

Section 2

Background and Context

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

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

National Planning Policy

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

Local Planning Regulations

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

The Leeds City Region

- 2.4 At the Yorkshire and Humber regional level several key strategies informed the earlier versions of the Core Strategy, particularly the Regional Spatial Strategy (RSS), the Regional Economic Strategy and the Regional Housing Strategy. Coordinated working on strategic matters is now undertaken at the City Region level.
- 2.5 The Leeds City Region Partnership brings together the 11 local authorities of Barnsley, Bradford, Calderdale, Craven, Harrogate, Kirklees, Leeds, Selby, Wakefield, York, and North Yorkshire County Council to work with businesses and partners towards a common prosperous and sustainable city region in areas such as transport, skills, housing, spatial planning and innovation.
- 2.6 The Partnership have been working together to look at how policy and delivery at this broad area level can be changed to improve economic growth and competitiveness. The Leaders Board provides the accountable decision making structure.
- 2.7 Following the abolition of the Regional Assembly and the revocation of the RSS the Partnership has had a key role to play in strategic alignment and delivery. A first step towards this was in the adoption by the Leaders Board of the Leeds City Region Interim Strategy Statement (April 2011). This statement reaffirms the commitment of the 11 authorities to the key principles of RSS in developing their development plan, in particular Core Strategies.
- 2.8 The Leeds City Region established its business-led board, the Local Enterprise Partnership Board, to work alongside the Leaders Board in order to effectively address the city region's economic challenges. The Leeds City Region Local Enterprise Partnership Plan was published in April 2012.
- 2.9 Some details of the Interim Strategy Statement and the LEP Plan are included in Appendix 2B.

The Evidence Base

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

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

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

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

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

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

Alignment with Local Strategy

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

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

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

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

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

Fourteen strategic aims are identified to achieve these outcomes.

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

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

Other District Strategies

2.25 The summaries for the following district strategies can be found in the Planning and Regeneration context section of the **Draft Baseline Analysis Report**. The Neighbourhood Action Plans and Parish Plans have been summarised within the **Draft Settlement Study**.

- Bradford Councils Corporate Plan
- Bradford District Housing Strategy
- Bradford District Economic Strategy
- Bradford District Transport Strategy
- Bradford District Environmental Strategy
- Climate Change Strategy
- Bradford City Centre Masterplan and Neighbourhood Development Frameworks
- Manningham Masterplan
- Airedale Corridor Masterplan
- Leeds Bradford Corridor Study
- Shipley and Canal Road Corridor Masterplan
- Neighbourhood Development Plans
- Neighbourhood Action Plans and Parish Plans

