

City of Bradford Metropolitan District Council



Core Strategy: Issues and Options

Topic Paper 3: Meeting the need for Dwellings in the District



February 2007

Local Development Framework for Bradford

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ब्राडफोर्ड डिस्ट्रिक्ट (Bradford District) एर लोक्याल डेवेलोपमेन्ट फ्रेमवर्क (Local Development Framework - स्थानीय उन्नयन काठामो) एर अनेकगुलो कागजपत्र वा दलिलपत्रेण एकटि हलो एहि तथ्यापत्रटि । एहि तथ्यापत्रेण विषयवस्तु कमिउनिटिण लोकदेण कोनो भाषाय बुवाते चाईले अथवा लिखित अनुवाद चाईले नतुवा ता ब्रेईले (अक्षलिपिते), मोटा हरफे किंवा क्यासेटे रेकर्ड करे चाईले, अनुग्रह करे लोक्याल डेवेलोपमेन्ट फ्रेमवर्क ग्रुप (Local Development Framework Group)-के (01274) 434050, (01274) 434544 वा (01274) 434606 नांखारे फोन करण ।

यह दस्तावेज़ उन बहुत से दस्तावेज़ों में से एक है जिनसे मिलकर ब्रैडफोर्ड डिस्ट्रिक्ट का लोकल डिवेलपमेंट फ्रेमवर्क बनता है। यदि आप इस दस्तावेज़ की जानकारी का हिन्दी अनुवाद या इसे ब्रेल, बड़े अक्षरों या टेप पर प्राप्त करना चाहते हैं, तो कृपया लोकल डिवेलपमेंट फ्रेमवर्क ग्रुप से (01274) 434050, (01274) 434544 या (01274) 434606 पर सम्पर्क करें।

ਇਹ ਦਸਤਾਵੇਜ਼ ਅਜਿਹੇ ਬਹੁਤ ਸਾਰੇ ਦਸਤਾਵੇਜ਼ਾਂ ਵਿੱਚੋਂ ਇੱਕ ਹੈ ਜਿਨ੍ਹਾਂ ਨਾਲ ਬਰੈਡਫੋਰਡ ਡਿਸਟ੍ਰਿਕਟ ਦਾ ਲੋਕਲ ਡਿਵੈਲਪਮੈਂਟ ਫਰੇਮਵਰਕ ਬਣਦਾ ਹੈ। ਜੇਕਰ ਤੁਸੀਂ ਇਸ ਦਸਤਾਵੇਜ਼ ਵਿੱਚ ਦਿੱਤੀ ਗਈ ਜਾਣਕਾਰੀ ਦਾ ਪੰਜਾਬੀ ਅਨੁਵਾਦ ਜਾਂ ਇਸਨੂੰ ਬ੍ਰੇਲ, ਵੱਡੇ ਅੱਖਰਾਂ ਜਾਂ ਟੇਪ 'ਤੇ ਪ੍ਰਾਪਤ ਕਰਨਾ ਚਾਹੁੰਦੇ ਹੋ ਤਾਂ, ਕ੍ਰਿਪਾ ਕਰਕੇ ਲੋਕਲ ਡਿਵੈਲਪਮੈਂਟ ਫਰੇਮਵਰਕ ਗਰੁੱਪ ਨਾਲ (01274) 434050, (01274) 434544 ਜਾਂ (01274) 434606 'ਤੇ ਸੰਪਰਕ ਕਰੋ।

یہ دستاویز بریڈفورڈ ڈسٹریکٹ کے مقامی ترقیاتی لائحہ عمل سے متعلقہ دستاویزات میں سے ایک ہے۔ اگر آپ کو اس دستاویز کا زبانی یا تحریری ترجمہ کسی بھی کمیونٹی زبان میں درکار ہو یا آپ اسے بریل، لارج پرنٹ یا ٹیپ میں چاہتے ہیں تو براہ مہربانی لوکل ڈیولپمنٹ فریم ورک گروپ سے ٹیلی فون نمبر: 01274 434050، 01274 434544 یا 01274 434606 پر رابطہ کریں۔

