

Report of the Strategic Director Regeneration to the meeting of Bradford East Area Committee to be held on 21st July 2016.

Subject: Bradford Local Plan programme update and implications for Bradford East

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Summary statement:

The report sets out the work to put in place an up to date Local Plan for the Bradford district with specific focus on the Core Strategy and the Allocations Development Plan Document and the implications for the Bradford East area.

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Overview & Scrutiny Area:

Environment and Waste Management



1. SUMMARY

- 1.1 The report sets out the work to put in place an up to date Local Plan for the Bradford district with specific focus on the Core Strategy and the Allocations Development Plan Document and the implications for Bradford East.

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 (as saved by the Secretary of State Oct 08). It will set out the policies against which development proposals are tested as well as allocating land for homes, economic development and supporting infrastructure, as well as, reviewing other local designations such as open space and heritage assets etc.
- 2.2 The district has made significant progress in putting in place a new local plan. The key elements are set out below together with the current position and future programme and an outline of any specific implications for Bradford East area, as well as the national policy context.

National Policy

- 2.3 National policy as set out in the National Planning Policy Framework (NPPF) published in 2012 reinforces a plan led system and re-emphasises the need for up to date and robust local plans to be put in place to plan positively for development and change and specifically boost housing delivery and support economic development while supporting sustainable development. This approach is enshrined into the presumption in favour of sustainable development.
- 2.4 The NPPF includes a new presumption in favour of sustainable development. For Local Plans this means that:
- Local planning authorities should positively seek opportunities to meet the development needs of their area;
 - Local Plans should meet objectively assessed needs, with sufficient flexibility to adapt to rapid change, unless:
 - Any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the NPPF taken as a whole; or
 - Specific policies in the NPPF indicate development should be restricted.
- 2.5 The NPPF is supported by further National Planning Policy Guidance (NPPG) which is internet based and sets out details on the implementation of the national guidance including procedural guidance for preparation of local plans.



2.6 The Planning & Compulsory Purchase Act 2004 as amended by the Localism Act and more recent the Planning and Housing Act 2016, provides the Legal basis for the preparation of the statutory development plan. This is supplemented by detailed regulations in particular Town and Country Planning (Local Planning) (England) Regulations 2012. The Development plan process is made up of 5 main stages:

Stage 1 Initial Evidence gathering

Stage 2 Initial Consultation on issues/options & evidence gathering (reg18)

Stage 3 Publication and Submission (Reg 17, 19 and 22)

Stage 4 Examination (Reg 23-24)

Stage 5 Adoption (Reg 26)

A Local Plan for the Bradford District

2.7 The Council is committed to produce the following suite of Development Plan Documents. These are set out in the Local Development Scheme approved by Executive July 2014. The documents to be prepared are:

- 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)

2.8 The Core Strategy provides the spatial vision and objectives for the District to 2030 and includes strategic policies to inform future development proposals, Development Plan Documents and investment decisions. The other Development Plan documents are required to conform to and implement the Core Strategy's policies and its spatial vision. This includes allocating sites / land to meet the development targets set out in the Core Strategy

2.9 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 held hearings in March 2015 into a number of 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 adoption. These main modifications were published 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 Inspector is now finalising his report which is anticipated to be with the Council in late summer. The Inspectors report will then be considered by Executive and Full Council with a view to adopting depending on the recommendations from the Inspector.

2.10 Area Action Plans for Bradford City Centre and Shipley and Canal Road Corridor are in preparation in order to:



- Deliver planned growth areas;
 - Stimulate regeneration;
 - Focus the delivery of area based regeneration initiatives, and
 - Reduce the need for green field and green belt development in other parts of the district.
- 2.11 The Waste Management DPD sets out the planning framework for managing the District's waste in a sustainable manner. It includes policies and allocations for the management of waste in line with the national waste strategy and relevant European regulations. It deals with all types of waste including municipal.
- 2.12 The two Area Action Plans together with the waste DPD were approved by Full Council and have been submitted to government for examination with hearings anticipated to take place in the autumn.
- 2.13 The Allocations DPD will allocate land to meet housing needs as well as jobs in line with the scale and distribution set out in the Core Strategy. It will also set out the detailed approach to key green infrastructure, such a recreation open space and playing pitches, amongst other things. It will also reserve land for any required infrastructure such as new schools. The Council has commenced work on the Allocations DPD with evidence gathering and the publication in May a series of documents and information to start testing issues and options. This first stage of consultation concerns the key issues and questions that the Plan needs to deal with and runs for a period of 10 weeks closing on 19 July.
- 2.14 For the issues and options consultation, the Council produced a number of documents including a report setting out the proposed scope and content of the plan, a call for evidence, a site assessment methodology and sub area background papers.
- 2.15 Some of these documents contained lists of the current possible available development site options in each settlement together with maps which show the areas currently protected for greenspaces. These documents were complemented with an Interactive map which more clearly identifies the sites and allowed the public to make comments electronically. The Council are also inviting the submission of any further sites which the public land owners of developers wish to see considered for allocation in the new Plan.
- 2.16 The Localism Act introduced new tools which could be used by local communities to inform development locally. These include the opportunity to prepare Neighbourhood Plans which, following a referendum could become part of the Local Plan. Neighbourhood plans can only be used to positively support development and are required to be in line with the policies within the Local Plan. At present a large number of Parish Councils are at the early stages of preparing a neighbourhood plan for their areas. Where there is no Parish Council a Neighbourhood Forum which met the legal and regulatory requirements would need to be set up in order to be able to prepare a Neighbourhood plan. There are currently no neighbourhood plans being prepared within the Bradford East Area.



