



Your ref:
Our ref:

31/03/14

Local Plan Group
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By Post and Email – ldf.consultation@bradford.gov.uk

Dear Sir/Madam

CORE STRATEGY DEVELOPMENT PLAN DOCUMENT PUBLICATION DRAFT-REPRESENTATIONS

HOW Planning has been instructed by Canal Road Urban Village Limited (CRUVL) to prepare and submit representations to Bradford Metropolitan Borough Council's (BMDC) consultation on the Core Strategy Publication Draft dated February 2014.

Background to CRUVL

CRUVL is a joint venture company established in October 2010 between URBO Regeneration, a specialist area-wide regeneration company, and Bradford Metropolitan District Council (BMDC). Its purpose is to deliver regeneration of the Central Section of the central part of the identified Shipley and Canal Road Corridor Urban Regeneration and Renewal Priority Area (Shipley and Canal Road Corridor) as a successful and sustainable new neighbourhood of Bradford, known as New Bolton Woods, over the next 10 – 15 years.

CRUVL's defined area of operation covers approximately 110 hectares and is currently occupied by a mix of open and previously developed land together with commercial buildings.

CRUVL's aspiration is to regenerate the area based on the principles of a 'Sustainable Urban Neighbourhood', to establish a place with a 'village' feel and a mix of uses. This will include high quality new homes, a new local centre, new and improved sports and leisure facilities, all set within attractive landscaping and open spaces. The joint venture agreement has been structured as far as possible to ensure CRUVL delivers on its commitment to good design quality and sustainable development and deliverability.

In 2010, CRUVL appointed a design team headed by URBED to develop masterplanning proposals for the regeneration of New Bolton Woods in consultation with the community and other stakeholders. BMDC has been actively involved in masterplanning through its role within the CRUVL Public-Private Partnership.

The New Bolton Woods Masterplan and supporting technical document was considered and approved at BMDC's Executive Committee on the 9th October 2012. This approved the masterplan for the site as a material consideration that can be taken into account in the determination of any future planning applications. The approved Masterplan aligns closely with the emerging Canal Road and Shipley Area Action Plan (AAP). In April 2013 planning permission was granted for Phase 1 of the New Bolton Woods development comprising residential development of up to 139 houses with associated access, car parking and landscaping (LPA ref. 12/03708/MAF) it is now CRUVL's intention to prepare and submit a planning application for a residential led mixed use regeneration scheme on the remaining wider site during 2014.

Core Strategy Development Plan Document – Publication Draft

The Core Strategy is intended to replace the strategic policies contained within the Replacement Unitary Development Plan (RUDP) adopted in 2005 and will provide a long term direction for future development and investment within the Bradford District over the next 15 years and beyond.

The Council, on 10th December 2013, resolved that the Publication Draft be published for a formal 6 week public consultation with a view to submitting the 'Submission' document to the Secretary of State later in 2014. The public consultation running from Monday 17th February until Monday 31st March seeks written representations specifically in relation to the documents' soundness, and whether it fulfils the Council's Duty to Co-operate as established in the National Planning Policy Framework (NPPF).

Assessing the Soundness of the Local Plan

Following the consultation on the Publication draft of the Local Plan the Council will submit the Plan to be examined by an independent inspector whose role is to assess whether the plan has been prepared in accordance with the Duty to Cooperate, legal and procedural requirements, and whether it is sound.

As described in paragraph 002 of the National Planning Practice Guidance (NPPG) the Duty to Cooperate is a legal test that requires cooperation between local planning authorities and other public bodies to maximise the effectiveness of policies for strategic matters in Local Plans. It is separate from but related to the Local Plan test of soundness. The Local Plan examination will test whether a Local Planning Authority has complied with the duty to cooperate. Paragraph 178 of the NPPF provides LPAs with guidance on how to address the duty to cooperate. It states:

"Public bodies have a duty to cooperate on planning issues that cross administrative boundaries, particularly those which relate to the strategic priorities set out in paragraph 156. The Government expects joint working on areas of common interest to be diligently undertaken for the mutual benefit of neighbouring authorities."¹

If the Inspector finds that the Duty to Cooperate has been complied with the examination will then also test whether the Local Plan is 'sound'. In order to be considered 'sound' the Local Plan must be consistent with the criteria set out at paragraph 182 of the NPPF, namely that it is:

¹ Department of Communities and Local Government, National Planning Policy Framework (March 2012), Page 42, Paragraph 178

- **Positively prepared** – the plan should be prepared based on a strategy which seeks to meet objectively assessed development and infrastructure requirements, including unmet requirements from neighbouring authorities where it is reasonable to do so and consistent with achieving sustainable development;
- **Justified** – the plan should be the most appropriate strategy, when considered against the reasonable alternatives, based on proportionate evidence;
- **Effective** – the plan should be deliverable over its period and based on effective joint working on cross-boundary strategic priorities; and
- **Consistent with national policy** – the plan should enable the delivery of sustainable development in accordance with the policies in the Framework.