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

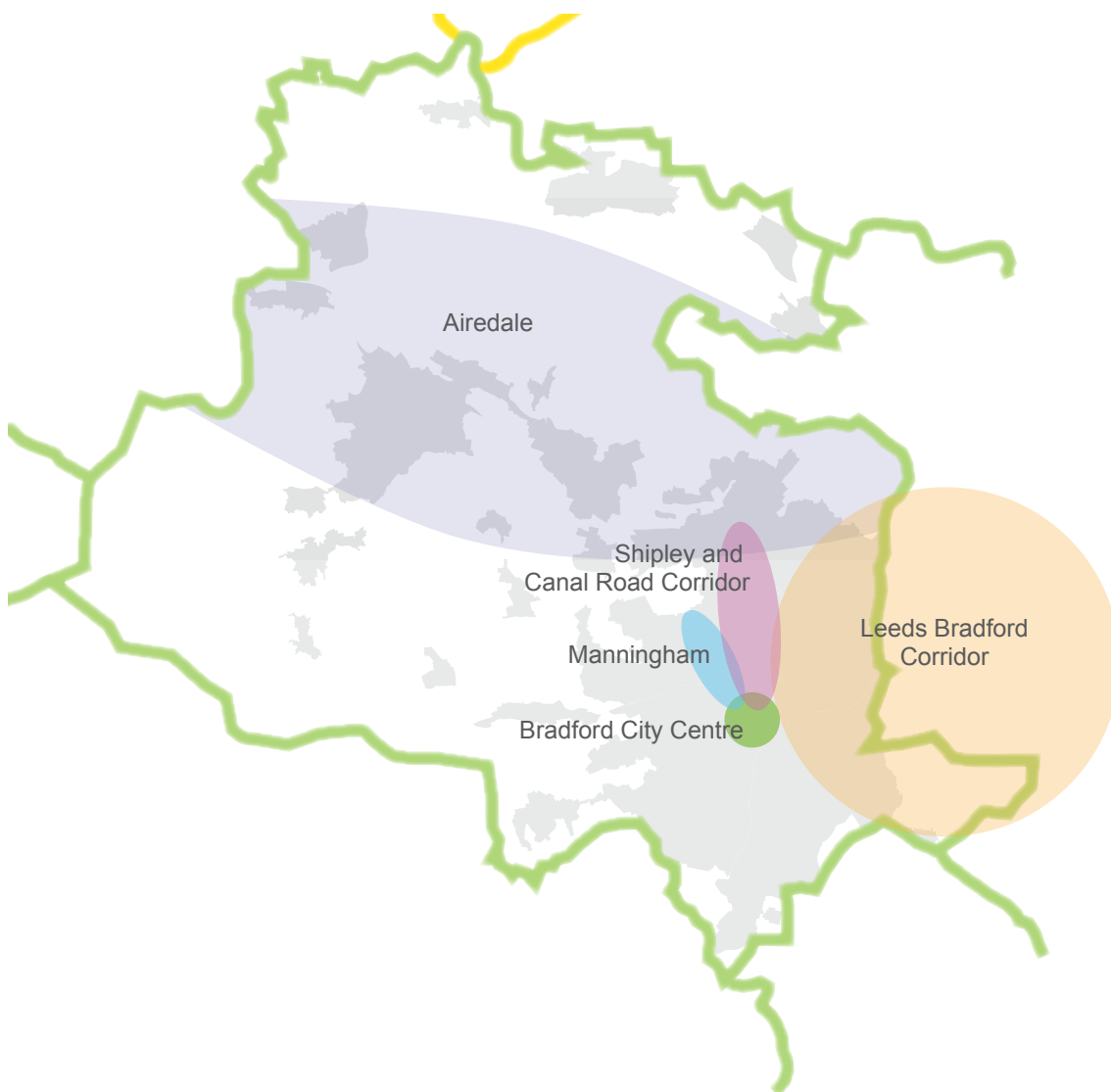
Chain of Conformity

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

2.28

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

Figure B1: Regeneration Priority Areas



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A Spatial Portrait of the District

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

2.30 Bradford is a large metropolitan authority which covers approximately 370 sq km (143 sq miles) and forms one of the five districts within the West Yorkshire conurbation. The District is located within the Leeds City Region and in May 2008 the Yorkshire & the Humber Regional Spatial Strategy designated Bradford as a Regional City.

Strategic Location

2.31 The Bradford Metropolitan District is characterised by a mixture of urban and rural areas with distinctive character and attractive landscapes. The topography of Bradford means most of the industrial and residential development is in the south of the district and along the valley bottoms, with the majority of the population living in the urban centres of Bradford and within the freestanding settlements of Keighley, Bingley and Shipley, in Airedale, and Ilkley, in Wharfedale. While the urban areas are quite densely developed, two-thirds of the District is rural with moorland and attractive valleys surrounding and penetrating into the urban areas.

Population

2.32 The District had a population of some 522,500 in 2011 which is estimated to increase to 595,799 by 2028, (Bradford District Housing Requirement Study February 2013) The size of this population growth forecast is significant, and is driven mainly by natural growth. The District's population is also expected to become more ethnically mixed with significant growth among younger age groups, BME groups and within the more deprived areas of the District. This change in population composition and shift towards groups that traditionally experience lower labour market attainment has implications for Bradford's economy, housing and infrastructure.

Deprivation

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

Economy

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

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

SECTION 2 Background and Context

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

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

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

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

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

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

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

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



Bradford University

2.43 There is a large, and increasing, student population within Bradford. The University of Bradford offers leading national research departments in management, peace studies and archaeology, and the institution has strong links with industry and the community. The development of Bradford's Learning Quarter is envisaged to help coordinate the investment activities happening around the University and College which in turn will facilitate development of high value knowledge-base businesses in the area that currently accounts for relatively small proportion of the local economy compared to the national trend.

Housing

2.44 Bradford District has approximately 210,000 dwellings (derived from Council Tax data, 2013) occupied by around 200,000 households (CLG 2011 based Interim Household Projections). The District's housing stock is diverse, ranging from inner city back-to-backs to multi million pound mansions, and almost everything in-between. The age of the housing stock also reflects the growth of the District, with a third of stock being built before 1919. In many ways this unique housing offer is a strength, but it brings with it serious housing condition problems (e.g. non decent housing, overcrowding) that continue to be a major challenge.

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

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

2.47 House prices in the District are generally lower than Yorkshire & Humber as a whole but there are significant variations between sub areas with comparable properties being worth significantly more in Wharfedale than in the inner city.

