order 2009, members must consider and approve a Business Case which is a comprehensive statement that sets out:



- The objective of the business including current activities and proposed activities
- An assessment of risks faced
- A SWOT analysis
- Long terms trends
- Costing and charging policies
- Resource requirement in terms of staff and operational resources
- Online start-up costs and investment required
- Sources of finance

2.6.2

A Business case was considered by the WYJS Joint Services Committee in December 2016 and a summary is attached at Appendix 2. The current proposal is to transfer four existing service areas into the trading company, these being Archaeological Services, Materials Testing, Calibration Services and the Business Hive. All services are operating as commercial services in support of its' budget strategy. Regular monthly business reviews take place with all these service areas with the revenue position reported to the Joint Services Committee at each meeting. Based on the trading position as at the end of March 2017, all service areas are projecting a surplus revenue out turn position. In this regard the transfer of these areas to a trading company is considered low risk.

2.6.3 The fourth service which is proposed to transfer into the trading company is the refurbished conference and meeting room facilities branded as the WY Business Hive. Whilst this is a new venture before the refurbishment these facilities they were rented out to customers, local businesses on a smaller scale.

2.6.4 The three services described in para 2.6.2 are well established services that currently operate across a number of markets so although it cannot be discounted it limits the possibility of any losses. If this did occur then it would be addressed firstly by officers during the close monitoring arrangements that take place on a monthly basis. Ultimately any losses incurred are the responsibility of the Joint Services Committee. However, Members should consider the strong track record of managing a balanced budget.

A summary of the Business Case, which was considered and approved by the WYJS Joint Services Committee in December 2016 is attached at Appendix 2

3. OTHER CONSIDERATIONS

This proposal does not commit Bradford Council to sharing any further services, nor does it preclude Bradford Council from establishing its' own trading company if it wishes.



4. FINANCIAL & RESOURCE APPRAISAL

In addition to the trading company requiring capital to fund start-up costs, there will also be a significant working capital requirement. A number of models have been explored and more detail is included in the business case at Appendix 2. The maximum additional cash that the trading company could require is £1m in period 5 of trading. The intention is to manage that cash requirement through a mixture of a loan, favourable trading terms with the Joint Committee (i.e. making payment 90 days in arrears) and offering incentives to customers for faster payment with the aim of reducing debtor days from a current average of 60 to closer to 30 days.

In addition to the working capital requirement of £550k, it is sensible to allow some headroom up to £1m which can then be used to fund any equipment purchases or other requirements.

The loan will be made by Wakefield Council, as host authority, but as all 5 constituent authorities support WYJS, then there will need to be a legal agreement in place where all 5 Constituent authorities indemnify Wakefield for any loss incurred as a result of making that loan. This indemnity will be provided on the same basis as the contribution rates payable to West Yorkshire Joint Services.

5. RISK MANAGEMENT AND GOVERNANCE ISSUES

Officers of West Yorkshire Joint Services are managing the risks involved with the establishment of the trading company.

Wakefield Council are the responsible body in terms of Monitoring Officer and Section 151 responsibility for West Yorkshire Joint Services and are actively engaged in and monitoring this

6. LEGAL APPRAISAL

The legal implications are set out in Appendix 1

The City Solicitor is aware of the legal implications

7. OTHER IMPLICATIONS

7.1 EQUALITY & DIVERSITY

There are no issues that conflict with the Councils' policies on equality and diversity/cohesion and integration



7.2 SUSTAINABILITY IMPLICATIONS

The proposal will support the 4 year budget strategy of West Yorkshire Joint Services which has been approved by the Leader of Council

7.3 GREENHOUSE GAS EMISSIONS IMPACTS

There are no implications arising from this proposal

7.4 COMMUNITY SAFETY IMPLICATIONS

There are no implications arising from this proposal

7.5 HUMAN RIGHTS ACT

There are no implications arising from this proposal

7.6 TRADE UNION

There are no staffing implications arising from this proposal

7.7 WARD IMPLICATIONS

There is no impact on any specific ward from this proposal

7.8 AREA COMMITTEE ACTION PLAN IMPLICATIONS

Not applicable

8. NOT FOR PUBLICATION DOCUMENTS

None

9. OPTIONS

Option 1 – agree the recommendation to establish a trading company. This will enable increased income generation and reduce the cost of the services provided to Bradford Council

Option 2 – not agree the recommendation to establish a trading company. This will mean that West Yorkshire Joint Services are unable to continue to provide certain services, and will have to reduce service provision to make the required budget savings – this will impact on the services received by Bradford residents.



10. RECOMMENDATIONS

It is recommended that the Executive:

1. Notes the legal position as set out in Appendix 1 in particular that the company will be a controlled company for the purposes of the Local Government and Housing Act 1989
2. Notes that the Council provides an indemnity to its appointed representative under the terms of The Local Authorities (Indemnities for Members and Officers) Order 2004"
3. Considers and approve the Business Case at Appendix 2 in support of the proposal to trade through the establishment of a trading company;
4. Agrees to the formation of a Holding Company to be limited by shares wholly owned by the founding members of the West Yorkshire Joint Services Committee, i.e. Bradford, Calderdale, Kirklees, Leeds and Wakefield which will protect the business of the West Yorkshire Joint Services Committee, and to 4 subsidiary companies for Materials Testing, Calibration Services, Archaeological Services and Business Hive, to be owned by the Holding Company;
5. Agrees to the Council being involved as shareholder in the West Yorkshire Joint Services Trading Company and its' subsidiaries, on the basis set out in this report;
6. Agrees to participate as Directors of the Company on the basis set out in this report;
7. Notes and agrees the proposed governance and funding arrangements for the company as set out in the report;
8. Agrees to participate through a shareholders agreement on the terms set out in draft in this report, and authorise the City Solicitor to agree final terms and execute the agreement on behalf of the Council including agreement of the distributions policy which should be on the basis of each Councils contribution rate to West Yorkshire Joint Services;
9. Delegates authority to the City Solicitor to agree terms and enter into an agreement with the other 4 constituent authorities to indemnify Wakefield Council against any loss incurred as a result of making a working capital loan to West Yorkshire Joint Services HoldCo up to a value of £1m. The terms of such indemnity to be on the basis of each Councils contribution rate to West Yorkshire Joint Services

11. APPENDICES

Appendix 1 – Legal Implications

Appendix 2 – Summary Business case



12. BACKGROUND DOCUMENTS

West Yorkshire Joint Services Committee Minute 50 (2015/16)

West Yorkshire Joint Services Committee Minute 46 (2016/17)

Local Government (Best Value Authorities) (Power to Trade) (England) Order 2009

Local Authorities (Goods and Services) Act 1970

Local Government Act 2003 and subsequent guidance



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Appendix 1

1.1 Section 95(1) of the Local Government Act 2003 (**2003 Act**) authorises the Secretary of State to make an order allowing relevant authorities to “do for a commercial purpose anything which they are authorised to do for the purposes of carrying on any of their ordinary functions”. This has been exercised most recently through the Local Government (Best Value Authorities) (Power to Trade) (England) Order 2009 (**the Order**).

1.2 There are a number of restrictions in the scope of the Order. Whilst expressed as restrictions or limitations on the Order itself, they should be seen as similarly restricting or limiting the Councils from achieving certain ends through the proposed trading company (**the Company**). The three principal restrictions are:

- (a) The Councils cannot do in relation to a person anything which it is required to do in relation to that person under its ordinary functions (Section 95(2)(a)). In other words, the Councils cannot convert a service which it has duty to provide into a traded service;
- (b) The power cannot be used where the Councils are already specifically authorised to act for a commercial purpose (Section 95(2)(b));
- (c) The power is only exercisable through a company.

1.3 Under section 96 of the 2003 Act, the Councils are obliged to have regard to guidance issued by the Secretary of State. Such guidance has been issued by the Office of the Deputy Prime Minister in July 2004, which was partially amended by the Department for Communities & Local Government in April 2007. The guidance is titled “General Power for Local Authorities to Trade in Function Related Activities through a Company” and it is confirmed within its text that it is statutory guidance to which the Councils must have regard.

1.4 The Order contains two important provisions:

- (a) Before exercising the power, the Councils are required to prepare a Business Case in support of the proposed exercise of the power which must be approved by the Councils;
- (b) Where the Councils provide the Company with assistance in the way of accommodation, supplies, staff etc, it shall recover the costs thereof.

1.5 The ordinary functions to which the trading activities relate consist of those governing the particular services described in the business plan.

1.6 Whilst section 95 provides the necessary statutory power to establish a trading company, it is important to recognise that the company will be subject to regulatory controls under both the Companies Act 2006 and Part V of the Local Government and Housing Act 1989 (**LGHA 1989**).

1.7 Whilst the Company is a "controlled" company for the purposes of Part V and the Local Authorities Companies Order 1995 (**the 1995 Order**), the requirements associated with such are largely administrative. Formerly, the status as a controlled

company meant that local authority trading companies were caught by the same capital controls as applied to the local authority itself, as found in Part IV of the LGHA 1989, but these provisions were repealed in 2003. The remaining requirements are found in the 1995 Order and cover issues such as the fact that the Company is controlled to be mentioned on all relevant documents, information to be provided the local authorities' auditors and members and matters affecting directors regarding remuneration and disqualification.

- 1.8 The proposals for the Council to provide financial support to the Company by way of a loan or facility need to satisfy state aid rules. EU law prohibits Member States from granting State aid that distorts or threatens to distort competition by favouring certain undertakings or the production of certain goods insofar as it affects trade between Member States.
- 1.9 The concept of "aid" is extremely broad. It can cover direct financial measures (e.g. grants and subsidised loans), indirect financial measures (e.g. exemptions from payment obligations), guarantees and grants of security (where these enable the undertaking to obtain better credit terms than would otherwise have been available) and provision of assets or services at an undervalue or on preferential terms (including the sale of land).
- 1.10 However, where a public body acts on terms that would be acceptable to a private sector investor, this is not regarded as conferring an economic advantage, and therefore does not involve State aid. In these circumstances, the public body is said to be satisfying the Market Economy Investor Principle and the transaction concerned does not need to be notified to the Commission. In other words, the question is whether the Company has obtained an advantage that it could not have obtained on the private market.

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SECTION 1

1.1 INTRODUCTION

This document sets out the Business Case for the establishment of a local authority trading company (LATC) in respect of various services currently operated under the West Yorkshire Joint Services Committee. It is proposed to provide services to the private sector through a LATC and the Joint Committee will provide services to the LATC to enable it to do so.

This LATC will provide a vehicle for providing services initially in the following areas:

- Materials Testing Service
- Calibration Services
- Archaeological Services
- Business Hive

Other services may be provided in the future and each will be subject to a separate business case before that is implemented.

At this time, the LATC will provide a vehicle through which the Joint Committee can trade, and as such, the LATC will not employ staff, or require it's own management structure or overheads.

1.2 BACKGROUND

The Joint Committee is keen to generate additional income by trading its services to a wider private sector market. The services have been provided to the public sector, including the 5 Constituent authorities that make up WYJS, for many years and spare capacity has been sold to the private sector. The decrease in public funding has meant a reduction (gradual at first but considerably accelerated in recent years) in work commissioned into those areas by the public sector. At the same time, opportunities have arisen to increase the amount of work provided to the private sector. The extent of this is that it is now necessary to provide those services through a company vehicle if this balance of income is to continue and to satisfy legal obligations.

The powers and legal issues around this are detailed in the covering report.

Production and approval of a Business Case is a requirement of the Local Government (Best Value Authorities) (Power to Trade) (England) Order 2009 and the Guidance developed by central Government for the establishment of such companies by Local Authorities. This document sets out the business case for the Holding Company and each of the Subsidiaries.

It is not proposed to put all the work of each of the service areas into the LATC. Services to the public sector will continue to be provided through the Joint Committee arrangements. Any private sector work will be provided through the

LATC with the Joint Committee providing services at a fully rechargeable commercial rate to the LATC.

1.3 Services to be provided

The proposed LATC will initially provide services in the following areas:

- Materials Testing Service
- Calibration Services
- Archaeological Services
- Business Hive

Services connected to the West Yorkshire Analytical Services may be provided in the future through the LATC but at present the balance of public and private sector work is such that the majority of it is public sector and can be provided through the Joint Committee.

1.4 GROUP IDENTITY

The current range of services has been provided in a group format for a number of years under the Joint Services banner. They are all supported from a central resources function that provides professional accountancy, human resources, governance and marketing and communications support. Central ICT support is provided by a service level agreement with Leeds City Council. Strategic direction is provided by the Strategic Leadership Team (SLT) who oversee the business and organisational direction of all services with the support from the Management Team working with the commercial managers in all three service areas.

Although the three scientific services (Materials Testing, Calibration Services and Archaeological Services) do not naturally sit together there are other synergies such as accreditation schemes (ISO9001 & ISO17025) which benefit from shared coordination. Each of the services also have links with the statutory services provided by the Joint Committee offering opportunities to promote the services on offer to a wider audience at little or no cost.

The backing of a larger organisation clearly has benefits in terms of being able to access expertise that would potentially prove more costly to access on an individual basis.

1.5 FINANCIAL INFORMATION

1.5.1 Set Up Costs

Initial set up costs of £100k have been factored into the financial forecasts and there is an anticipation that this will be funded by a loan between the Joint Committee and the trading company at the prevailing rate of interest. As some of those set up costs are already being incurred there may well also be a charge between the Joint Committee and the trading company and this will affect the profitability of the company in the initial months and impact upon any tax liability.