CRUVL's Representations

These representations relate solely to the New Bolton Woods site (central part of the Shipley and Canal Road Corridor). It is requested that these representations, which are supported by the Executive approved New Bolton Woods Masterplan (enclosed), are fully considered by the Council when preparing the Submission version of the Core Strategy.

CRUVL support the Publication draft however detailed comments are provided below on policies specifically relevant to the delivery of the New Bolton Woods site, particularly Sub Area Policy BD1 'The Regional City of Bradford including Shipley and Lower Baildon' which covers the site (Section # of the Core Strategy Publication Draft).

Policy P1: Presumption in Favour of Sustainable Development

CRUVL supports Policy P1 and the Council taking a positive and proactive approach to planning that reflects the presumption in favour of sustainable development contained in the NPPF at paragraph 14. CRUVL particularly welcome the following statement contained within Policy P1:

"The Council will always work proactively with applicants jointly to find solutions which mean that proposals can be approved wherever possible..."

Policy SC3: Working Together

The promotion of collaborative approaches to delivering sustainable development as set out in Policy SC3 is strongly supported by CRUVL. CRUVL, through the Partnership, have sought to work with all relevant stakeholders and community members to develop the approved New Bolton Woods Masterplan. CRUVL will continue to work with stakeholders throughout the planning application process.

Policy SC4: Hierarchy of Settlements

New Bolton Woods is located within the Regional City of Bradford. Under Policy SC4 the Core Strategy Publication Draft identifies that this area will be the prime focus for:

"housing, employment, shopping, leisure, education, health and cultural activities and facilities in the District. To support this role the Regional City will see the greatest proportion of development and growth as set out in policies HO3 and EC3."

CRUVL strongly support this approach to establishing a sustainable settlement hierarchy in the District and this aligned with the New Bolton Woods Masterplan.

Policy SC9: Making Great Places

CRUVL supports Policy SC9 and welcome the Council's approach to creating high quality places, and attractive, cohesive, sustainable settlements. The New Bolton Woods Masterplan positively reflects the criteria set out by the Policy which in turn will create a strong sense of place.

Policy BD1: The Regional City of Bradford including Shipley and Lower Baildon

Policy BD1 provides specific guidance which will direct development in the Regional City of Bradford including at the New Bolton Woods site. It addresses the following key policy areas:

- A. Strategic Pattern of Development
- B. Urban Regeneration and Renewal Priorities
- C. Proposed Growth
- D. Economic Development
- E. Environment; and
- F. Transport

CRUVL's representation addresses each policy area below:

Strategic Pattern of Development

In accordance with policies H03 and EC3, the Regional City of Bradford (including Shipley and lower Baildon) is proposed to accommodate 28,650 dwellings and approximately 100ha of new employment land in the period up to 2030. The Core Strategy Publication Draft proposes that 3,200 dwellings will be delivered within the Shipley and Canal Road Corridor. CRUVL strongly supports this allocation however, would suggest that the Council identify that this figure is a minimum target.

Urban Regeneration and Renewal Priorities

In terms of the Shipley and Canal Road Corridor the Publication Draft Core Strategy states:

"The Shipley and Canal Road Corridor will see the creation of 3,200 new homes by 2030. New homes will be provided in a range of locations in particular in the centre section. As part of the Urban Eco Settlement ambitions the Corridor will deliver sustainable buildings with innovative and contemporary architecture, Bolton 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 Road Link Road. Opportunities to further improve public transport will be taken wherever possible."

Whilst the aspirations for the Shipley and Canal Road Corridor generally accord with the approved New Bolton Woods Masterplan, CRUVL consider that the importance of retail development to facilitate delivery of the site is underplayed. The approved Masterplan for

New Bolton Woods includes a local centre incorporating a medium-size foodstore. There will also be smaller retail units trading from Stanley Road with car parking available. At the heart of the local centre will be a new public square off the high street. This will be a focus for the regenerated neighbourhood. It will consist of smaller retailers, cafes and restaurants and other local facilities such as a health centre, gym, and nursery. CRUVL has identified that it is important to provide employment in line with the strategic objectives set out above.

Whilst CRUVL understand and support the need to protect and enhance Bradford and Shipley Centres it must be stressed that the New Bolton Woods project is one of the most important regeneration projects in Bradford and the Local Centre at its core is absolutely vital to the successful regeneration of the local area which currently completely lacks a focal point for the local community. CRUVL are concerned that the sequential approach, proposed in Policy EC5 (discussed in detail later in the Representation), is potentially inappropriate here as New Bolton Woods is clearly peripheral to Bradford and Shipley and this does not allow proper weighting to be given to the strategic need for a new Local Centre on Stanley Road at the heart of this Council backed regeneration initiative.