આ દસ્તાવેજ ઘણાંમાં નો એક છે કે જે બ્રેડફોર્ડ ડિસ્ટ્રિક્ટ નાં સ્થાનિક વિકાસ ની રૂપરેખા બનાવે છે. જો તમને આ દસ્તાવેજનાં લખાણનું પ્રાદેશિક ભાષાઓમાં ભાષંતર કરાવવાની અથવા તેનો અર્થ સમજવાની જરૂર જણાય, અથવા તમને તેની જરૂર બ્રેઇલ, લાર્જ પ્રિન્ટ કે પછી ટેપ ઉપર હોય, તો મહેરબાની કરી લોકલ ડિવેલપમેન્ટ ફ્રેમવર્ક ગ્રુપનો (01274) 434050, (01274) 434544 અથવા (01274) 434606 પર સંપર્ક કરો.

1.0 INTRODUCTION

1.1 A decent home is a fundamental human need and housing is a key issue on the National Governments agenda. Topic Paper 3 considers the Issues and Options relating to the provision of dwellings in the Bradford District. The planning system aims to ensure that development takes place in a way that provides value to the community, local environment and supports the local economy. This Issues and Options topic paper is divided into the following sections:

- Influences
- Key Issues and Options
- Evidence
- Key Questions

1.2 The Council's planning policies governing the delivery and location of new housing development are presently contained in the replacement Unitary Development Plan (2005). However, changes in the national planning agenda mean that this document must now begin to be replaced by the Local Development Framework (LDF). This document is the first stage toward the development of a Core Strategy for the District and has been prepared to seek your views on the key issues for the provision of housing in the District.

1.3 The aim of this paper is to highlight the options available in ensuring that the correct balance of housing needs is delivered in the District, through an understanding of the problems and issues involved in meeting all types of housing need. It will set out how the plan making process could respond more positively to the need for additional homes of all types across the District, their location and their relationship to other services and facilities required by a growing population.

1.4 There are a number of significant issues currently affecting the Districts housing supply, arising both nationally and locally. It is imperative that the issues identified in this document are considered alongside the spatial vision for the District to ensure that all residential areas are stable and healthy with good access to local employment, health care, education and a quality environment to be fully sustainable communities. This paper discusses the nature of housing need in Bradford in terms of number and type of new dwellings, where they should be located, at what densities, whilst continuing to support local communities and improve the quality of life for current and future generations.

2.0 INFLUENCES

National Planning Guidance

- 2.1 **Planning Policy Statement 1: *Delivering Sustainable Development (ODPM: 2005)***, sets out the Government's national policy objective toward the delivery of sustainable patterns of future development through the planning system. It encourages planning authorities to follow good practice in developing local policies that operate in the public interest, ensuring that the planning of new development takes place in such a way that it provides a lasting and positive legacy for future generations. In Bradford this means identifying the specific needs of communities in terms of housing, employment, transport and other services, such as open spaces and schools to reduce the need to travel long distances from their homes to access basic amenities, creating safe, attractive, places to live.
- 2.2 Housing delivery is high on the Government's political agenda and the **Sustainable Communities Plan** sets out the Governments' vision toward the "Homes for All" agenda. National guidance for the delivery of new housing development through the planning system is contained in **Planning Policy Statement 3 (PPS3): *Housing*** (Department of Communities and Local Government formerly ODPM), published November 2006 and supersedes PPG3 (ODPM: 2000). The key objectives are as follows:
- To achieve a wide choice of quality homes to address the needs of communities.
 - To widen opportunities for home ownership, including for those who cannot afford market priced housing.
 - Improve affordability by increasing the amount of new homes being built.
 - Create mixed and sustainable communities in urban and rural areas.
- 2.3 The roles of Local Planning Authorities, in the delivery of housing, are set by this document. It states that:
- All housing should be well designed and built to a high quality standard, with a distinct identity and having good access to green open space, particularly where family housing is proposed;
 - A variety of housing types should be delivered to meet local needs and demand including affordable housing;
 - Sufficient quantity of houses should be provided for in the development Plan for the next 15 years with enough houses which are available to meet an immediate 5 year supply and this should be responsive to market conditions;

- Housing should be identified in suitable locations which offer a wider range of community facilities and access to jobs, with a preference toward previously developed land;
- The supply of land should be managed to ensure that it is used efficiently and effectively in order to deliver the spatial vision of the area, whilst enhancing the local area and producing imaginative layouts and designs.