The set up costs include;

- Legal and tax advice
- Setting up the company
- Utilisation of Joint Committee officers (and those of the districts where appropriate)
- Banking, audit and accounting fees
- ICT costs (inc software)

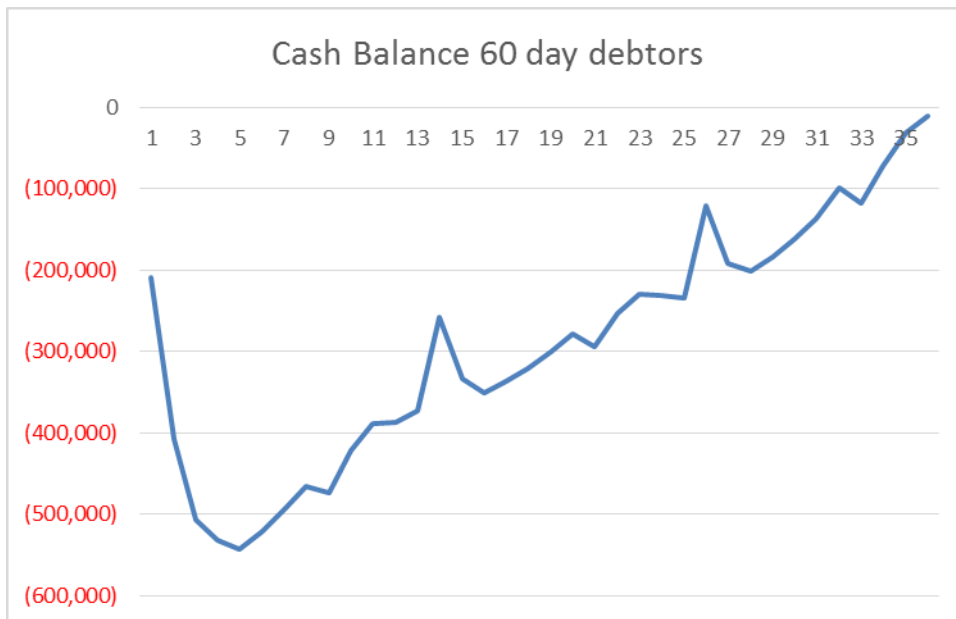
1.5.2 Consolidated budget

The consolidated budget for the services areas are set out below. Members should be aware that these differ from those previously presented in the WYJS budget strategy as they now include the set up costs referred to in paragraph 1.5.1. For simplicity the set up costs have been shared 3 ways across the three largest services with each service expected to incur £33k though the reality is that the actual split of costs will depend upon the specific requirements of each of the services.

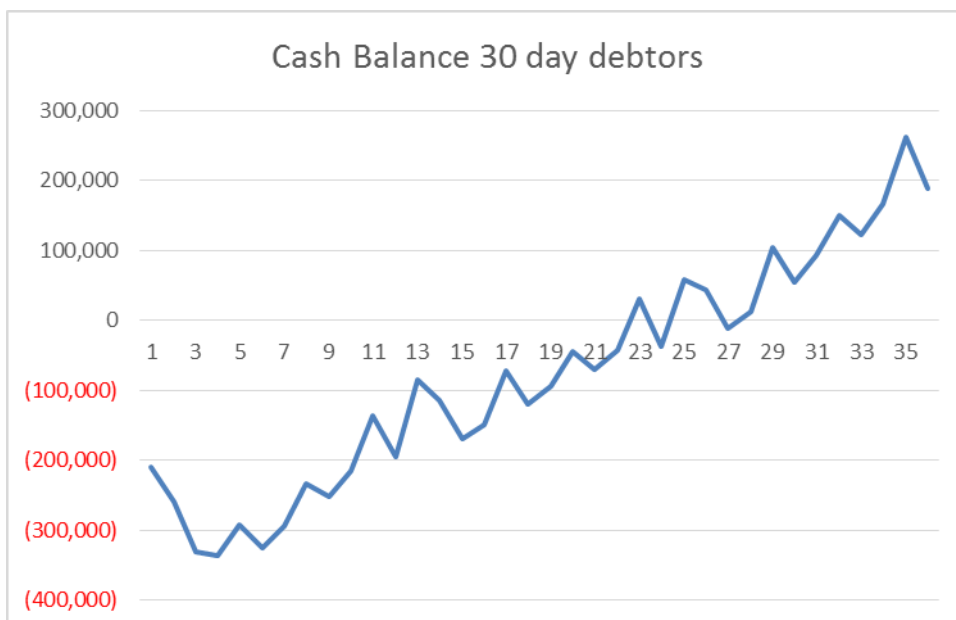
		2016/17	2017/18	2018/19	2019/20	Total
		<i>Actual</i>	<i>Budget</i>	<i>Budget</i>	<i>Budget</i>	
Materials Testing Service	Expenditure	506,386	579,037	546,037	546,037	2,177,497
Calibration Services		605,015	576,311	543,474	543,642	2,268,441
Archaeological Services		871,272	915,900	908,114	1,009,276	3,704,562
Business Hive		-	70,000	70,000	70,000	210,000
Total Expenditure		1,982,673	2,141,248	2,067,625	2,168,955	8,360,500
Materials Testing Service	Revenue	612,499	678,900	678,900	678,900	2,649,199
Calibration Services		549,009	523,100	524,123	525,167	2,121,399
Archaeological Services		903,449	901,900	938,250	1,057,632	3,801,231
Business Hive		-	75,000	80,000	85,000	240,000
Total Income		2,064,957	2,178,900	2,221,273	2,346,699	8,811,829
Year end Deficit / (Surplus)		(82,284)	(37,652)	(153,648)	(177,744)	(451,329)

1.5.3 Consolidated Cash Flow and Working Capital Requirements

This business case recognises that the cash flow of the company will be a significant area of concern. Based on the existing experience of the trading of the Joint Committee i.e creditor payment terms of 30 days and average debtor days of 60 days, the following cash-flow requirements would be necessary. With an allowance for contingency this means a potential maximum requirement of up to £550k in period 5 of operation.



The trading company will seek to offer incentives to customers with the aim of bringing debtors days down to 30 days which would mean the cash requirement would reduce to a maximum of £340k as set out below. A credit control policy was implemented earlier this year that has generated some success in moving the average debtor days below 60 days.



In reality the cash flow requirement should not reach this limit as the Joint Committee will control the credit terms it offers the trading company, significantly impacting the monthly outgoings. During initial trading the Joint Committee will be able to influence the cash flows to support the trading company and minimise the necessity to seek external sources of finance which in any case would be difficult to achieve given the

limited trading history of the company. The working capital requirement will therefore be managed through a combination of loans from the Joint Committee/districts and management of the credit terms between the two bodies.

1.6 Risk Management

A general risk assessment has been undertaken to cover all areas proposed to be within the LATC group. Each area of growth has also been subjected to a separate risk assessment which is set out in more detail in the business plans. The projected income figures have been risk assessed using the following criteria:

- Level of control
- Is the expansion in known or new markets
- Level of investment required
- Level of competition in the sector

SECTION 2

MATERIALS TESTING SERVICE

2.1 BACKGROUND

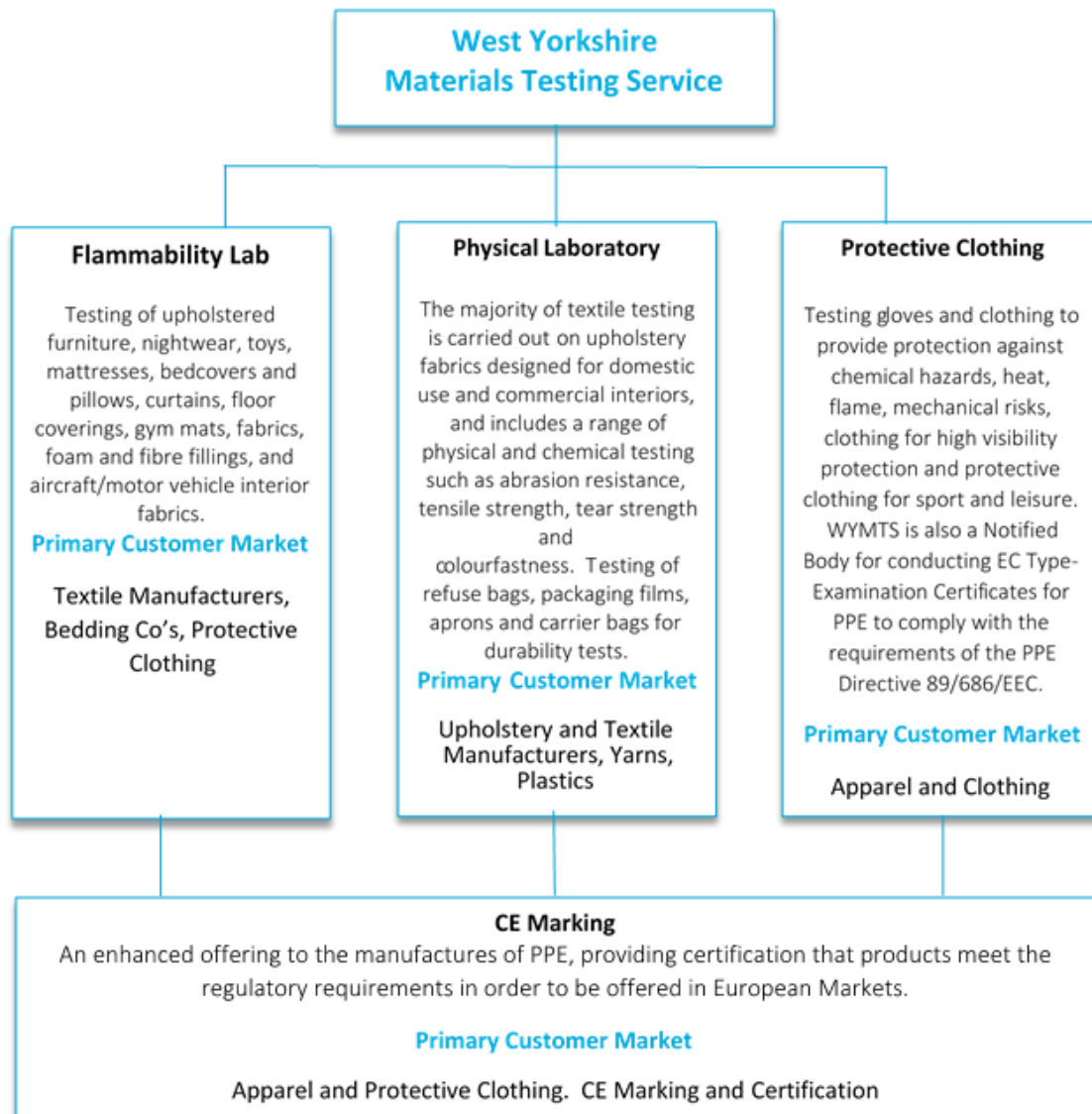
A detailed business plan has been prepared for the West Yorkshire Materials Testing Service (WYMTS) and is available to members as a background paper. However, a summary of key issues is provided here for the benefit of the overall business case to establish a LATC.

2.1.1 Sector and Services provided

The testing of materials is the measurement of the behaviours and characteristics of certain materials under various conditions ensuring that material under test complies with the relevant legislation and is safe for use by consumers, trade and industry. Materials can be wide ranging from everyday items such as upholstered furniture for domestics and commercial use, protective personal equipment (PPE), plastics to colour fastness on apparel. Manufacturers of such materials have a legal requirement and/or duty to ensure that materials meet the required specifications, carry the appropriate certification for the country of use and are labelled correctly. In the main, WYMTS core areas are textile tests for flammability performance of textiles and associated physical testing. WYMTS also have expertise in the testing of polythene film products, particularly sacks and bags for domestic, trade, garden disposal, and the disposal of clinical waste.

In 2008 the service was expanded to include PPE which has grown into a valuable area of the business. During 2015 this work dipped due to imminent changes in the PPE regulations which has led to customers deferring testing until the new standard is in place (expected in 2016). This situation is being monitored closely and although some of it has recovered it is not at previous levels. What it has demonstrated is that the work can be cyclical and understanding of the market is clearly important in managing the risks associated with trading.

WYMTS has a varied customer base which includes a range of international clients. The range of services can be summarised as follows:



2.2 SWOT ANALYSIS

The strengths, weaknesses, opportunities and threats of the business are summarised in the table below:

Strengths	Weaknesses
<ul style="list-style-type: none"> • A long standing reputation built on expertise and integrity via good client relations and knowledgeable experienced staff; • Value added consultancy, guidance and support on appropriate testing and results; • Client visits to laboratory to view facilitates and observe analysis; • Association with West Yorkshire Trading Standards, unbiased approach to analysis; • Fast turnaround upon request; • Expert witness available if required. • Staff members who sit on the committees of governing bodies 	<ul style="list-style-type: none"> • Time taken to train new staff in highly demanded test methods; • Turnarounds suffer when training needs to take place; • Lack of staff cover on a number of tests split across sub groups for holidays, sickness and general leave; long term staff sickness. • Unable to compete on quick turnaround times for specific sectors e.g. apparel/clothing; • Clients becoming more price sensitive, time bound and knowledgeable on testing; • A number of tests are loss leaders

	<ul style="list-style-type: none"> ICT Infrastructure still needs improving following the move to the new service provider;
Opportunities <ul style="list-style-type: none"> Greater use of IT on certain tests to increase turnaround; New online activity and website should drive traffic; New equipment installed has increased Hi Vis testing; Increasing abrasion testing capacity could lead to additional income; Extending PPE offering once new equipment (charge decay) is commissioned; Opportunities in aircraft and automotive sectors could provide new income streams; Increased capacity in flammability testing e.g. mattresses and seating. 	Threats <ul style="list-style-type: none"> Potential reductions in income generation from: <ul style="list-style-type: none"> changes in cigarette & match testing; growing amount of internal checks and auditing; change in usage of plastics sacks/bags by LA; Staff turnover; Lack of local authority funding (trading stds); Some equipment is coming to the end of its useful economic life Changes in legislation may leading to new technologies and therefore new equipment.