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

Transport and Connectivity

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

2.50 Although Bradford has a relatively competitive position in terms of its connectivity to wider destinations, the District internally faces the challenge of planning for infrastructure delivery to match intensive growth. There are also some key services, employment and housing areas in Bradford that are poorly served by public transport, cycling and walking.

2.51 The road network in Bradford's urban area is characterised by a radial pattern of routes leading to the City Centre, though there is an outer and an inner ring road. There is also a relatively high level of bus use throughout the urban area which is encouraged by a generally good quality and high frequency network.

SECTION 2 Background and Context

2.52 As noted elsewhere, there are significant variations in the level of wealth across the district, which also reflect patterns of commuting with a significant number of Bradford's higher earners, for example, commuting from Airedale, Wharfedale and Ilkley to jobs outside the District, mainly in Leeds.

2.53 Bradford has a fairly high level of congestion compared to national average. However, congestion in Bradford is not a district wide problem but concentrated at local hot spots, especially at peak times along the major radial routes to and from the central part of the District.

2.54 Rail patronage in the District has increased significantly over the years and is expected to continue to be the dominant public transport mode in those corridors where it exists, notably in Airedale, where the rail network is at capacity in peak times. Car ownership in Bradford is also set to rise at a faster rate than nationally, due to a lower baseline level.

2.55 Air travel to and from Bradford is set to increase as the City is now connected to more frequent and wider national and international destinations through the Leeds-Bradford International Airport and Manchester Airport. The LBIA is expected to play a much more important regional role in the future and thereby directly contributing to the economy of the region.

2.56 In the long term good connections between all public transport modes will be increasingly important for Bradford. The District is unlikely to create enough jobs on its own to meet the demands of a growing workforce, and therefore links with neighbouring Districts will be important to connect people with employment and housing.

Environment

2.57 One of the most striking features of the District is the quality of its landscape and in particular the proximity of the main urban areas to areas of high landscape value. The character of the District's landscape is very varied, ranging from the rugged open moorland of the South Pennine uplands to rolling farmland, and open river valleys to wooded hillsides.

2.58 The habitats in the Bradford District are largely influenced by their underlying geology. The Millstone Grits of the Southern Pennines to the west of the District give rise to substantial areas of upland heathland and blanket bog, whilst the softer shales of the Coal Measures have produced more woodlands, valley wetlands and unimproved grasslands. The uplands support a wide range of bird species. The demand for development on the lower-lying Coal Measures has fragmented these habitats, although unique habitats have also been created throughout the District as by-products of industrialisation, such as reservoirs, canals and quarries.

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

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

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

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

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



Haworth Main Street

Built-Heritage

2.63 Bradford District contains a rich and diverse built heritage which consists of the third highest number of designated assets in the Region and one of only two World Heritage Sites in Yorkshire. The District's 2,289 listed building entries on the National Heritage List for England range from 16th century farmsteads and parish churches to the houses and civic grandeur of Victorian expansion. The architectural and historic wealth of protected buildings and 59 designated conservation areas are highly valued for the essential contribution they make to local distinctiveness and environmental identity. The benefits of the built heritage to the economy and tourism have been demonstrated by successful regeneration projects.

2.64 The World Heritage Site at Saltaire is one of the jewels in Bradford's crown. The outstanding value and universal interest of this site is not only a unique asset to the district, but also invaluable in showcasing the rich heritage of the District to a global audience. The unique association of the Brontes with Haworth, the surrounding Pennine landscape and the wider district is demonstrated by sustained tourism. The District also benefits from designated historic landscapes and gardens, many of which are municipal parks, some restored to their Victorian glory and five with green flag status. A 16 mile navigable stretch of the Leeds and Liverpool Canal protected by conservation area designation with iconic historic structures such the Five Rise Locks, a historic battlefield and a complex assemblage of scheduled Bronze Age carved rocks demonstrate the wealth of heritage within the District.

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

SECTION 2 Background and Context

Cultural Attraction and Tourism

2.66 The provision of cultural amenities (such as cinemas, theatres and libraries, a café culture, and employment in hotels and restaurants) is good in Bradford. Key cultural attractions include the National Media Museum and the Cartwright Hall which contains Bradford's main gallery. Visitors are also attracted by the built heritage of the District, noted previously, which includes relics of Bradford's famous textile manufacturing past.

2.67 Although the District has the advantage of a range and depth of major tourist attractions in Yorkshire, tourism industry is underachieving in terms of volume and value of both day and staying visitors. The key challenge is to lift the appeal and quality of some attractions and encourage people to make more visits locally. The District's attraction to the wider international visitors however is very promising.

Understanding Bradford District

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



Cartwright Hall



City Park