The Core Strategy Publication Draft including Policy BD1 makes reference to the Shipley and Canal Road Corridor being an urban eco settlement. In terms of new housing within New Bolton Woods, CRUVL proposes that dwellings would be built to the highest practicable sustainable design and construction standards in accordance with the vision of the development set out in the approved Masterplan and Technical Document (9th October 2013). The planning application for the wider site will also be supported by a Sustainability and Energy Framework which will guide and set standards and aspirations for the development of the site through future reserved matters applications.

It should also be noted that Planning Policy Statement 1 'Eco-Towns' supplement referenced has since been revoked by the Coalition Government through the publication of the NPPF and therefore should not be used to define housing standards. It is still the aspiration of CRUVL to deliver a highly sustainable development at the site. In terms of New Bolton Woods status as an eco-settlement the CRUVL Partnership has agreed to pursue this as far as possible subject to the constraints of viability and the overriding objective of viable delivery of good quality housing. Much will depend on economic circumstances and the level of public sector support available. CRUVL request that where reference is made to this 'eco-settlement' label reference is made to delivery in this form being subject to viability.

Growth Proposed in the Regional City of Bradford

CRUVL has no detailed representation to provide on this sub-section.

Economic Development

CRUVL strongly supports that the City of Bradford will be the principal focus for economic development and growth, and consider that New Bolton Woods will contribute significantly to achieving this aim.

Environment

CRUVL broadly support the proposed improvement and enhancement of green infrastructure along the Shipley and Canal Road Corridor. However, the emerging Blue/Green Infrastructure should be developed in accordance with the approved New Bolton

Woods Masterplan as well as the Council's Strategic Flood Risk Assessment. CRUVL's specialist flood risk and engineering consultants have analysed the site and opportunities for the management of surface water as part of the extensive masterplanning process. Discussions are currently being undertaken with the Environment Agency and BMDC's drainage officers as part of the planning application for the site and will include proposals for the incorporation of Sustainable Drainage Systems, swales and balancing ponds within the identified open space areas with the masterplan area. Accordingly, CRUVL request that the Core Strategy reflects the development and open space zones approved by the Council's Executive as part of the New Bolton Woods Masterplan.

CRUVL support the need to promote healthy, strong and inclusive communities with the approved New Bolton Woods Masterplan proposing a number of community facilities including a new primary school and sports pitches as in accordance with the vision for the site. CRUVL is working closely with Bolton Woods Junior Football Club with the aim of creating a broader and better range and quality of sports facilities around the locality. There will be a net improvement in terms of outdoor pitch provision as a result of the NBW development. In lieu of the loss of the southern-most grass pitch on the King George V Playing Field area (necessary to create the Local Centre which cannot be re-located and is pivotal to the sustainability of the entire New Bolton woods project described above), the New Bolton Woods project will create a new, full-size, floodlit 3G artificial pitch. The vision for Sport and Leisure will be to provide for a community-led and increasingly joined-up approach using a wider range of sustainable measures to improve community health and fitness, in accordance with the Policy BD1.

Policy BD1 also seeks to encourage increased use of renewable energy and more efficient use of resources. CRUVL broadly support the principle of maximising renewable and low carbon technologies thereby offsetting a proportion of the developments energy requirements subject to viability. New housing within New Bolton Woods would be built to the highest practicable sustainable design and construction standards in accordance with the vision of the development set out in the approved Masterplan (9th October 2013). The planning application for the site will also be supported by a Sustainability and Energy Framework which will guide and set standards and aspirations for the development of the site through future reserved matters applications.

Transport

CRUVL supports the overall thrust of this sub-section of Policy BD1 to reduce the demand for travel, encourage and facilitate the use of sustainable travel modes, limit traffic growth, reduce congestion and improve journey times through planning and development decisions.

The development of New Bolton Woods will deliver residential development in close proximity to pedestrian and cycle infrastructure, public transport linkages and employment opportunities. Furthermore, the New Bolton Wood proposals would not preclude the strategic proposals to widen Canal Road on its western side.

In terms of the strategic road network, CRUVL's appointed transport consultants are working closely with the Council's Highways Officers to explore options for improving Canal Road from its junctions with Poplar Road in the north and Bolton Lane to the south, and the signalisation of existing junctions would provide capacity enhancements and additional pedestrian crossing facilities along the corridor.