2.3 PEST ANALYSIS

Carrying out a pest analysis provides an insight into market attractiveness and highlights key areas in the macro environment.

Political <ul style="list-style-type: none"> Government policy around budget strategies impacting local authorities and therefore the requirements of WYJS and committee members. Freedom to trade under a subsidiary would elevate any current trading restrictions. However may result in taxation issues. Changes in current legislation relating to labelling, fibre content, Country of Origin, care instructions and flammability: Textile and Clothing (EU) No. 1007/200, Furniture and Furnishings (fire safety) Regulations 2010; The impact of Brexit will impact on the services provided as some of this e.g. PPE Testing is based on EU legislation. <p>Note: changes in PPE are happening in April 2017 will mean additional accreditation is required, it is also likely to present an opportunity as existing product certs will not be compliant.</p>	Economical <ul style="list-style-type: none"> WYMTS trades internationally. Trading currency is sterling, however any change could impact on client spend and profitability. Known economic challenges and pressures resulting in some organisations reviewing budgets and minimising testing if possible. Industry cycles are experienced due to recurring testing/certification which are time bound (also has variation) Different legislation between products for domestic use and commercial. Economic issues around low level interest rates and impact on the nature of funding and/or capital borrowing requirements.
Social <ul style="list-style-type: none"> Consumer trends are such that some customers are aware of legislation and safety issues, particularly for products used commercially and therefore seek reputable manufacturers. 	Technological <ul style="list-style-type: none"> The rate of change is slow generally, the advancement in technology are around technical textiles - a high growth area as manufacturers strive to achieve better performance in abrasion, strength, weight

<ul style="list-style-type: none"> • Consumers for domestic or personal use are thought to be less aware or concerned and as a result buying behaviour can be more price sensitive. • Other demographics such as lifestyle choices and age are not generally of direct concern to WYMTS, changes in fashion and current media influences such as movies can result in an increase in product testing, mainly seen from a consumer safety perspective. 	<p>and protectiveness.</p> <ul style="list-style-type: none"> • Centres of excellence being developed which focusing on research and development as well as standard setting • Audit and costs of accreditation; • Financial implications of new equipment/ old equipment. Specialist nature of tests
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2.3.1 Measures to manage SWOT and PEST

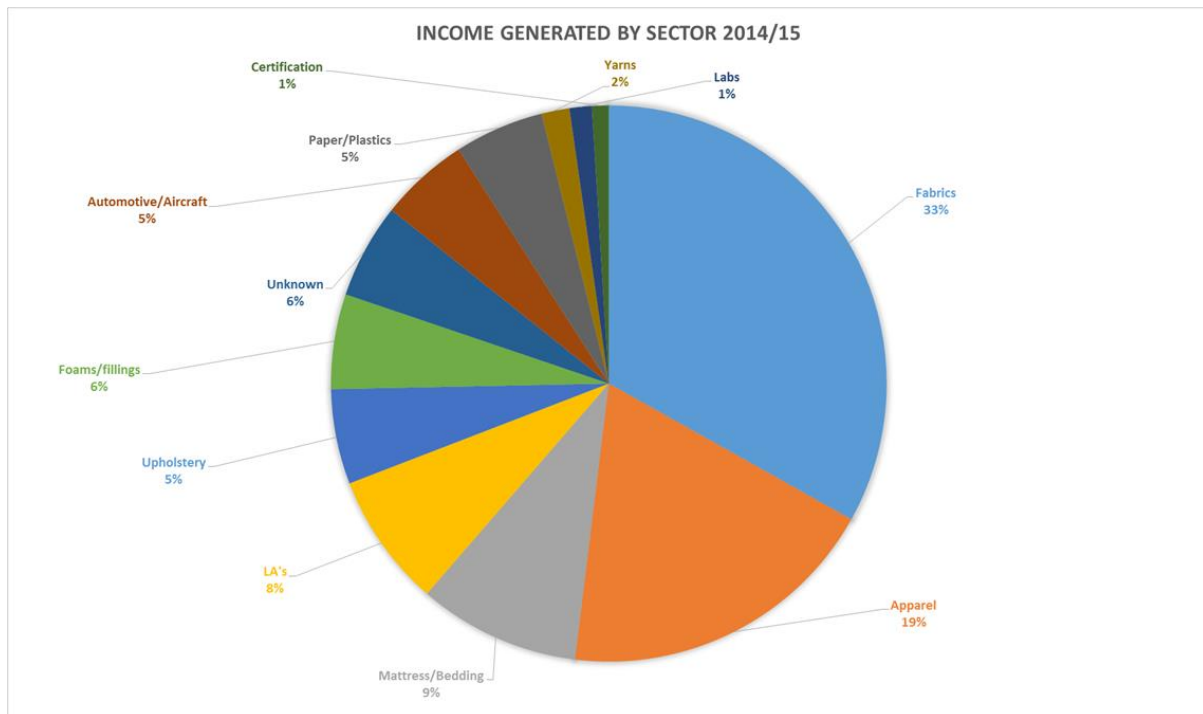
Protecting the reputation, relevant accreditations and retaining the association with West Yorkshire Trading Standards are fundamental to protecting this strengths of WYMTS, as is the achievement of the required turnaround times and maintenance and growth of existing levels of expertise.

Regulation, and changes in the political arena are areas that could influence business level decisions, particularly as imminent changes in legislation are likely to increase the demand for testing in PPE while conversely reducing demand for flammability (cigarette and match) testing. Whilst in some instances these issues are outside the control of the service, every effort is required to keep abreast of any developments and to approach them in a proactive manner.

Many of the existing team members are associated with various UK and EU associations who govern and set the industry standards meaning they are well placed to influence the sector and remain informed of changing priorities.

2.3.2 Target market and competitors

The current customer base is dominated by fabric and apparel manufacturers as identified below. All sectors are governed by EU directives for the European markets and, as a result, producers have a preference to have products tested by a UKAS accredited laboratory in the country of use.



The fabric sector is highly competitive with most textile firms manufacturing overseas (hence the reason for the global client base) as barriers to entry are much lower and industry clusters have been formed. Despite this, most of the design and sales remain in the UK and focus is increasingly drifting towards high value, design-led and knowledge intense products. Key areas in this sector for WYMTS are upholstery for the domestic and commercial furniture markets.

Testing in the apparel sector is mainly around aspects of personal protective clothing (PPE) using technical textiles, a term used in industry to describe textiles that fulfil technical requirements in order to better perform whereby manufacturing techniques seek innovation and versatility. A key area therefore is targeting the manufacturers of PPE apparel.

Markets where there are opportunities include the bedding sector (mattresses) and textiles used in automotive and aircraft interiors. Some work has been done to develop links with Huddersfield University who have a strong textile base, and some shared working is being developed, along with some access to a number of their partners/customers.

Generally, competitive rivalry is considered fairly strong and there is an abundance of other textile testing laboratories offering services at low prices and operating on fast turnaround times. Clients recognise that the work provided is in relation to a niche market where we provide technical expertise. Clients initially look for value for money, but often WYMTS find customers are willing to pay a premium rate for a fast turnaround time. Most of the textile laboratories compete across the board and offer very similar services resulting in the high level of competition. It is not uncommon for WYMTS to receive samples on occasions from its competitors when they are unable to carry out a particularly test.

2.3.3 Charging policy

The current pricing structure is historical and based on a market rate where annual price increases are applied to a rate schedule which in turn is submitted to all customers at the beginning of the financial year. A number of customers enjoy a discount, however this is only for bulk or frequent submissions.

Though this method could be considered a traditional approach, it has created customer loyalty, which is demonstrated by the top twenty highest value customers who continue to spend year on year. In instances where a decrease in submissions or spend takes place, the Service Manager seeks to rationalise any discount structures in place.

Work is ongoing to ensure that the pricing structure is reflective of the actual cost of testing and is appropriate given the overheads faced and the market conditions.

2.4 FINANCIAL PROJECTIONS

Individual financial forecasts have been compiled within the business plan which has since been subject to the revisions set out below. In summary, the last 3 years revenue and expenditure, plus the next 3 projected are as follows:

Materials Testing Service	2014/15	2015/16	2016/17		2017/18	2018/19	2019/20
	<i>Actual</i>	<i>Actual</i>	<i>Actual</i>		<i>Budget</i>	<i>Budget</i>	<i>Budget</i>
	<i>£,000</i>	<i>£,000</i>	<i>£,000</i>		<i>£,000</i>	<i>£,000</i>	<i>£,000</i>
Total Expenditure	525,131	518,202	506,386		579,037	546,037	546,037
Total Income	664,281	585,196	612,499		678,900	678,900	678,900
Contribution to/(from) reserves	63,750	(2,500)	-		-	-	-
Year End Deficit/(Surplus)	(75,400)	(69,494)	(106,113)		(99,863)	(132,863)	(132,863)

WYMTS has consistently contributed to JSC reserves, as evidenced above, and the financials for this service are based on a combination of analysis of historical trading figures and patterns, cost centre analysis and current staffing levels. Cash flow projections have been compiled and for WYMTS there is a maximum working capital requirement of £120k, (including shared set up costs of £33k).

2.4.1 Growth Projections

In addition to the forecast year end surplus or deficit growth plans have been developed in each of the commercial areas. The forecasts for WYMTS are supported by a tactical implementation plan that sets out the background to the markets and the strategies that will be employed to realise the growth potential including a detailed action plan that will be reviewed regularly to monitor progress.

2.4.2 Risk rating

The anticipated levels of growth have been assessed against risk criteria based on:

- Level of control
- A focus of re-connecting with customers
- The reliance on generating capacity through Business Process Re-engineering (BPR)
- Upskilling all Technologists and Technicians
- Level of competition in the sector

2.5 RESOURCE REQUIREMENTS AND INVESTMENT

Staff and equipment will be loaned by the JSC to the Company at full cost recovery rates to ensure that there are no state aid issues.

Equipment requirements are modest however there is equipment in the laboratory that is coming to the end of its economic useful life. There is demand to increase physical capacity in the Flammability Lab and recent investment of £1,500 has been made to install a new flowmeter. The growth targets included in this business case provides more details on where this increased flammability work will come from. Much of the investment requirements will depend upon how much new work is generated and whether any alternative working arrangements can be implemented to increase equipment utilisation. Some feasibility work has been undertaken to scope this out in terms of location and cost. If the company requires additional space, WYJS has vacant floor space that can be adapted to accommodate this additional demand. It is estimated that this work can be undertaken (at a cost of between £10-15k) and costs recharged to the company either as a one-off cost or on the basis of increased recharges over a fixed period of time. The exact nature of these transactions will depend upon the timing (i.e. pre or post creation of LATC) and other considerations such as cash flow and the tax position.

2.6 RISK REGISTER

Risk	Controls	Actions Required	Current Risk Assessment			Risk owner
			Probability	Impact	Overall Risk Score	
Availability of qualified and experienced staff following high turnover rate in recent years	A service review was undertaken during 2016/17 which implemented a new structure.	A skills matrix and review of the performance of staff is currently being undertaken to ensure that they are working at the correct level. Personal Development Plans (PDP's) are now being developed for all staff to ensure that sufficient training and opportunities are provided in support of the business strategy.	Medium	Medium	Medium	Materials Testing Manager
New legislation and standards	Managers participate in the UKTLF. BSIF & BSI Committees and are aware of legislative changes	Ensure that we are aware of potential changes in legislation via networking, speaking to customers or update we receive.	Low	High	Medium	Materials Testing Manager and Senior Technologist
Equipment is old and needs replacing	A capital programme is in place and	A review of current equipment needs to be undertaken to assess asset	Medium	Medium	Medium	Materials Testing Manager

	funding is available through prudential borrowing	utilization and expected useful life. From this business cases for any items required need to be prepared.				
Competition within the sector.	Materials testing has a long standing and good reputation in the sector.	Continue to attend conferences, review website and marketing collateral and continue to develop links with customers and other stakeholders.	Medium	Medium	Medium	SLT and Materials Testing Manager

2.7 SUMMARY

The business plan for Materials Testing builds on a strong service which has grown consistently over recent years. Initially there must be a period of consolidation to ensure that this is sustainable, including recruitment and training of new staff as well as cross-skilling others.

Further market research needs to be undertaken, but there is evidence to show that further growth is feasible. Investment levels are reasonable as some equipment is currently running under capacity and new equipment needed is of a relatively modest cost. Workloads will be monitored as it is important to recruit new staff at the right time if new work is to be secured and then delivered without impacting on performance.