The main principal underlying the guidance is to ensure that housing is delivered according to market demand and local needs, in sustainable locations.

- 2.4 The needs of the rural community are also acknowledged in **Planning Policy Statement 7: Sustainable Development in Rural Areas (ODPM: 2004)**, where the supply and choice of housing that is accessible to the people that contribute toward the local economy, has been compromised by high prices and limited availability by holiday accommodation and second homes. The principle being, to support rural communities and businesses, by ensuring there are development opportunities available where possible, whilst protecting the countryside. In Bradford, which is two thirds rural, this means targeting small sites for homes and business development to enable these areas to prosper whilst recognising the importance of the local landscape, which makes the villages attractive places to live.
- 2.5 Other considerations include the **2004 Housing Act**. Part 6 of this act requires local authorities to plan strategically to ensure that the needs of Gypsies and Travellers are also accommodated alongside those of the settled community and that regular reviews are conducted to keep abreast of changes. **Circular 01/2006** requires the Core Strategy to set out the criteria for the location of sites, which will then guide the determination and allocation of sites and assess proposals.

Regional Guidance

- 2.6 The Planning Authority must also have regard to documents written by other organisations, in particular those at the regional level. The draft **Regional Spatial Strategy (RSS)**, **Regional Economic Strategy (RES)** and **Regional Housing Strategies (RHS)** all contain guidance and good practice that need to be considered in the Core Strategy. The RES for instance forecast increasing economic success in particular the Leeds City Region¹ in the next 10 years which is expected to trigger further migration into the Bradford District and this has a direct affect on the amount of homes that will be required to accommodate these households.

¹ The Leeds city region includes the Local Planning Authorities of Barnsley, Bradford, Calderdale, Craven, Harrogate, Leeds, Selby, Wakefield and York

2.7 The draft **Regional Spatial Strategy (RSS) for Yorkshire and the Humber** (January 2006) will replace the current RSS which is the selective review of **Regional Planning Guidance note 12 (RPG12) for Yorkshire and the Humber** (2001), (issued in December 2004). The draft RSS identifies the amount of new housing that Bradford has to accommodate in the coming years in the LDF. It proposes that Bradford's housing requirement should increase above existing targets identified in RPG12 of 1,390 new dwellings per year to 1,560 by 2011 rising to 2,180 by 2021 to meet future demand. This reflects the anticipation that the overall population continues to grow faster than the national average and these factors together with a drop in the average household size means there will be an overall increase in headship rates and consequently greater housing demand in the coming years. The anticipated economic success also contributes to the projected growth in households especially in the later period of the RSS.

2.8 There are a number of key strategic issues set out in draft RSS governing how Bradford should plan its housing delivery in the future. These include:

- The larger proportion of development should take place in the main urban areas;
- Bradford's brownfield target, the proportion of housing development on previously developed land should rise to 60% (current target is 57%);
- The amount of affordable housing should be increased;
- Additional land should be released in areas of low demand to stimulate the market;
- Airedale and east Bradford (as part of larger area extending into west Leeds) are defined as areas of economic and housing growth;
- Spatial links between jobs, housing and service infrastructure should be facilitated reducing the need to travel;
- Development in areas of flood risk should be avoided;
- The historical environment should inform the location of new development and local distinctiveness should be encouraged;
- The needs of minority groups should be fully recognised.

Local Planning Guidance and related Strategies

2.9 The **replacement Unitary Development Plan** adopted in October 2005 (rUDP) is the District's present development Plan. It identifies the location of sites for housing together with policies, which encourage the recycling of previously developed land in defined areas in the District. The rUDP covers the period to 2014 for housing allocations with a longer-term strategy up to 2021.

2.10 The current house-building target for the District is set out in Regional Planning Guidance 12 (now RSS). The rUDP identifies enough land to

allow the construction of an annual average of 1390 housing units per year, up to 2014, as required in RPG12.