3. OTHER CONSIDERATIONS

Core Strategy implications for Bradford East

3.1 The Core Strategy sets out the spatial vision to 2030 and supporting plan objectives, together with the Strategic Core Policies. The Strategic Core policies then set out the key policy elements in support of the vision. The subsequent policies then provide more detail on how these will be achieved. The Strategic Core Policies cover the following broad areas:

- Overall approach and key spatial priorities
- Climate change and resource use
- Working together
- Hierarchy of settlements
- Location of development
- Green infrastructure
- Green belt
- Zones of influence for the South Pennine Moors SPA
- Making great places through good design

3.2 The overall approach seeks to ensure that the district's needs are met in a sustainable way. The plan establishes a housing requirement to 2030 of 42,100 dwellings which is a significant step up from the scale of development in the RUDP and from the levels of development currently being delivered. The plan also looks to allocate a supply of 135 hectares of new employment land.

3.3 The core policies establish a settlement hierarchy which focuses the development within the more sustainable locations and settlements which can grow in a sustainable way. The majority of housing development is focused within the City of Bradford (27,750) which is broken into a number of sub areas. The housing apportionment as proposed to me modified is as follows:

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

3.4 The two area action plans allocate sites for 6,600 dwellings with the rest left to the allocations DPD to determine.

3.5 The Core Strategy includes sub-area policies. These relate to the following broad areas:

- City of Bradford, including ShIPLEY and Lower Baildon
- Airedale
- Wharfedale
- South Pennine Towns and Villages



3.6 These policies set out the scale and broad distribution for development and change (homes and jobs) within each sub area including settlements, together with how key environmental assets, both built and natural, will be managed. It also seeks to identify key areas of infrastructure, in particular transport, which will require improvement in support of the development strategy and other investment priorities. They include a supporting sub area spatial vision for each place by 2030.

3.7 Policy BD1 Criterion C (2) as proposed to be modified states:

'North East Bradford, will see the creation of 4,400 new homes with associated community facilities, in particular open space and recreation facilities. The new homes will be delivered by a mix of sites but will include some local green belt changes in sustainable locations. A new high quality employment opportunity including research and development and commercial enterprise will be located at Apperley Bridge (complemented by a new railway station and improvements to the Harrogate Road / New Line Junction). Walking and cycling networks will be enhanced including the upgrading of the canal towpath between North Bradford and Leeds.'

3.8 The Core Strategy also contains more detailed thematic policies. These are organized into three themes, namely Planning for Prosperity (economic development, town centres, and retail), Planning for People (homes) and Planning for Place (Including environment, biodiversity and heritage).

3.9 The core Strategy is supported by a range of technical evidence and supporting appraisals which provide more detailed information and data which has been used to justify the chosen policies and approach. These contain evidence which will provide the start point for the more detailed assessment and choice of sites but will be supplemented as required as part of the allocations work.

3.10 The Local Infrastructure Plan has been produced in line with NPPF in order to consider through out the preparation of the Local plan the implications for a wide range of Infrastructure. This will continue to be regularly updated in consultation providers in order to try to align infrastructure investment with development.

Allocations Implications for Bradford East

3.11 The Allocations Issues and options consultation set out in the sub area report for the Bradford urban area the planning context for the city and divided it up into a number of lower level areas which corresponded to the areas set out in the Core Strategy. This includes a section in relation to Bradford North East and a corresponding schedule of potential sites. The sites are drawn from a range of sources including SHLAA which itself contains sites from sources such as new sites submitted by landowners, sites with permission and undeveloped sites from the employment land register. The Allocations consultation also sets out a number of consultation questions linked to the material and scope of the document.

3.12 The housing apportionment for Bradford North East is 4,400 which will include the need for some change to the green belt to accommodate the scale of development. There would also likely to be a need to change the green belt to support economic development linked to the potential site at the former filter beds at Esholt Water



Treatment Works at Apperley Bridge.

- 3.13 Following the consultation on issues and options the Council will undertake further technical work and appraisal of the sites and designations taking into account the comments and evidence submitted at this first stage consultation. A preliminary allocations plan will be produced for consultation in the first part of next year. This will set out the preferred sites and evidence as well as the options/sites not proposed and reasons. This stage 2 consultation will involve appropriately target and proportionate community based engagement. This will then enable the Council to finalise the allocations plan and seek approval of Council to submit to examination following a final period for representations.

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 and potential costs from successful appeals.

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.

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.

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.

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.

The consultation and engagement plan will seek to use sustainable means and locations as far as practicable.

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.

7.6 TRADE UNION

There are no Trade Union implications.

7.7 WARD IMPLICATIONS

The local plan relates to the whole District and affects all wards.

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

The report above sets out the key implications for Bradford East.

8. NOT FOR PUBLICATION DOCUMENTS

None.

9. OPTIONS

9.1 The report is brought at the request of the Committee for information.



10. RECOMMENDATIONS

10.1 The Committee is recommended to note the contents of the report.

11. APPENDICES

None

12. BACKGROUND DOCUMENTS

- 12.1 Local Development Scheme (July 2014)
- 12.2 Publication Draft Core Strategy
- 12.3 Allocations Issues and Options consultation (May 2016)
- 12.4 National Planning Policy Framework