SECTION 3

CALIBRATION SERVICES

3.1 BACKGROUND

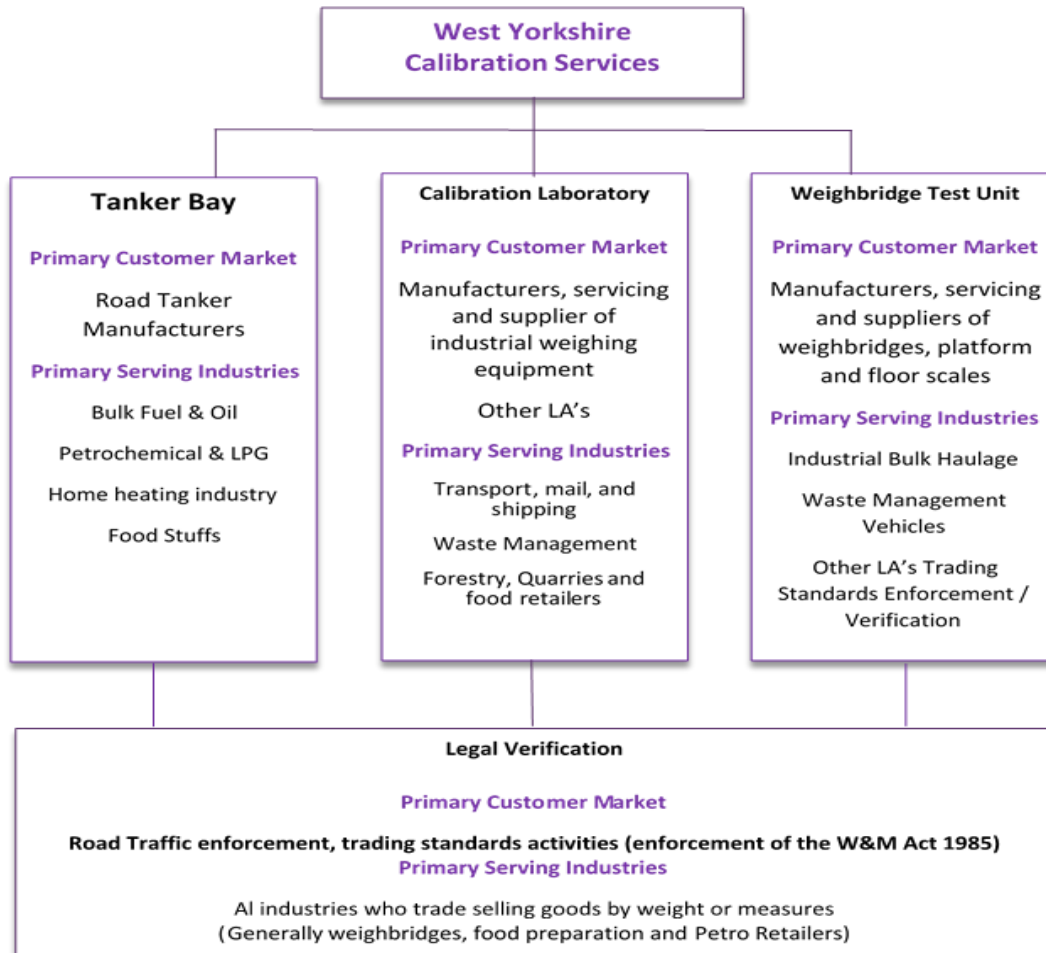
A detailed business plan has been prepared for the calibration service and is available to Members as a background paper. Similar to Materials Testing a summary of key issues is provided here for the benefit of the overall business case to establish a LATC.

3.1.1 Sector and Services Provided

West Yorkshire Trading Standards Calibration Services (WYCS) has evolved out of the Local Trading Standards Weight and Measures Authority function which is responsible for enforcing the provisions of the Weights and Measures Act 1985, and associated legislation. This Act contains provisions which permit such enforcement bodies undertaking and providing additional calibration and legal verification services for which fees can be levied.

WYCS operate in the weights and measures sector where industry relies on the use of many different weighing or measuring techniques in order to ensure that the mass, length or volume of the goods that they produce and supply are accurate and correct. The current legal framework lays down requirements for both the weights and measures equipment used for trade as well as goods sold by weights or measure. As such, the industry has a legal duty to make certain the accuracy, reliability and fairness of weights and measures confirming that the products being produced, sold and purchased are in the correct weight or measure.

The service offers a wide range of calibration and verification services to a local, national and international customer base. In addition, various pieces of specialist weighing or measuring equipment are made available for hire to industry. In summary the service offering is as follows:



3.2 SWOT ANALYSIS

The strengths, weaknesses, opportunities and threats of the business are summarised in the table below:

<p>Strengths</p> <ul style="list-style-type: none"> • Asset rich laboratory with a wide scope UKAS approval for mass calibration • Distance of comparable LA calibration units • Association with Trading Standards and local authorities • Connections with Regional Notified Bodies and Notified Body Status (MID) for Tanker Bay and Legal Verification • Association and influences at a national level with industry and government bodies. • Breadth of knowledge and experience of staff. 	<p>Weaknesses</p> <ul style="list-style-type: none"> • Slow/subdued economic growth, change in government, continued austerity • Squeezing profits and challenges for suppliers to the supermarket chains • Demands on cheaper methods of mail and shipping sectors • Large number of fragmented sectors requiring calibration resulting in weak distribution channels 'all things to all people'
<p>Opportunities</p> <ul style="list-style-type: none"> • Change in government, increased infrastructure projects resulting in heightened activity in construction, bulk 	<p>Threats</p> <ul style="list-style-type: none"> • Changes in associated legislation for W&M or scope that WYCS can cover, any deregulation by changes in government

<ul style="list-style-type: none"> haulage etc. Increased forward orders for tankers in bulk fuel. Acquisition activity within customer base, opportunity to explore chemical and food tankers Innovation in supermarkets in self checkout systems Innovation in petrol forecourts 'pay at pump' service National research e.g. milk collections Advances in technology could provide new areas of work, i.e. On-board weight systems Other changes in legislation in indirect industries e.g. SOLAS. 	<p>policy around W&M</p> <ul style="list-style-type: none"> Customers with global operations at risk of changes in UK and European subsidiaries Mild winters reducing demand for home fuel and oil. Increasing/decreasing fuel prices, PWC reports the number of HGV on the roads is declining Any changes on legislation in indirect industries Brexit and impact on EU Regulation and enforcement remit.
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3.3 PEST ANALYSIS

As in most cases completing a pest analysis has identified key areas in the macro environment that may impact on business decisions, and sets out market attractiveness:

<p>Political</p> <ul style="list-style-type: none"> Government policy around budget strategies impacting local authorities and therefore the requirements of WYJS and committee members; Freedom to trade under a subsidiary would elevate any current trading restrictions, however may result in taxation issues; Changes in current legislation relating to: MID – This directive was replaced in April 2015 with a new Directive 2014/32/EU impacting on how a range of equipment types are tested; Non-Automatic Weighing Instruments Directive was replaced in April 2016 with the new Directive 2014/31/EU Political moves regarding the review of enforcement around weights and measures. 	<p>Economical</p> <ul style="list-style-type: none"> Known economic challenges and pressures resulting in some organisations reviewing budgets and minimising testing if possible; Industry cycles are experienced due to the recurring testing/certification which are time bound but are more related to the date of original calibration or install rather than seasonal aspects such as weather forces; However, particularly harsh or mild winters do affect the customers operating in the gas and oil sectors, in turn impacting on the tanker calibration bay in either increasing or decreasing demand of new tanker orders; Economic issues around interest rates and borrowing are relatively low level due to the nature of funding and/or prudential borrowing from the authorities.
<p>Social</p> <ul style="list-style-type: none"> Demographics of consumers do not have a direct impact on the service in general terms. However, some changes in buying behavior's may impact eventually. E.g. demand for self service weighing machines increasing orders from WYCS customers who operate in the retail weighing machine sector. 	<p>Technological</p> <ul style="list-style-type: none"> Though equipment in this sector is technologically advanced, WYCS do not generally experience challenges in innovation; Developments in calibration equipment by scale manufacturers as result of market forces require new test methods to be

<ul style="list-style-type: none"> • In the main, consumers who are the end beneficiaries of the W&M Act are not always aware of finer detail around legislation but act if they feel goods are not being weighed or measured correctly, particularly where it impacts on pricing. • Retailers, self verifiers, other calibrators and those who buy and sell in weight, volume and measure are more likely to be aware of legislation, and any changes could change their buying patterns • Similar to WYMTS other demographics such as lifestyle choices and age are not generally of concern. 	<p>established.</p> <ul style="list-style-type: none"> • Advancements in industry and alternative uses to existing equipment influence how the service would be able to test and verify certain pieces of equipment. • Short of diversifying into other areas of specialist calibration (e.g LPG tankers, pressure gauges), and test methods are established technological advances are slow in the main.
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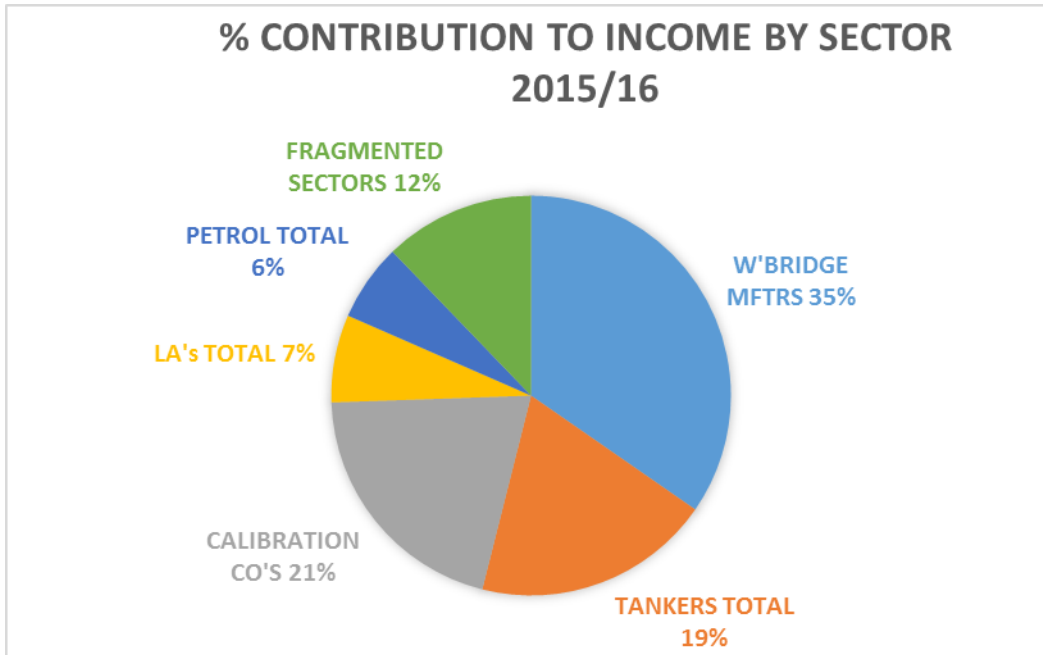
3.3.1 Measures to manage SWOT and PEST

The introduction of self-verifiers some years ago has been the greatest threat in recent times. WYCS customers also have a high regard for the level of experience and expertise of staff. Increasing capacity is an area high on the agenda in terms of developing the business from a weakness to an opportunity and then strength. Some of the challenges in capacity are linked to customer demand, however others relate to manual methods in internal processes. Plans are being developed to implement a service database to remove duplication and bottlenecks and generally improve the performance by providing accurate and timely management information.

The service has adapted to the Measuring Instruments Directive (MID) that came into force in April 2016 it affects how a range of equipment is tested and the status of the notified body that WYCS operates under. The Service Manager sits on the UK expert panel of weights and measures who's role it is to deal with any technical issues for local authorities providing guidance and advice on matter arising. In addition, the panel is at the forefront of reviewing implications of any forthcoming changes in legislation or standards that could affect the testing of weighing and measuring equipment.

3.3.2 Target market and competitor analysis

Business analysis has identified that most of the weights and measures that pass through the laboratories are from other organisations or private companies who also operate in the calibration sector, therefore classifying WYCS as a servicer to the calibration trade and an enforcer of the Weights and Measures Act 1985 through legal verification work. This has remained consistent over the past five years.



Competition in the calibration sector varies depending on the area of metrological work being examined. Equally, as the current customer base is made up of other calibration firms, the direct competition narrows somewhat. As one of the main customer requirements is a UKAS accredited lab associated with the local enforcer of the Weights and Measures Act, a sample of direct competitors has been identified and analysed for each of the sub groups. This includes a number of local authority trading standards services and a small group of private businesses used as a comparison to WYCS.

Within the calibration laboratory the largest area of work is the calibration of weights of varying accuracy and size. Competitor analysis showed that the National Measurement Office (NMO) is the only lab whose UKAS scope exceeds that of WYCS. Kent, Tyne & Wear and Norfolk have some scope for M1, E2 and E1 weights, however, these mass values are not considered to be of any significant value and demand for these is low. In comparison to the number of working standards laboratories (LA's for mass and volume) WYCS is well placed for scope and has an advantage over many of the competitors.

Some private companies have limited scope and, with the exception of high mass, only European Instruments holds the same scope as WYCS.

Only Kent and NMO are UKAS accredited for high mass calibrations the same as WYCS. It is understood that WYCS are the only facility whereby a full set of high mass weights (typically the weighbridge test unit) can be stored within the test laboratory facilitating a faster turn around time.

The business analysis process has identified several areas where WYCS has gained competitive advantage in a number of sub group areas, as listed below:

- The breadth of scope as a UKAS accredited laboratory
- The customer added value of being integral to Trading Standards
- Notified Body Approval for Yorkshire and Humber (MID)
- Only LA with authorised personal to undertake initial MID verification in bulk fuel measuring systems for the Yorkshire & Humber Notified Body.
- Geographical location for both the tanker bay and WBTU.
- The ability to provide a one stop shop and initial verification service for all makes and models of tankers

3.3.3 Charging Policy

For some years WYCS has had a pricing strategy that is a) an incremental annual price increase (generally 2%) and b) arrived at by using recommended rates that were historically taken from the LACORS (Local Authority Coordinating Body for Regulatory Services) guide, which has now been superseded by the Association of Chief Trading Standards Officers guide, based on an hourly rate.

In terms of price setting for the industry this appears to be driven by individual operators rather than market forces and that is to be expected in low value commodities or where high levels of competition exist. WYCS seeks to adopt a pricing strategy that is built on a value proposition.

Work is ongoing to ensure that the pricing structure reflects the actual cost of testing including overheads and market conditions.