- 2.11 The focus of the rUDP is to ensure the proper planning of the District, having regard to national and regional planning guidance. In relation to housing development, this involves addressing the demands for specific types of residential development triggered by changes in the wider economy and population.
- 2.12 Decisions on the capacity of the District to accommodate new housing were taken in the replacement UDP largely prior to 2001 when it was placed on deposit. Recognising the importance of sustainable forms of development, mixed use areas were designated in some of the older industrial areas in the main urban area and changes were made to other allocations to boost the potential for additional housing development and to avoid the release of further areas of Green Belt. Phasing policies in the Plan and higher development densities also seek to reduce the reliance on Greenfield sites for longer periods, therefore encouraging the recycling of previously developed sites.
- 2.13 Since the adoption of the replacement UDP in 2005 the new housing requirements identified by the Region make it clear that further sources of housing supply will need to be accommodated in the District. The present Plan does not currently identify enough land to meet the revised housing requirement, suggested in the emerging Regional Spatial Strategy.
- 2.14 The new Local Development Framework as it begins to replace the current development plan will need to address the additional development land needs set out by the draft RSS. The Core Strategy will set out how this might be achieved. Other local strategies including the **Community Strategy 2006-2009** and the **Joint Housing Strategy (2003)** will guide the vision for the growth of the District and are set out in more detail in Topic Paper 2. The separate Allocations Development Plan Document will consider the identification of sites and detailed policies for their release in line with the Core Strategy.
- 2.15 The emerging **Local Housing Assessment** for the District will supplement the Housing Strategy by providing more detailed information on the changing demographics of the District and local needs, better informing the emerging Core Strategy. **The Bradford Accommodation Strategy For Older People 2006-2009** specifically deals with the present and future needs of older people in all types of accommodation across the District and delivers an action plan for future change in the services which can be provided by the Council and sets an agenda for the scale and type of homes which should be planned for in the future.

3.0 KEY ISSUES AND OPTIONS

Bradford is currently undergoing the most significant period of change since the 1960's through various initiatives, which are carving out a new identity for the city. Emerging RSS forecasts additional housing demands in the District generated by natural change in the population as well economic growth. To address the new requirements additional sources of supply need to be identified.

- 3.1 Bradford's **2020 vision** and Community Strategy have been recently updated. The Community Strategy states that: *"The District will be cleaner, greener and more ecologically healthy, with decent homes in decent neighbourhoods, healthier communities and lifestyles and where the lives of residents are enhanced by low levels of crime and fear of crime"*. Spatial planning has a key role in delivering the aspirations of the District by ensuring housing choice, delivering well designed housing environments which make a contribution to the local area and which are affordable. The formation of sustainable communities will reduce the gap between the best and worst areas.

The Housing supply

- 3.2 The **2001 Census** recorded in the region of 180,000 households in the District. It is likely that this figure has grown significantly since, by new families, moving into the area and many more young people forming new households. New sub regional household forecasts issued by the Department for Communities and Local Government (formerly the ODPM) in March 2006, show a forecasted additional 25,000 households by 2016 and 54,000 by 2026². There are presently around 198,000 existing homes in the District.³
- 3.3 As a result of the forecasted population growth the RSS predicts that Bradford should be looking to accommodate and build a significant number of new dwellings up to 2021. The new housing requirement provides an annual net figure for each year up to 2021 in three phases. The table below set out the new requirement and the increase on current requirement.

Draft RSS Net Housing Requirement		
	Annual New Dwellings Target (net)	Increase On Current Target
2004 to 2011	1560	170
2011 to 2016	1920	530
2016 to 2021	2180	790

² Department of Government and Local Communities New Household Projections for England and the Regions to 2026 (14/6/06)

³ Draft Bradford District Housing Assessment 2006

3.4 This amounts to an overall housing requirement on Bradford of 31,000 additional homes to 2021. The replacement UDP currently identifies enough housing potential for around 14,000 units to 2014, divided into 2 phases, with phase 1 (up to 2009) comprising the most sustainable sites in the District and sites with planning permission. Additional capacity of around 6,000 units could also be made available if all Safeguarded Land sites (sites on the edge of the main urban area) are developed for housing.