3.4 FINANCIAL PROJECTIONS

Individual financial forecasts have been compiled within the business plan for WYCS which was drafted in 2015/16. A review of all growth targets has recently taken place resulting in the latest forecasts for the current and following three years:

Calibration Services	2014/15	2015/16	2016/17		2017/18	2018/19	2019/20
	<i>Actual</i>	<i>Actual</i>	<i>Actual</i>		<i>Budget</i>	<i>Budget</i>	<i>Budget</i>
	£,000	£,000	£,000		£,000	£,000	£,000
Total Expenditure	526,817	516,629	605,015		576,311	543,474	543,642
Total Income	432,841	454,744	549,009		523,100	524,123	525,167
Contribution to/(from) reserves	-	-	-		-	-	-
Year End Deficit/(Surplus)	93,976	61,885	56,006		53,211	19,351	18,475

Until recently WYCS was a subset of the West Yorkshire Trading Standards Service and as such a separate cost centre analysis is not provided for years previous to 2014/15. Income levels have been reasonably static over a number of years and in

preparing future forecasts much work has been done around the level of resources required to service the income. Financial performance in the current year is encouraging and the latest information is available in monitoring reports to the Joint Committee.

It should be noted that the financial figures above exclude the district funding (currently £65k) received to offset expenditure in relation to statutory duties including legal verification services.

Cash flow projections have been compiled and for WYCS there is a maximum working capital requirement of £185k, (including shared set up costs of £33k).

3.4.1 Growth Projections

The growth forecasts for WYCS are supported by a tactical implementation plan that sets out the background to the markets and the strategies that will be employed to realise the growth potential including a detailed action plan that will be reviewed regularly to monitor progress.

3.4.2 Risk rating

However, as with Materials Testing, the anticipated levels of growth have been assessed against risk criteria based on:

- Level of control
- Further work required for proof of concept on the PAC schemes
- Is the expansion in known or new markets
- Level of investment required
- Time and route to market
- Any existing offerings and competition in the sector

3.5 RESOURCE REQUIREMENT & INVESTMENT

Business cases have been approved for the acquisition of a new WBTU trailer and 2 mass comparators to replace aged and failing existing equipment. Although there are no other imminent areas of significant investment, the WYJS capital programme has highlighted a number of other ageing pieces of equipment that may require replacement in the medium term. As with the other services the exact nature of any investment transactions would depend upon cash flow requirements and the tax position.

3.6 RISK REGISTER

Risk	Controls	Actions Required	Current Risk Assessment			Risk owner
			Probability	Impact	Overall Risk Score	
Reliance in some areas on a few main customers	Responsive and flexible to our customers' requirements	Ongoing conversations with customers, regular meetings, review existing terms and consider longer term agreements and added value to tie customers in.	Med	Med	Med	Metrology Manager
Changes to legislation can impact disproportionately on income and in the longer term there are likely to be some reforms as a result of Brexit.	Participate in national forums to ensure we are aware of changes in advance	Review the market and any further legislative changes.	Med	Med	Med	SLT and Metrology Manager
Equipment in some cases is very expensive eg WBTU	Capital programme is in place.	Review existing assets and utilisation rates. Prepare a list of what requires replacing linked to business cases and resourcing through reserves and prudential borrowing.	Med	High	High	Metrology Manager

Areas identified for growth are largely private sector and not ones where we have much experience	Business plan and tactical implementation plan are now in place showing areas where we need to grow.	A marketing and communications manager post will provide some support and expertise to penetrate new markets.	Med	High	High	Metrology Manager & SLT
Current review of TS nationally could lead to changes around delivery responsibility for metrology services	Senior officers are discussing implications with relevant government departments.	Ongoing consultation and ensuring that we are aware of developments.	High	Med	High	SLT and Metrology Manager
Inefficiencies and duplication of effort due to the manual system for booking jobs.	Minimal at present.	Procurement of a CRM system to be considered as part of the ICT strategy.	High	Med	High	SLT and Metrology Manager
A new qualification framework is under consideration which could impact on the ease in which the service can recruit. train qualified officers in the future	Ensure that we are fully aware of the proposed changes and engage with any opportunities to influence the outcome	Continue to monitor and engage with CTSI during the consultation and implementation of the new qualification framework	Med	Med	Med	SLT and Metrology Manager

3.7 SUMMARY

This service grew out of statutory legal metrology but the business plan shows that the private sector values the services provided by WYCS and the connection with the regulatory service. The added value of WYCS is the range of services it provides, its physical location and the expertise of the staff involved. The range of services and expertise must be protected through careful monitoring of budgets, staff training, monitoring of markets and close working relationships with customers. If this is achieved, then there is exciting potential to deliver growth.

The financial projections are based on ambitious growth plans underpinned with a stable primary level of income derived from historical revenue streams. Last financial year (15/16) the service was reviewed and a new organisational structure was implemented. This has proved successful to date as the service has seen an improvement in operational management, attracted some new clients and reviewed others in terms of service level agreements.

Whilst the service is currently delivering a surplus, looking forward a positive financial return is heavily dependent on extra capacity being gained through various 'Business Process Re-engineering' improvements, some of which have already been undertaken and some of which still need to be implemented using IT to gain efficiencies.

It is also anticipated that in order to meet its growth plans over the three year period a further review of staffing resources will need to be considered. The nature of much of the work brings particular issues around statutory qualifications and accreditation in a market place where attracting the right people is becoming increasingly difficult. Serious consideration will need to be given in addressing this issue should the current increase in work continue

SECTION 4

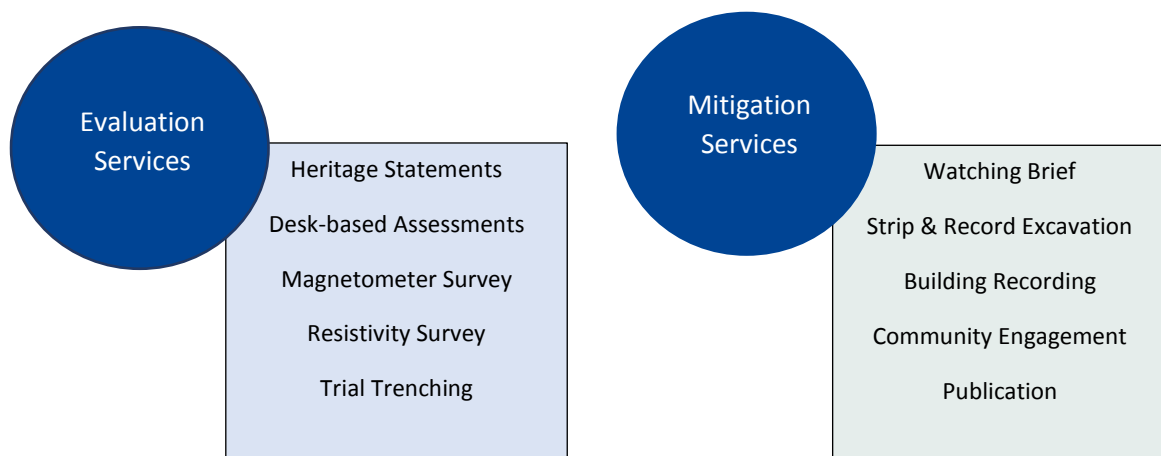
ARCHAEOLOGICAL SERVICES

4.1 BACKGROUND

As with the other services a comprehensive business plan has been developed for Archaeological Services (ASWYAS) and similarly is available to Members as a background paper. A summary of the key issues is provided here for the benefit of the overall business case to establish a LATC.

4.1.1 Sector & Services provided

The service provides both pre and post-planning services, commonly known within commercial archaeology as Evaluation Services, and Mitigation Services, as detailed below. Evaluation services determine the presence or absence of archaeological remains within a specific area, the results of which are usually required before a planning authority determines the application. Mitigation Services, which typically occur in response to a Local Authority brief, are designed to satisfy an archaeological condition attached to planning approval. In some cases it may be necessary for developers to commission archaeological work before development to evaluate the site, or during development to mitigate archaeological conditions, in accordance with the government guidance on the National Planning Policy Framework. If evaluation services have been carried out and the results are included in planning applications, it demonstrates to the local authority curator that archaeology has been considered pre-planning.



When a client employs one of the services noted above, with the exception of desk-based assessments, there is usually some kind of field work whereby a member of staff would visit the site and in its simplest form would carry out a number of activities to record and gather data relating to for archaeological features and deposits. These data sets are assessed, analysed and interpreted back at the office. Information is

then compiled into a report which is typically the final product presented to the client. Desk-based assessments, an office-based assessment of existing written, graphic, photographic and electronic information already recorded by ASWYAS or other organisations, such as local Historic Environment Record offices, archives and local studies libraries, are again presented in a report format to a client.

As ASWYAS operates in a commercial arena, clients are mainly other businesses, publicly managed or charitable organisations. By definition these customer groups are seeking value for money through competitive pricing, products and services that comply with the planning condition or conditions and are delivered in a timely manner. The ultimate aim from a client’s perspective is to have the condition signed off and the constraint lifted allowing the next stage of the development to commence.

4.2 SWOT ANALYSIS

The strengths, weaknesses, opportunities and threats of the business are summarised in the table below:

Strengths	Weaknesses
<ul style="list-style-type: none"> • Established long standing service with a well-regarded reputation. • Specialist knowledge and skills. • A wide range of services. • Established contractor. • Strong links and involvement in local sites (Kirkstall Abbey & Pontefract Castle). • Flexible and adaptable service to clients. • Flexible workforce with ability to reach most locations nationwide. • Registered Organisation of Chartered Institute of Archaeologists. • Contractors Health & Safety Assessment (CHAS) accredited. • Specialist equipment e.g. Cart Based Magnetometer. • Growing public profile & social media presence. • Marketing plan and business development in place. • Embracing new ways of doing things through BPR. • Fast turnaround of post excavation analysis and reporting to clients. • Willing staff able to cross skill to get the job done. • Commended by our clients for prompt and timely communications. 	<ul style="list-style-type: none"> • Generally a low paid career with few opportunities for career progression. • Recruitment from a small pool of professionals. • Little knowledge of current operating position of competitors. • Small customer base although work is ongoing to expand this. • Lack of CRM system to facilitate customer analysis and client liaison. • Insufficient scrutiny of profitability (related to data accessibility issues).

<p>Opportunities</p> <ul style="list-style-type: none"> • To expand public profile. • To establish a greater understanding of customer needs. • Market services in new areas. • To understand direct competitors and monitor where possible. • BPR, making use of technology. • Make use of social media as a PR tool. • Closer relationships with clients provide opportunities to procure work by making minor price adjustments, or reacting more quickly than our competitors. 	<p>Threats</p> <ul style="list-style-type: none"> • Sometimes undercut by competitors. • Economic/political uncertainties – Brexit. • Turnover of staff seeking better paid / better career prospects and an inability to recruit well-qualified replacements. • Tendering with no allowance for unforeseen circumstances. • Very physical job, puts pressure on staff. • HERs not having time to put constraints on planning conditions on every project that needs one due to shortage of staff (i.e. only applications of significance are reviewed). • Changes in any planning legislation.
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4.3 PEST ANALYSIS

As in all cases completing a pest analysis has identified key areas in the macro environment that may impact on business decisions, and sets out market attractiveness:

<p>Political</p> <ul style="list-style-type: none"> • May 2016 Queen’s Speech “archaeology is responsible for unnecessary delays to housing development”. • Affordable housing schemes and government funded help to buy schemes have been extended by another year. • The New Homes Bonus ends 2016/17. • Brexit uncertainty surrounding large infrastructure projects. • Propaganda around the HS2. • Deepening cuts in local authority budgets. • Changes in political leadership, affecting WYJS on a regional level. 	<p>Economical</p> <ul style="list-style-type: none"> • UK economy grew by 2.2% in 2015, and the construction industry grew by 3%. • There are signs of economic improvement. Brexit has delayed only one of our projects to date. • Projected growth for 2017 of 3.4% • The housing, commercial and civil engineering sectors all showed signs of accelerating growth; • House prices have risen by an average of 9.5% in 2015/16, but are predicted to fall in 2017/18. • Lending to commercial and residential markets impacts on land development.
<p>Social</p> <ul style="list-style-type: none"> • Unemployment at an all time low, with construction industries struggling to recruit. • Increasing ‘competition’ for volunteers. • Wages increase by 2.9% 2015/16. • Ageing population and development of retirement villages predicted. • First time buyers were at record low in 2015, 8 out of 10 require financial assistance from family. • The housing demand and changes to 	<p>Technological</p> <ul style="list-style-type: none"> • As the dependence upon IT increases so has the advances in technology not only from an industry perspective but from a heritage perspective. • The use of social media as a tool to reach sector professionals and heritage interest groups. • Video streams and cameras of live archaeological sites. • Equipment quickly being overtaken by advances in technology. • The use of new technology to reduce staff time.

<p>buying patterns.</p> <ul style="list-style-type: none"> • Increased knowledge and understanding of heritage as a CSR tool, generating PR. 	
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4.3.1 Measures to manage SWOT and PEST

In the SWOT analysis, weakness are being addressed through operational changes as a result of a staffing restructure and a reduction in the office space used by ASWYAS. Turnaround times and staff morale have seen a significant improvement as a series of formal and informal training sessions continue to ensure that all staff have reporting expertise. Upskilling on software applications has taken place and generally a culture of being more proactive and being a forward thinking service is emerging.

Regular communications and one to one client meetings have taken place. Re-engaging with various client groups has helped in understanding their needs as well as gathering market intelligence. A monthly review of client communications has been established.

ASWYAS now have a social media presence with a growing number of followers. Training has been undertaken to help effective communication with clients and to aid recruitment.

In addition, links with Bradford University, Sheffield University, York and Leeds University are being formed to keep abreast of sector developments as well as forging relations with potential employees of the future. We have recruited casual or core staff from all four universities over the last year.