3.5 The Annual Monitoring Report 2006 (AMR) for Bradford indicates the current supply of housing land taking into account the remaining supply of allocated sites contained in the rUDP and also the permissions and windfalls. The current supply as identified in the AMR comprises:

- Outstanding planning permissions 7348 (4631 on Previously Developed Land (PDL); 1649 through conversion/change of use; 1068 on greenfield land, agricultural land and agricultural buildings.
- Remaining allocations in the RUDP 6878 (1713 on PDL and 5165 on greenfield land)
- Windfall assumption from the RUDP 440/year for the ten year period (all PDL)
- The supply total is 18626, giving an annual average of 1863 over the ten year period to 2014.

3.6 One issue for this paper is to establish where these dwellings should be built and in what proportions. In line with national guidance the replacement UDP through phasing and windfall policies requires developers to look to redevelop land that has previously been developed, prior to greenfield sites. The AMR indicates that much of the new housing built over recent years has come from such sources in many cases on sites not already allocated in the Plan. This is good news for the housing supply, meaning that the stock of land already allocated for development should last for longer. The exploitation of further areas of previously developed land is the most sustainable option for additional house-building in the District and will contribute toward delivering the national and local target of 60% of all new development on previously developed sites. Much of this is in the urban area and comprises underused land and buildings. It is not however, an unlimited source of supply and may be better suited to other uses. The Council is undertaking an Urban Potential Study to identify potential additional sources of housing supply from within the main urban area and whether there is scope elsewhere to absorb some of the housing forecasts placed on the District by the region.

Key Question

3.1 How best should the additional housing requirement set out by the Region, be accommodated in the District?

Options

- By focusing the majority of the development in the city centre Neighbourhood Development Areas and along the route of the proposed Bradford Canal
- By redeveloping underused land and buildings in the inner areas
- By enlarging the main urban area with urban extension sites (including the use of safeguarded land)
- By allowing peripheral towns and villages to enlarge (including the use of safeguarded land and/or green belt)
- A combination of the any/all of the above (provide detail)

House building in Bradford

Current policies require residential developments to be built at higher densities, with the aim of making more effective use of land. In areas well served by public transport density requirements are higher still. The amount of land presently identified in the rUDP is calculated by using an assumed average development density of 38 units to the hectare which fits with Government guidelines.

- 3.7 The dynamics of the traditional housing markets of the District are changing, generated by changes in national policy, growth in the economy and local intervention. Historically the annual housing requirement set by RPG12 has not been achieved, as a result of low confidence and demand in certain parts of the District.⁴ However, renewed interest particularly in the city centre and other town centres of the District, together with increased conversion and redevelopment activity in other areas are starting to generate higher levels of house-building than previously which will go some way toward opening up new opportunities in areas of traditionally low demand such as the inner areas. Some sites in the phase 1 supply of sites have not been taken up for development and this is a concern.

Year	Year of Plan period	Net completions	Annual average completions over remaining UDP period	Cumulative net deficit of homes not built
2001	1	1038	1038	352
2002	2	1257	1147	485
2003	3	1234	1176	641
2004	4	1254	1196	777
2005	5	1361	1229	806
2006	6			

(Source: Annual Monitoring Report 2006 – CBMDC 2006)

- 3.8 House-building in Bradford during the 1980's and 1990's was predominantly targeted at those wishing to live on the periphery of the urban area at low densities, generally at less than 25 units to the

⁴ Bradford District Annual Monitoring Report December 2006

hectare. Developers are now expected to ensure that their developments are at least in excess of 30 units to the hectare with higher requirements of over 50 in very accessible areas. As a result this has dictated the type and size of new accommodation, which is now being built.

- 3.9 The 2006 Annual Monitoring Report confirmed that the higher development densities set by Policies in the replacement UDP are now being realised on many of those sites allocated for immediate development in the rUDP. The move toward apartment living in the city and town centres and similar blocks within more suburban estates are helping to uplift development densities in these areas and are making a recognised contribution toward the creation of balanced and sustainable communities. 20% of allocated sites with planning permission have so far been able to achieve the higher development density of 50+ units to the hectare. On many windfall sites in the city centre the development density figure is substantially higher.
- 3.10 The replacement UDP assumes a contribution of around 440 units per year from windfalls. Based on the scale of planning applications being submitted for building conversions and the redevelopment of sites in the urban area it appears that this figure has been under estimated. In the city centre for example, over 650 units have been completed since 2003, a further 500 are currently on site and over 4000 already have planning approval or are awaiting detail permission. An anticipated additional 4,500 further homes may also be delivered by proposals set out in the four city centre Neighbourhood Development Frameworks (The Bowl, The Valley, The Market and The Channel) and more through proposals to reintroduce the Bradford canal to the city in the next 20 years and proposals in Airedale.
- 3.11 A key priority for the Core Strategy is the need to ensure there is a range and balance of quality housing in all parts of the District by type and affordability, in safe and diverse communities with good access to essential services like schools, shops and community facilities together with transport. The District's proposed Location Strategy is explored in Topic Paper 2, but this will be informed by further development opportunities, which may be identified by the Urban Potential Study.

Key Question

3.2 How should the Council ensure that enough dwellings are provided in the right places in the District to meet local needs in a sustainable manner making most effective use of land and buildings?

Options

- Promoting high density housing (50 units to the hectare) on all sites.
- Targeted approach to density of development which promotes

higher densities in locations well served by public transport and infrastructure

- Accepting only developments making use of previously developed land or buildings
- Promoting city/town living by ensuring there are enough opportunities to convert existing buildings
- Promote release of greenfield sites in strong market areas (market approach)

Additional Question

How much flexibility should there be in the Plan to ensure that it can respond to an under or over supply of homes?

Affordability

Nationally and locally house prices have risen by unprecedented levels, creating problems with affordability. High prices discourage people from climbing the property ladder and consequently the supply of cheaper dwellings for first time buyers is becoming limited, which in turn inflates prices when they do come on the market. Many more people are consequently looking at other ways of securing their own home.

- 3.12 70% of households in the Bradford area are already owner occupiers and 25% are in rented property. The emerging Regional Spatial Strategy currently defines Bradford as an area of low house prices relative to income, with an overall average price of £125,000 the third lowest in the Region. However, between 2004 and 2005, the percentage growth in prices in the District was more than double the National average and this trend is likely to continue.⁵ In Bradford over the past 2 years prices in the lower end of the market (eg terraced properties) have grown faster than in any part of the Region at more than almost 17% annually.
- 3.13 In some parts of the District such as Airedale and Wharfedale, average prices are substantially higher, governed by high demand, generated by location in more attractive environments and proximity to good schools. The District is two thirds rural and the more affluent are also moving away from the suburbs into the villages where there has been a decline in building in recent years and prices have consequently risen significantly higher due to high demand. 60% of the population, have less than a £25,000 annual household income, which means that a significant majority of people not already on the housing ladder are unable to afford their own home. The average detached home costs nearly nine times the average income.⁶ As well as the high value areas, there is also more localised demand for affordable housing in

⁵ Bradford District Housing Profile 2006

⁶ Bradford District Housing Profile 2006

areas such as Lidget Green, Daisy Hill, Fairweather Green, Frizinghall and Manningham areas, which all have high levels of under supply of affordable homes.⁷

- 3.14 PPS3 defines affordable housing as social rented housing and private homes below market price, including shared equity homes and homes specifically provided to eligible households such key workers. The Joint Housing Strategy objective 5, is to achieve “a sufficient supply of affordable and social rented housing in the places where people need it”. The replacement UDP currently contains policies, which require developers on larger sites to make a contribution toward the provision of more affordable housing for people on low incomes. There are a number of mechanisms in place to deliver affordable housing alongside market housing, with higher proportions in those areas where there are more significant affordability issues. For instance, in Wharfedale developers are required to make 40% of all units affordable on housing developments, in the city centre and suburbs this figure lowers to 15%.
- 3.15 In Bradford, the location strategy dictates that the majority of new allocations are made in areas with good public transport. Some of the smaller settlements are not well served and are therefore considered to be less sustainable. Consequently, there are fewer new allocations in these areas and these are predominantly small.