4.3.2 Target markets and competitor analysis

Competition in the commercial archaeology market is considered to be strong, with competitors selling at low price points. Some comment that this has a significant effect on the quality of the end product, while others would argue that this is a misnomer, as clients are generally looking for value for money. Developers in a commercial setting are forced into employing ASWYAS' services as a direct result of an archaeological condition and therefore price is their main driver, whereas other client groups such as consultants or curators have an interest in the quality of the field work and reports, yet they can be non-paying stakeholders.

Internally ASWYAS has conducted market research compiling information on direct competitors with data gathered from the tender schedule and from conversations with the South Yorkshire & West Yorkshire curators, the Archaeology Data Service

website and online research. This suggests that there are three main competitors operating in this region all offering something a bit different to each other and to ASWYAS. The limited feedback received from customers and analysis of tenders won by ASWYAS shows there is not a lot of difference on prices and quality. Often a determining factor is the availability to start within tight timescales.

This is largely why the staffing structure has been developed into small teams, based on operational fieldwork, with staff who are able to move between geophysical and excavation services to maximise utilisation and be able to meet customer deadlines. As work increases, it will be relatively easy to replicate these modular teams to take on extra work at minimal cost as the overall management structure and overheads will remain largely unchanged.

4.3.3 Charging Policy

In terms of price setting, this is driven by market conditions and in response to tender submissions.

4.4 FINANCIAL PROJECTIONS

Financial forecasts for ASWYAS have also been compiled during the business planning process. In summary, the last 3 years revenue and expenditure, plus the next 3 projected are as follows:

Archaeological Services	2014/15	2015/16	2016/17		2017/18	2018/19	2019/20
	<i>Actual</i>	<i>Actual</i>	<i>Actual</i>		<i>Budget</i>	<i>Budget</i>	<i>Budget</i>
	£,000	£,000	£,000		£,000	£,000	£,000
Total Expenditure	1,275,004	792,220	871,272		915,900	908,114	1,009,276
Total Income	961,807	752,941	901,649		900,000	936,350	1,055,732
Contribution to/(from) reserves	(1,750)	(1,800)	(1,800)		(1,900)	(1,900)	(1,900)
Year End Deficit/(Surplus)	311,447	37,479	(32,177)		14,000	(30,137)	(48,356)

Cash flow projections have been compiled and for ASWYAS there is a working capital requirement of £260k (including shared set up costs of £33k).

4.4.1 Growth Projections

The growth forecasts for ASWYAS are supported by a tactical implementation plan that sets out the background to the markets and the strategies that will be employed to realise the growth potential including a detailed action plan that will be reviewed regularly to monitor progress.

4.4.2 Risk rating

However, as with the other commercial areas, the anticipated levels of growth have been assessed against risk criteria based on:

- Level of control
- Is the expansion in known or new markets

- Level of investment required
- Level of competition in the sector

4.5 RESOURCES REQUIRED AND INVESTMENT

The service does use equipment which needs to be maintained and replaced. The business plan does allow for replacement of some equipment, particularly GPS as work levels increase, and , under current plans, these will be purchased by the Joint Committee and recharged either as a one-off cost or as part of the overhead on recharges over a set period. In relation to the growth plans, investment of £32k is required to support the plans in year 2018/19 (funded via prudential borrowing). Interest and repayment over three years is included in the financial forecasts.

The exact nature of any investment transactions will depend upon the timing (i.e. pre or post creation of LATC) and other considerations such as cash flow and the tax position. The capital programme allows for replacement of existing technology over the medium term.

4.6 RISK REGISTER

Risk	Controls	Actions Required	Current Risk Assessment			Risk owner
			Probability	Impact	Overall Risk Score	
ASWYAS is heavily dependent on economic growth within the construction sector as it is currently the main source of work. Uncertainty has grown recently due to Brexit	Managers keep a close eye on the sector and monitor development and tender opportunities.	Ongoing review, participate in networking events, regular communication with the industry and other colleagues.	High	High	High	ASWYAS Manager
Reduction in staffing in many Councils in those managing the Historic Environment Record and monitoring planning applications – if this reduces further and less planning conditions are attached then it follows that work will reduce	To continue to review planning applications and investigate trends.	To monitor the position with other HERs and report to SLT when the information is available.	High	High	High	SLT and ASWYAS Manager
Loss of skilled and experienced staff and inability to replace them quickly.	Monitoring the market place and adapting accordingly.	Implementation of people strategy.	Med	High	High	SLT & ASWYAS Manager

4.7 SUMMARY

This service will always be subject to market conditions which can be very volatile. However, the medium term future (3-5 years) is looking encouraging. There is confidence in the construction industry, particularly in house building and the construction of HS2 will provide many opportunities. There is a shortage in supply of archaeologically trained staff, so there should be work for all companies currently in the market.

This leads to other issues around staff recruitment and retention and managing workloads against staffing availability. The service manager has worked hard to develop a network of casual staff who, largely due to their personal circumstances, prefer to work on a casual basis. Effort is being made to keep them loyal to ASWYAS. Developing links to universities to work with soon to be graduates entering the job market is also on the services' agenda.

SECTION 5

THE BUSINESS HIVE

5.1 BACKGROUND

Since the original business case was drafted, a further service has been considered for inclusion in the trading company set up – The Business Hive. This is essentially a project to utilise additional capacity on the WYJS site through the selling of training and meeting room facilities to the public and private sector. As a relatively new service the information contained within this business case is currently in summary format but will be developed and supported by a marketing strategy with growth targets in the same way as the other services. The current plan is to utilise the trading company to operate the Business Hive in advance of transferring in the other services to enable a period of time to fully understand how the trading company operates. This strategy will allow the trading company operation structure to be set up and tested in a lower risk environment prior to transferring in additional services.

5.1.1 Sector & Services Provided

WYJS has had conference facilities on site for 15 years but these have largely been utilised internally or by partners and rarely offered or used on a commercial basis. The space has recently been renovated by Bradford Council utilising assets stripped from another Council site to make it fit for purpose.

The offices are close to large employment sites including Leeds 27 Industrial Park, Gildersome Spur and the Junction 27 Retail Park and is also well located in terms of motorway access with the M62 and M621 less than a mile from the site.

5.2 SWOT ANALYSIS

Strengths <ul style="list-style-type: none">• Close to motorway network• Recent investment to modernise facilities• Accommodation nearby• Existing links with a range of public and private sector organisations due to the other services offered on site.• New website• New technology (smartboards)	Weaknesses <ul style="list-style-type: none">• Poor public transport links.• Little knowledge of competitors or the sector in general.• Limited customer base.• Lack of CRM system to facilitate customer analysis and client liaison.• No on-line booking facility
Opportunities <ul style="list-style-type: none">• To market the service to existing contacts.• To market the service to local businesses and organisations that we do not currently	Threats <ul style="list-style-type: none">• Parking limitations.• Impact on business support team.• Security implications for site.

<p>have a relationship with.</p> <ul style="list-style-type: none"> • To develop flexible working arrangements for staff. • To further develop existing training packages for business. 	
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5.2.1 Measures to manage SWOT

In the SWOT analysis, the main weakness is that this is effectively a new service and new market meaning that it is not possible to use existing experience and knowledge of the sector to manage the risks. However, WYJS has recruited marketing expertise and increased capacity in this area to provide the greatest chance of success. WYJS also has the support of Bradford Council and their asset management team providing a wealth of knowledge and expertise in this area.

5.2.2 Target markets and competitors

Again, the information here is limited as the service offered is new but a strategy is being developed to target two strands of customer:

- Existing service users – Using existing knowledge and contacts the service can be marketed to customers of the other service areas as well as partners of the statutory functions.
- Local business – Marketing material has been prepared to distribute to 3,700 local businesses and the website has recently been re-launched and now incorporates a sub section dedicated to the Business Hive.

5.2.3 Charging Policy

A pricing structure has been drafted based around other prices offered locally for similar facilities. The pricing structure includes discounts for partners and multiple bookings as well as options for additional services such as catering. Each space is priced according to the number of delegates that can be accommodated and in the early stages of operating will be reviewed regularly to ensure they remain competitive and sufficient to cover costs.

5.3 FINANCIAL PROJECTIONS

The forecasts for the Business Hive are based on an assessment by Bradford Council that initially income of £70k could be generated if only 25% of the available capacity is utilised. Relatively modest increases in income have been factored into future years and these will be reviewed periodically. Cash flow projections have been

compiled and for the Hive there is a maximum working capital requirement of £7k.

Business Hive	2016/17		2017/18	2018/19	2019/20
	<i>Actual</i>		<i>Budget</i>	<i>Budget</i>	<i>Budget</i>
	<i>£,000</i>		<i>£,000</i>	<i>£,000</i>	<i>£,000</i>
Total Expenditure	-		70,000	70,000	70,000
Total Income	-		75,000	80,000	85,000
Contribution to/(from) reserves	-		-	-	-
Year End Deficit/(Surplus)	-		(5,000)	(10,000)	(15,000)

5.3.1 Growth Projections

As noted above, the growth projections are relatively modest initially due to the limited knowledge of the sector. It is anticipated that these will be re-visited regularly as the service gains traction and more information on the potential demand for the service becomes available.

5.4 RESOURCES REQUIRED AND INVESTMENT

The Business Hive has benefited from a recent refurbishment which should mean significant investment is not required for some time. However, if successful, there will be a resource demand to manage and administer the service that is expected to grow over time. This will need to be monitored in the early stages to ensure that it works effectively, is cost efficient and encourages repeat custom.

5.5 RISK REGISTER

Risk	Controls	Actions Required	Current Risk Assessment			Risk owner
			Prob	Impact	Overall Risk Score	
Limited sector knowledge limiting the chance of success	Utilise expertise of Marketing Account Manager and Bradford MDC	Regular review of progress	Med	High	High	SLT
Insufficient staffing capacity	Additional support in place	Review as demand increases	Med	Med	Med	Res Mgr

5.7 SUMMARY

As a new service the Business Hive will be subject to regular review with a focus on pricing, demand and capacity. It is anticipated that the financial forecasts will be amended once there is a period of experience to draw on. Despite the lack of information around the financial performance, the inclusion of the Business Hive in this business case is a key element of mitigating the risk of failure of the trading company.

SECTION 6

6.1 CRITICAL SUCCESS FACTORS COMMON TO ALL AREAS

A number of issues are critical to the success of all 3 areas which will establish trading companies - a practical action plan is required enabling management and the service manager to breakdown objectives, set gateways and milestones that recognise achievements and progress towards successful outcomes. Additionally if shared with staff, the full potential of these services is to be expected to be high as genuine income opportunities exist. In considering risk and critical success factors, a number of aspects already noted elsewhere in the business case are absolutely crucial to the successful implementation and growth. These can be headlined as:

- Continued support from Strategic Leadership Team and Senior Managers.
- Follow through implementation programme to the end.
- Achieve closer business relations with key customers, including those where sub groups are highly dependent.
- Effective and continued staff support by way of regular team briefing and knowledge sharing of organisational developments
- Timely and effective reporting of management information, ensuring reporting procedures are in place.
- Focus and pressure placed on a new system for managing the testing processes reducing paper based systems
- A robust action plan underpinning the growth models including tactical marketing activities.
- CRM system to facilitate client liaison and customer analysis within and across services.

6.2 REPORTING AND MONITORING

The reporting and monitoring of the growth strategies in all the areas are structured on the following basis:

Operational Level 1 – Daily Activities

Daily activities focussed on output and achieving key milestones from the tactical Implementation Plan. These are reported on a regular basis to the Head of Commercial and Resources and SLT through 121's and internal team meetings.

Operational Level 2 – Income/Opportunities

All quotations and tender opportunities logged by the Service Manager on a daily basis. Reviewed on a regular basis by the Head of Commercial and Resources and SLT through 121's and internal team meetings.

Operational Level 3 – Month End Reviews

Last day of each month the Head of Commercial and Resources will meet with each Service Manager to review performance, income, dashboard information and consider period ahead.

Operational Level 4 – Submit to Resources

Following OL3, any financial information will be submitted to Resources. The Resources Manager will prepare management accounts and liaise with human resources in preparation of the monthly business review. The Resources Manager will consolidate the packs for the monthly business review and issue two days prior to meetings which will be held on the 2nd Thursday of each month.

Operational Level 5 – Monthly Business Review

The Service Manager, Marketing Account Manager and Resources Manager meet with SLT and go through the monthly business review information. Discussion and challenge takes place which focussed on the previous month and also opportunities and the forecast for the next month's activities.

Operational Level 6 – Report to Strategic Leadership Team

The Resources Manager produces a consolidated income and expenditure statement for consideration by SLT and then to forward onto the board of Holdco.

Operational Level 7 – Quarterly Staff Meetings

Engagement with all staff is seen as key to the success of each subsidiary company. Regular staff engagement will take place and on a quarterly basis formal staff meetings are held to consider performance in the previous quarter.

6.3 Approach to Marketing the Services

The marketing approach is similar across all of the services and a great deal of work has already taken place to modernise the way we work with marketing and client engagement now a key theme running through the organisation. The key areas are set out below:

Retention

Gain % increase in revenue by retaining existing customer base and maximising income opportunities.

Gain a fuller understanding of our current customer base, their buying behaviour and the value they bring to our business (in terms of Life Time profit). Use this data to identify opportunities to generate additional income by targeting the right customer at the most appropriate times in their lifecycle with the most relevant sell messages.

- Use database queries to analyse our entire customer base to identify:
 - our highest value customers based on high value, high frequency and high recency and also
 - opportunities to generate income by moving customers into the next RFV group.
- Overlay RFV data onto the known customer buying process – include seasonality and buying cycles to identify opportunities to retain customers by offering different products or services to meet their needs at each stage of the buying process. For example Desk-based assessment to geophysics to excavation.
- Run targeted monthly contact activity across three main customer segments – new customers, current customers and lapsed customers using a variety of marketing contact channels including face to face, telephone, email – supported by an underlying content marketing programme to build brand presence and awareness.

Acquisition

Gain % increase in revenue by acquiring new customers

Identify potential customers and build a prospect database by collecting prospect customer data via the website www.wyjs.org.uk and other points of customer contact such as visits by potential customers, construction and local business networking events, trading standards referrals and by monitoring social media traffic and engagement.

Digital activity

Test the use of search marketing including SEO and PPC to drive digital traffic to the website for further information with the goal of generating an enquiry.

Content marketing - raise awareness

Content

Build a customer persona for each main customer type such as consultant, builder, planner etc. and develop a content marketing strategy to engage with each customer type by producing and distributing high quality, interesting, relevant and interactive content.

PR

Promote WYJS as a leading and valuable source of expert knowledge. Launch a media relations strategy to communicate key messages about the services by gaining editorial coverage in the media (national, regional, trade print, broadcast and online).

Identify news stories from across the business on a monthly basis, developing a monthly PR / editorial plan, monitoring external news and events for opportunities to comment.

Events

Host events at WYJS to educate prospects and current customers on the services we offer.

Attend or speak at external events where we can add value and be associated with a wider circle of influencers.

Increase conversion**Gain % increase in revenue by increasing current conversion levels**

Establish and record conversion funnels and goals including 'online visitor to completed online lead enquiry' and offline 'enquiry or tender to sale'.

Run ongoing test activity to include website design and content changes to maximise conversion rates at each set goal. And continue to monitor and adapt the website content to ensure maximum the website as an effective source of lead generation by tracking user experience.

Implement an improved process for capturing and following up quotes and indicative costs to ensure maximum conversion

Report of the Strategic Director Corporate Services to the meeting of Executive to be held on 20 June 2017

F**Subject:****Business Rates****Summary statement:**

This report sets out a proposal for a West Yorkshire Business Rates Revaluation Relief Scheme to support businesses that face the steepest increases in their business rates bills as a result of the 2017 Business Rate revaluation

Stuart McKinnon-Evans
Strategic Director Corporate Services

Portfolio:**Leader of Council**

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Overview & Scrutiny Area:**Corporate**

1. SUMMARY

- 1.1. This report sets out a proposal for a West Yorkshire Business Rates Revaluation Relief Scheme to support businesses that face the steepest increases in their business rates bills as a result of the 2017 Business Rate revaluation.
- 1.2. The report also considers other discretionary business support schemes that the Government intends to introduce

2. BACKGROUND

- 2.1. The Valuation Office Agency has recently completed a revaluation of all Non Domestic properties and the new rateable values, based on rental values at 1 April 2015, are effective from 1 April 2017. The revaluation will affect the amount of business rates many businesses across the Bradford District will have to pay.
- 2.2. Whilst Bradford's ratepayers will be paying less overall in business rates because of the revaluation, there are still a significant number that individually have seen an increase.
- 2.3. The Government announced that funding for a number of different support schemes would be made available to mitigate the impact on businesses.
- 2.4. In particular the Government will make available a discretionary fund of £300 million over four years, from 2017-18, to support those businesses that face the steepest increases in their business rates bills as a result of the revaluation. Bradford's share is just short of £1m in 2017/18.
- 2.5. The Government intends Council to use its discretionary powers to award this relief, a decision of the Council's Executive is required to introduce the scheme.
- 2.6. The Directors of Finance of the West Yorkshire councils have asked officers to try and develop a common scheme across the region, so that the support to businesses is consistent
- 2.7. This report has not been included on the published forward plan as an issue for consideration and is submitted in accordance with paragraph 10 of the Executive Procedure Rules set out in the Council's Constitution, for two reasons.
 - 2.7.1. When the Chancellor announced the funding the Government consulted on the details of the scheme and were due to announce the results as the General Election was called. They initially announced that no further details would be available until after its conclusion, but a short time later reversed this decision and published details of the scheme, leaving Council's with little time to implement.
 - 2.7.2. Some businesses in Bradford are facing steep rises in their Business



Rates and should already have paid a quarter of this year's bill. Awarding this relief by 1 July 2017 is therefore vital to support the business community.

3. OTHER CONSIDERATIONS

- 3.1. The Government has made it clear that the additional funding identified by the Chancellor to support businesses should only support smaller ratepayers who are facing an increase in their bills following the 2017 revaluation.
- 3.2. There is an ambition to have a West Yorkshire scheme; the West Yorkshire Business Rates Revaluation Relief Scheme, for those smaller organisations that are facing an increase in the business rates they have to pay because of the revaluation. This is subject to ratification in each area.
- 3.3. The scheme will initially be for one year from 1 April 2017, but may be extended further.
- 3.4. Details of the scheme are set out in Appendix 1, including the principles the scheme is based on, the detail of how the scheme will operate and a series of questions and answers, which explains the scheme in more detail.
- 3.5. The scheme will provide support to over 2,000 Bradford businesses that are facing an increase in the amount they have to pay.
- 3.6. In most cases relief will be awarded automatically, without the need for application.

Other Matters

- 3.7. The Government has also announced its intention to provide funding for a further two discretionary relief schemes; Supporting Small Businesses Relief and Support for Pubs.
- 3.8. The Supporting Small Businesses Relief (SSBR) scheme will support Rate Payers that have lost some or all of their Small Business Rate relief or Rural Rate Relief as a result of the Rateable Value changes. Those facing large increases will be supported to the following by which ever is greater;
 - £600 per year (£50 per month) or
 - The matching cap on increases for small properties in the TR scheme (5%)
- 3.9. The Support for Pubs scheme will provide for a £1,000 discount for properties, with a rateable value under £100,000, in 2017/18.
- 3.10. DCLG is expected to publish final guidance on these two schemes shortly.

4. FINANCIAL & RESOURCE APPRAISAL



- 4.1. Modelling suggest that the government funding will be sufficient to cover the cost of the scheme. However, this is dependent on the assumptions about those organisations that will not qualify because of the state-aid provision. There is a small risk that one of these organisations will choose to make application for relief in just one areas (thus not exceeding the threshold overall, but adding to the costs in that one area). This could happen to any of the Councils in the region.
- 4.2. A proposal will be made to the West Yorkshire Business Rates Pool to try and mitigate this risk.

5. RISK MANAGEMENT AND GOVERNANCE ISSUES

- 5.1. The Financial and Resource appraisal highlights the risk of a deficit on the Collection Fund should the assumptions about applications for state-aid be wrong.

6. LEGAL APPRAISAL

- 6.1. Billing authorities have power to award this discretionary relief under Section 47 of the Local Government Finance Act 1988.

7. OTHER IMPLICATIONS

7.1 EQUALITY & DIVERSITY

None

7.2 SUSTAINABILITY IMPLICATIONS

The sustainability of the local economy and of communities is linked to the sustainability of local business. The introduction of business relief will contribute to the sustainability of local business.

7.3 GREENHOUSE GAS EMISSIONS IMPACTS

None

7.4 COMMUNITY SAFETY IMPLICATIONS

None

7.5 HUMAN RIGHTS ACT

N/A

7.6 TRADE UNION

N/A

7.7 WARD IMPLICATIONS

N/A



**7.8 AREA COMMITTEE ACTION PLAN IMPLICATIONS
(for reports to Area Committees only)**

N/A

8. NOT FOR PUBLICATION DOCUMENTS

None

9. OPTIONS

N/A

10. RECOMMENDATIONS

That;

- Executive approve the adoption of the proposed West Yorkshire Business Rates Revaluation Relief Scheme as set out in Appendix 1, and that the Strategic Director Corporate Services be given delegated authority, in consultation with the Portfolio Holder, to extend the duration of the scheme beyond 2017/18, subject to the availability of Government funding
- the Strategic Director Corporate Services be given delegated authority, in consultation with the Portfolio Holder, to finalise and implement the Supporting Small Businesses Relief scheme and the Support for Pubs scheme when details are known

11. APPENDICES

- Appendix 1: WY Business Rates Revaluation Relief Scheme – with FAQ's

12. BACKGROUND DOCUMENTS

- Local Government Finance Act 1988



Local West Yorkshire Business Rates Revaluation Relief Scheme

West Yorkshire councils have agreed to award an additional amount of rate relief to those smaller organisations that are facing an increase in the business rates they have to pay because of the revaluation. Initially for one year from 1 April 2017, but may be extended further

The Government have made it clear that any relief awarded should only support smaller ratepayers who are facing an increase in their bills following the 2017 revaluation

West Yorkshire Scheme Design Principles.

Administration of this scheme will be difficult so keeping the scheme simple will minimise the burden, whilst also making it easy to understand for ratepayers

- There is a national transitional relief scheme which already provides some protection for ratepayers having increases in rates payable depending on the size of their property. Three bands are used to do this, small, medium and large
- It is proposed to allow relief to those in the small and medium bands as most properties are in these 2 bands, and on the basis that business with large properties may be better placed to absorb the steep rise in rates.
- It also matches the Governments ambition that relief is only available to smaller ratepayers
- All national, statutory reliefs and exemptions will be applied before any calculation for Discretionary Rate Relief can be considered.
- ALL other relief schemes recently announced, additional small business relief and public house relief should be deducted, before applying the % reduction. This will maximise the funding available to each Council.

The Local Scheme

- In 2017/18, the scheme will award all eligible ratepayers 50% of the increase in rates due to the revaluation from 2016 to 2017.
- Properties that are empty will not be eligible as they do not add to the prosperity of the Region.
- Legislation prevents the award of any relief to properties occupied by Local or Precepting Authorities (such as the police or fire services) and hence, are likewise ineligible.
- Finally, no relief can be awarded if it would mean an organisation exceeds the state aid de-minimus level (currently €200,000 over 3 years)

It is intended that the relief will follow the property, ie new business will receive relief if they take on a qualifying property part way through the year. Relief will also be adjusted if the amount payable changes.

No Council intends to award more than the maximum grant from the Government



West Yorkshire Business Rates Revaluation Relief Scheme – FAQ's

Q. Why is the local West Yorkshire Revaluation Relief scheme only for small and medium RV properties?

- Councils are looking for a simple scheme that is easy to administer
- The WY scheme mirrors the existing TR statutory thresholds for small and medium properties.
- This means that relief will be available to those with a rateable value of up to £100,000
- The criteria matches the Governments ambition that relief is only available to smaller sized ratepayers (This assumes that business with large properties may be better placed to absorb the existing rise in rates without additional support.)

Q. How will different funding levels be dealt with each year?

- The % awarded across WY Councils (in year 1) should be the same or very similar based on the agreed criteria and design principles.
- The WY Councils (in year 1) are all seeking to award 50% of any rise in business rates following the award of all other reductions and reliefs, i.e TR, Pubs, SBR etc.
- All WY Councils reserve the right to amend this % awarded (in year; and at for each new financial year) based on any additional information, the level of grant funding and/ or legislative guidance.

Q. Are any properties specifically excluded from the WY scheme?

- State schools and other Council buildings are excluded due to section 47 of the of the Local Government Act 1988
- Police and Fire authority premises are also excluded under section 47 of the of the Local Government Act 1988
- Empty properties are excluded from the WY scheme, therefore relief can only be awarded if the property is occupied and trading
- Large RV properties as defined by the existing national TR scheme are excluded.
- Multi-National companies have been excluded due to the State Aid restrictions.

Q Will the relief end if the occupier changes in a property?

- The relief would follow a property, i.e. new occupiers would also receive the relief up to 31 March

Q. Will business rate accounts be adjusted after the relief is awarded if there is a change in circumstances? (i.e. backdate RV reductions, additional relief awarded, or property vacated etc.)

- Yes the business rate charge will be amended due to any changes in circumstances where it would affect the level of relief awarded. The effective date would be the date of change.

Q. Can awards be made for the same company with more than one property?



- Yes, the proposal is to award a set % for all increases in Rates after all reductions and reliefs have been awarded.
- It is not the intention to make any award to those that will be affected by the state-aid provisions. However, if an award is made, then the organisation is responsible for notifying the WY Councils to this effect.

Q. What will happen if we don't spend or use up all of the proposed funding?

- The government have not confirmed if underspends will have to be re-paid or if they can be moved between years. This will therefore be determined later in the year.





**MINUTES OF THE MEETING OF THE
WEST YORKSHIRE COMBINED AUTHORITY
HELD ON THURSDAY 2 FEBRUARY 2017 AT WELLINGTON HOUSE, LEEDS**

Present:	Cllr Peter Box (Chair)	-	Wakefield MDC
	Cllr Tim Swift (Vice Chair)	-	Calderdale MBC
	Cllr Susan Hinchcliffe	-	City of Bradford MDC
	Cllr David Sheard	-	Kirklees Council
	Cllr Judith Blake	-	Leeds City Council
	Cllr Keith Aspden	-	City of York Council
	Cllr Simon Cooke	-	Conservative Representative (City of Bradford MDC)
	Cllr Jeanette Sunderland	-	Liberal Democrat Representative (City of Bradford MDC)
	Roger Marsh	-	Leeds City Region LEP
In attendance:	Cllr Keith Wakefield	-	Chair, WYCA Transport Committee
	Ben Still	-	WYCA
	Caroline Allen	-	WYCA
	Ruth Chaplin	-	WYCA

77. Chair's Comments

The Chair announced that this was the last meeting for Joanne Roney, Chief Executive of Wakefield MDC who had been appointed as the Chief Executive of Manchester City Council and also for Adrian Lythgo, Chief Executive of Kirklees Council who was retiring. Members passed on their best wishes and thanked them for their hard work for WYCA and their respective District Councils.