Key Question

3.3 How should the needs of all sections of the community for a decent affordable dwelling be met?

Options

- By allocating sites specifically for affordable housing in all parts of the District where there is need?
- By lowering the site size threshold where developers are expected to provide affordable housing in areas where there is an acute shortage of affordable housing?
- By allocating larger sites, which encourage mixed tenures?
- Requiring different sites to make provision in relation to a percentage based on the market area and need which promotes a higher requirement in areas of highest need (eg Wharfedale)

Local Issues and Demographics

Bradford has a growing population, with some sectors of the community growing faster than others.

- 3.16 Bradford has a predominantly young population with a high birth rate, although the numbers of people approaching pensionable age is also

⁷ Draft Bradford District Housing Assessment 2006

growing steadily in line with national trends. The average household size is larger than nationally at 2.6 persons, with the population density averaged at 1292 persons per km², the average nationally being 380.⁸

- 3.17 The bulk of housing in the District is either terraced and semi detached and has the lowest level of detached housing in the whole region.⁹ Around 90% of older people live in mainstream housing many living alone and in accommodation, which is unsuitable for their present and future needs. Only 5% live in rented sheltered accommodation and more is demanded.¹⁰ Many older people, prefer to remain independent and this can be supported by the Council with home care services. Wider choice by private developers offering flats and bungalows to retired owner occupiers is taking place in Bradford at a lesser degree than some authorities, but this has the ability to free up a small proportion of family homes to the market.
- 3.15 Black and ethnic minority groups make up around 20% of the overall population in the District. These groups often have specific cultural housing requirements including the need for larger accommodation to cater for extended families including dependent older people, living together as one unit.
- 3.16 The 2004 Housing Act requires that Councils ensure that the needs of gypsies and travellers are also included in accommodation assessments and make interim arrangements which look at current provision, address local need and put forward estimated pitch requirements. The draft RSS provides policy guidance on the matter requiring local authorities to ensure there is adequate provision of sites in its area to meet the needs of the gypsy population based on up to date assessments. Bradford presently has 2 authorised sites with a capacity for 94 caravans. A West Yorkshire Gypsy and Traveller assessment is about to be undertaken to inform this matter.
- 3.17 Given the population profile of the District particular emphasis will need to be given toward the need for starter homes for young couples and young families together with larger family accommodation and provision for retirement accommodation. After consideration of the type and tenure of needs in any particular area it may be prudent to encourage particular styles of development through earmarking specific sites suitable for specific accommodation. This could help, create more mixed and balanced communities, to address the changing population structure of the District.

Key Question

3.4 How can the correct balance of house building and creation of new dwellings in the District in terms of type and size be achieved?

⁸ Draft Bradford District Housing Assessment 2006

⁹ 2001 census (derived from Leeds City Region report)

¹⁰ Bradford Draft Accommodation Strategy 2006-2009

Options

- By specifying particular sites for particular type of housing and tenure?
- By defining density on a site-by-site basis which will dictate type of development?
- By drawing up site briefs for each site?
- By asking developers to submit detailed analysis and reasoning on the type and style of development?

Local Strategic considerations

The locational requirements, for employment land is changing. Many sites identified in the rUDP have not been taken up for development and the dynamics of the employment sector is changing toward more service orientated areas rather than traditional manufacturing and engineering industry