78. Apologies for Absence

Apologies for absence were received from Councillor Andrew Carter.

79. Declarations of Disclosable Pecuniary Interests

There were no pecuniary interests declared by members at the meeting.

80. Exempt Information – Possible Exclusion of the Press and Public

There were no items on the agenda requiring exclusion of the press and public.

81. Minutes of the Meeting held on 1 December 2016

Resolved: That the minutes of the meeting of WYCA held on 1 December 2016 be approved and signed by the Chair.

82. Devolution

The Authority considered a report of the Director of Policy, Strategy & Communications which provided an update on progress made in securing a second stage devolution deal for Leeds City Region (LCR), which is seeking to build on the first stage deal agreed with Government in spring 2015.

It was reported that no formal response had been received from Government on the Leeds City Region proposal submitted by WYCA in September 2015. However discussions had continued and Andrew Percy MP, the Minister for the Northern Powerhouse had met with West Yorkshire Leaders and the Chair, LCR Enterprise Partnership in December 2016.

Members expressed their desire to secure a devolution deal and discussed the ongoing challenges, recognising that other options, based on a larger geography, should be explored. They emphasised the need for clarity about, and understanding of, the policy options for securing a devolution deal and highlighted the importance of engaging with Government and consulting with businesses and communities. It was proposed to hold discussions with Authorities across the region to explore the most appropriate options.

Resolved:

- (i) That the ongoing challenges related to securing Government agreement to a transformative mayoral devolution deal for Leeds City Region be noted.
- (ii) That a formal response be requested from Government on the proposal for a Leeds City Region deal which was submitted to HM Treasury in September 2015, and seek to agree a way forward.
- (iii) That other policy options that could secure transformative devolution to Leeds City Region, and deliver the best deal for Yorkshire be explored including possible geographic footprints and related governance arrangements such as a model based on a single Mayor with multiple Combined Authorities representing the distinct functional economic market areas of any larger area.

- (iv) That discussions with Authorities across the region, and a wider community conversation, to explore the most appropriate options be supported.

83. East Coast Main Line Priorities

The Authority considered a report of the Director of Policy, Strategy & Communications on the proposed priorities for services and infrastructure on the East Coast Main Line (ECML).

Members noted the six proposed priorities detailed in the submitted report which were to be pursued working with Transport for the North, HS2, Network Rail, the wider rail industry and Government. It was noted that the priorities were in line with and built on those of the Consortium of East Coast Main Line Authorities. The Transport Committee had endorsed the proposed priorities at their meeting on 9 December 2016 and members asked that their thanks be passed to Councillor Keith Wakefield, Chair of the Transport Committee and Councillor Eric Firth who represented WYCA on the Consortium of East Coast Main Line Authorities (ECMA) for their work.

It was reported that the ECMA had undertaken some communications activity but it was suggested that the Leeds City Region LEP, working with other LEPs and the Scottish Government, play a greater advocacy role in voicing the need for ongoing investment in the ECML.

Resolved:

- (i) That the East Coast Main Line priorities endorsed by the Transport Committee and outlined in the submitted report be agreed.
- (ii) That the proposal for the Leeds City Region LEP, working with other LEPs and the Scottish Government, to play a greater advocacy role in voicing the need for ongoing investment in the ECML be noted.

84. Industrial Strategy

The Authority considered a report of the Director of Policy, Strategy & Communications on the Government's Modern Industrial Strategy Green Paper which had been published on 23 January 2017.

Members noted the key issues outlined in the report which also provided information about particular challenges in the Leeds City Region (LCR). They welcomed the Green Paper as it would provide an opportunity to highlight the needs of the Leeds City Region including the importance of education and skills to promote good growth in the response.

It was reported that the LEP Board had provided initial views at their meeting held on 24 January 2017 and it was proposed that WYCA/LEP co-ordinate a full draft city

region wide response to the Government's consultation. It was considered that Government and West Yorkshire MPs should be lobbied to ensure they are fully aware of the aims and ambition of the LCR. Discussions would be held with local authorities and partners to establish and develop the city region response for submission by 17 April 2017. This, together with further detail about how an inclusive strategy might mean better outcomes for businesses and residents, particularly the most deprived, would be considered by WYCA at its meeting to be held on 6 April 2017.

Resolved:

- (i) That publication of Government's Modern Industrial Strategy green paper be noted.
- (ii) That WYCA agrees with the proposed outline response, particularly to work through the LEP Network and other structures to make the funding announced in the Autumn Statement an opportunity to deliver the Heseltine Review through stronger local decision-making over a single pot. Further, this response will reiterate that a step-change improvement in outcomes depends on ambitious devolved powers.
- (iii) That the draft response be considered at the next meeting.
- (iv) That the likely requirements for further resources and cross city-region activity to fully exploit the potential for an inclusive industrial strategy with ambitious devolved powers be noted.

85. WYCA Corporate Plan and Budget 2017/18

The Authority considered a report of the Director of Resources which:

- set out the outline corporate plan for the West Yorkshire Combined Authority for 2017/18 and its strategic aims on behalf of local people;
- sought approval to the proposed revenue budget and transport levy for 2017/18, the indicative capital programme and the treasury management statement.

Corporate Plan 2017/18

It was reported that the Corporate Plan was in the process of being developed. It was proposed that this would follow a similar format to the previous year, showing achievements to date and setting out the targets and measures. A high level summary of the draft targets for 2017/18 was attached at Appendix A and the final full version of the corporate plan would be brought to a future meeting.

Revenue Budget 2017/18

Members considered the revenue budget and transport levy for 2017/18.

It was proposed that the transport levy applied for revenue purposes of £95m be cut by £1m. This would require cuts of £2m in expenditure due to pressures on the budget and timing delays in the receipt of income from business rates on the Leeds Aire Valley Enterprise Zone. The challenges in setting a balanced budget in future years given the increase in demand for services and the reductions in local government funding were noted. The net and gross levy by population showing the effect of the decrease was set out in Table 3 of the submitted report together with the rebates due to each District. The District Councils would be notified of the transport levy by mid-February and would make payments in ten monthly instalments to WYCA from 1 April 2017.

Capital Programme 2016/17 and 2017/18

WYCA noted the capital programme for 2017/18 and subsequent years and the indicative capital programme which were outlined in the submitted report.

It was reported that the Investment Committee had considered the individual projects within the West Yorkshire plus Transport Fund (WY+TF) and would continue to be a key part of the process whereby Growth Deal and other projects are considered and recommended for progression. It was proposed that the arrangements for the Transport Committee to approve Integrated Block funded projects up to a value of £3m be continued for 2017/18.

Treasury Management

Members noted the annual Prudential Statement which was attached at Appendix B. This set out the treasury management activity in the year and the prudential indicators resulting from the indicative capital programme.

It was noted that further work will continue into the early part of 2017/18 to ensure the budgets are being maximised and used most effectively to deliver the organisational priorities.

Resolved:

- (i) That the approach to the corporate plan for 2017/18 be endorsed.
- (ii) That the revised budget for 2016/17 and the proposed budget for 2017/18 for WYCA be approved.
- (iii) That the indicative capital programme for 2017/18 – 2019/20 be approved.

- (iv) That the Transport Committee be delegated to approve individual schemes within the integrated transport block of the 2017/18 capital programme up to a maximum cost of £3m.
- (v) That in accordance with the powers contained in the Local Government Finance Act 1988 (as amended) and by virtue of article 9(6) of the West Yorkshire Combined Authority Order and the Transport Levying Bodies Regulations 2015 (as amended) a levy of £106m be determined for the year ended 31 March 2018.
- (vi) That the Chief Financial Officer be authorised to issue the levy letter in respect of the financial year ending 31 March 2018 to the five District Councils in West Yorkshire.
- (vii) That a payment of £5.099m be made to the District Councils in accordance with table 3 of the report.
- (viii) That the Chief Financial officer be authorised to arrange appropriate funding for all expenditure in 2016/17 and 2017/18 subject to statutory limitation, including the most appropriate application of capital funding as set out in the report.
- (ix) That the adoption of the CIPFA Code of Practice for Treasury Management in Public Services be reaffirmed.
- (x) That the treasury management policy as set out in Appendix B be approved.
- (xi) That the prudential limits for the next three years as set out in Appendix B be adopted.

86. LCR Assurance Framework

The Authority considered a report of the Director of Delivery which provided an update on progress relating to changes proposed to the Leeds City Region Assurance Framework arising from its annual review, and with the recently issued "LEP National Assurance Framework".

Members considered the current draft of the document which was attached to the submitted report and discussed the substantive changes from the previous document and the scope of the framework.

It was reported that the LEP Board had considered the draft document at its last meeting and given the deadline for submission of the final document, had agreed that the LEP Board Chair could approve the final version on its behalf. In addition, the Overview & Scrutiny Committee's SEP Delivery Working Group had been involved and challenged the development of the Assurance Framework and were content with the process at this stage. The document was to be submitted to HM

Government by 28 February 2017 and an Action Plan would accompany the document setting out how the Assurance Framework will be implemented and evolve over the coming year. The SEP Delivery Working Group would continue with its scrutiny as it is a 'live' document and the Overview & Scrutiny Committee would monitor its implementation through the Action Plan. The Authority authorised WYCA's Managing Director to finalise the content of the Assurance Framework in consultation with the Chair of the Authority and the Chair of the LEP Board and to make further changes as appropriate and to update WYCA and the LEP Board on an annual basis.

Resolved:

- (i) That the draft Assurance Framework be approved
- (ii) That WYCA's Managing Director be authorised to finalise the content of the Assurance Framework in consultation with the Chair of the Authority and the Chair of the LEP Board and to submit the document to Government by 28 February 2017.
- (iii) That it be noted that further changes and updates to the Assurance Framework are anticipated during the year and WYCA's Managing Director be authorised to make such further changes as appropriate and to update the Authority and the LEP Board on an annual basis.

87. Capital Spending and Project Approvals

The Authority considered a report of the Director of Delivery which sought approval for the progression of and funding for schemes from the West Yorkshire Plus Transport Fund and Local Growth Fund.

The report provided details of the projects which had been considered by the Investment Committee on 4 January 2017 and were recommended to WYCA for progression and approval of funding. The report mapped each of the projects across to the assurance process.

Resolved:

- (i) That the funding for the **Parking Extensions and Rail Stations** proposals is accepted into the portfolio (ie. satisfies Activity 1) and that funding of £138,000 to carry out the pre-feasibility work be approved. The project will be funded from the West Yorkshire Plus Transport Fund.
- (ii) That **Project Beta** be accepted into the pipeline and continues to Activity 4 (full business case).

- (iii) That funding of £5.556m for the **Wakefield Kirkgate** scheme to progress through Decision Point 5 (final cost approval) to Activity 6 (delivery of preferred solution) be approved.
- (iv) That it be noted that the Investment Committee has delegated the final details of the individual approvals to WYCA's Managing Director for the progression of, and funding for, the following schemes from the West Yorkshire Plus Transport Fund (WY+TF):-
- grant funding of £286k is approved for the **Leeds A6110 Outer Ring Road Improvements** to fund project development through to Activity 3 (outline business case);
 - funding of £140k is approved for the **A629 Halifax to Huddersfield Corridor Improvements** to fund the baseline monitoring and evaluation activity, enabling the first delivery phase (Phase 1a) to progress through the Assurance process;
 - funding of £670k is approved for the **South Elmsall Rail Station Car Park Extension** to progress through Decision Point 5 (final cost approval) to Activity 6 (delivery of preferred solution);
 - **Rail Car Park Extensions at Hebden Bridge, Mytholmroyd, Shipley, Steeton and Silsden, Fitzwilliam, Mirfield and Normanton** be progressed through Decision Point 5 (final cost approval) to Activity 6 (delivery of preferred solution), subject to the current approved projects costs as set out in the report not increasing by more than 10%.

88. Leeds City Region Housing Policy Position Statement

The Authority considered a report for information of the Director of Policy, Strategy & Communications on the draft Leeds City Region Housing Policy Position Statement developed by the City Region Land and Assets Board, which is intended to update existing WYCA and Leeds City Region Enterprise Partnership (LEP) housing policy as currently set out in the 2014 Leeds City Region Housing and Regeneration Strategy.

It was noted that a White Paper on housing was due to be published in March 2017 but it was not expected that any major changes would be required to the Policy Position Statement. Members discussed the challenges of delivering the housing strategy and it was noted that this would be discussed further by the Leaders and a report prepared for consideration at the next meeting of WYCA.

Resolved:

- (i) That the draft Leeds City Region Housing Policy Position Statement be updated in light of the forthcoming Government statements on housing, and

in consideration of linkages to the parallel work underway on inclusive growth.

- (ii) That the refreshed evidence base summarised in Appendix 1 to the submitted report be noted.
- (iii) That the draft Leeds City Region Housing Policy Position Statement be considered in more detail at the next meeting.

89. Draft Minutes of the meeting of the Governance & Audit Committee held on 1 December 2016

Resolved: That the draft minutes of the meeting of the Governance & Audit Committee held on 1 December 2016 be noted.

90. Minutes of the meeting of the Overview & Scrutiny Committee held on 7 December 2016

Resolved: That the minutes of the meeting of the Overview & Scrutiny Committee held on 7 December 2016 be noted.

91. Draft Minutes of the meeting of the Transport Committee held on 9 December 2016

Resolved: That the draft minutes of the meeting of the Transport Committee held on 9 December 2016 be noted.

92. Draft Minutes of the meeting of the West Yorkshire & York Investment Committee held on 4 January 2017

Resolved: That the draft minutes of the meeting of the West Yorkshire & York Investment Committee held on 4 January 2017 be noted.

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