- 3.18 Bradford has the 3rd largest economy of the region, unemployment has fallen and there is a steady growth in the working age population, compared to other areas.¹¹ There is increasing pressure from developers seeking higher value development in the form of residential use in all parts of the District including rural areas. The draft RSS suggests that more should be made from the older industrial areas of the city to satisfy the demand for residential development in the District. Some sites have characteristics, which suggest that they may be more appropriate for an alternative use and this will be determined by the Urban Potential Study.
- 3.19 Historically, the authority has sought to protect its industrial areas to safeguard the local economy, but the draft RSS considers that opportunities to re engineer the older industrial areas to accommodate further growth should be further exploited. The growth of the service sector and the modern demands for modern purpose built workspace in the city and town centres would suggest that many of the older industrial areas which contain buildings which are either historically valuable or contribute to the wider local significance should be re-used for housing development. Although Bradford still has a strong manufacturing economy, modern manufacturing often also requires new buildings in accessible locations. If full and effective use is to be made of the urban area for a variety of new homes, this may have to be at the expense of these areas in order to prevent the loss of Greenfield land both in and on the edge of the urban area. There is however no guarantee that the forecasted level of new housing can be fully met by former industrial areas as this has to be balanced against the need for employment buildings in sustainable locations. Factors such as site character, use and form will also need to be carefully

¹¹ Bradford District Housing Profile 2006

considered in order to protect and enhance the public realm.

- 3.20 The existing rUDP encourages residential development in the mixed use areas, drawn from areas formerly protected for employment use. The movement of the global economy toward the service sector with its specific locational needs, suggests that more of the District's traditional employment areas could also be considered for redevelopment to residential uses.
- 3.21 The draft RSS proposes significant economic growth in Airedale and the east of Bradford. This is expected to trigger additional demand for homes in these areas, which needs to be carefully managed to ensure that the quality of the local environment and access to the green infrastructure is enhanced by new development in locations where travel can be reduced; whilst at the same time delivering essential new facilities to meet the needs of the communities in these areas. Topic Paper 4 looks in more detail at the employment and jobs issues.

Key Question

- 3.5 To what degree should land currently or previously used for employment purposes be considered for housing redevelopment?

Options

- All land and buildings should continue to be protected, unless there are special circumstances
- Areas should be de classified to allow housing use such as mixed use areas where possible
- New opportunities for employment should be created to offset losses to residential use

ADDITIONAL QUESTIONS

- 3.6 What role do the smaller settlements have in delivering housing growth?
- 3.7 Should the level of availability in services and facilities be addressed before further housing is planned, or expanded later?
- 3.8 Should the LDF intervene in areas of significant affordability problems?
- 3.9 What approach should the LDF adopt in areas of low demand or low market confidence?
- 3.10 Should Bradford always give priority to housing developments on previously developed land and continue to press for high densities?
- 3.11 How best can additional housing needs in the main urban area and the needs of smaller settlements be accommodated in the District?

4.0 EVIDENCE BASE

4.1 The Council and other stakeholders has undertaken/commissioned or is in the process of undertaking studies in order to provide a sound evidence base required for the LDF. Of particular relevance to housing and homes are the following studies/strategies:

Joint Housing Strategy 2003-2010 Bradford Metropolitan District Council

Bradford District Annual Monitoring Report December 2006

RSS housing projections for Yorkshire and the Humber April 2006

Land Registry (Leeds City Region report)

Emerging Draft Local Housing Assessment 2006 (CBMDC)

2001 Census (derived from Leeds City Region report),

Bradford's Accommodation Strategy for Older People 2006-2009

replacement Unitary Development Plan (October 2005) City of Bradford Metropolitan District Council

Bradford District Housing Profile 2006

5.0 Key Questions

- 3.1 How best should the additional housing requirement set out by the Region, be accommodated in the District?
- 3.2 How should the Council ensure that enough dwellings are built in the right places in the District to meet local needs in a sustainable manner making most effective use of land and buildings?
- 3.3 How should the needs of all sections of the community for a decent affordable dwelling be met?
- 3.4 How can the correct balance of house building and creation of new dwellings in the District in terms of type and size be achieved?
- 3.5 To what degree should land currently or previously used for employment purposes be considered for housing redevelopment?

Additional questions

- 3.6 What role do the smaller settlements have in delivering housing growth?
- 3.7 Should the level of availability in services and facilities be addressed before further housing planned, or expanded later?
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- 3.9 What approach should the LDF adopt in areas of low demand or low market confidence?
- 3.10 Should Bradford always give priority to housing developments on previously developed land and continue to press for high densities?
- 3.11 How best can additional housing needs in the main urban area and the needs of smaller settlements be accommodated in the District?