The proposed route of the Canal Road Greenway through the New Bolton Woods site provides a significant opportunity for the development to connect to a high quality cycle and pedestrian link along the Corridor. The integration with the route to maximise potential for pedestrians and cyclists to use the Greenway is a critical consideration in the development of the site layout, and linkages from the Greenway to adjacent plots will form a wider network of connecting routes. Discussions are ongoing with key stakeholders including Council's Highways Officers and Sustrans to ensure these key issues are addressed.

Frizinghall Rail Station, located immediately to the west of the New Bolton Woods site, provides a good level of service with connections to a number of local towns and the regional centres of Bradford and Leeds. Given the close proximity of the station to the development and the opportunity to promote rail mode share, a key element of the proposals will be improving the accessibility from the site including enhancements to pedestrian and cycle links, new crossing facilities on Canal Road and a permeable street network with signage from the development.

A Transport Assessment (TA) and a Framework Travel Plan (FTP) for the residential mixed-use proposals will be prepared and submitted as part of the planning application for the site wide proposals to ensure that the transport impacts are identified and duly mitigated against. The TA will set out the proposals for:

- Access to the site by sustainable modes of transport, connections to surrounding areas and facilities;
- The implications with regard to traffic impact of the proposed development on the local road network, including key junctions on the Canal Road Corridor as agreed with Council's Highways Officers;
- The site access junctions including links to the east to reduce car trips onto Canal Road; and
- The internal layout including parking arrangements, and access for service and emergency vehicles.

Policy EC5: City, Town, District and Local Centres

CRUWL harbour concerns with aspects of Policy EC5, primarily part G which states:

"G. Retail development will only be permitted outside of the Primary Shopping Areas as defined in the Allocations DPD, Bradford City Centre AAP and Shipley Canal Road Corridor AAP if the following criteria are satisfied:

- 1. The proposed development is of an appropriate scale;*
- 2. There are no alternative central sites within the primary shopping areas Core Strategy Development Plan Document Publication Draft Local Plan for the Bradford District which are suitable, viable or available, with preference then given to expansion areas, edge of centre sites before out-of-centre site are then considered.*
- 3. The proposed development will not have a significant adverse impact on the vitality and viability of existing town, district and local centres; and*

4. The proposed development is accessible to all modes of transport, especially public transport."

Policy EC5 should be amended to remove reference to scale in the first paragraph and under criterion (G). Criterion D should list the new local centre at New Bolton Woods. Criterion F local threshold (4) is irrelevant and should be removed as it is not underpinned by evidence and is impractical. Finally, criterion (g) should be removed as it is unnecessary given the guidance in the NPPF and the body of Policy EC5.

Whilst the aspirations for the Shipley and Canal Road Corridor generally accord with the approved New Bolton Woods Masterplan, CRUVL consider that the importance of retail development to facilitate delivery of the site is underplayed. The approved Masterplan for New Bolton Woods includes a local centre incorporating a medium-size foodstore. There will also be smaller retail units trading from Stanley Road with car parking available. At the heart of the local centre will be a new public square off the high street. This will be a focus for the regenerated neighbourhood. It will consist of smaller retailers, cafes and restaurants and other local facilities such as a health centre, gym, and nursery. CRUVL has identified that it is important to provide employment in line with the strategic objectives set out above.

Whilst CRUVL understand and support the need to protect and enhance Bradford and Shipley Centres it must be stressed that the New Bolton Woods project is one of the most important regeneration projects in Bradford and the Local Centre at its core is absolutely vital to the successful regeneration of the local area which currently completely lacks a focal point for the local community. CRUVL are concerned that the sequential approach, proposed is potentially inappropriate here as New Bolton Woods is clearly peripheral to Bradford and Shipley and this does not allow proper weighting to be given to the strategic need for a new Local Centre on Stanley Road at the heart of this Council backed regeneration initiative.

Policy HO1: The Districts Housing Requirement

CRUVL supports Policy HO1 and the overall housing requirement of 42,100 homes over the plan period proposed by the Council which will facilitate the scale of new development as set out in Table HO1.

Policy HO2: Strategic Sources of Housing Supply

The housing target identified in Policy HO1 will be met by the Council in part through additional new and developable sites allocated for housing within the Shipley and Canal Road Corridor AAP and through specific area based initiatives such as that proposed within the Central Area. CRUVL strongly support this approach to delivering the overall housing target and the New Bolton Woods site is key in ensuring the Council meet its housing target.

Policy HO3: Distribution of Housing Development

CRUVL welcome the proposed distribution of new housing development particularly the apportionment of 3,200 dwellings (8% of district total) within the Shipley and Canal Road Corridor. This accords with the approved New Bolton Woods Masterplan which proposes the delivery of up to 1,600 high quality new homes.

Policy HO4: Phasing the Release of Housing Sites

The flexibility to provide by a phased approach to development as suggested in Policy HO4 is also welcomed especially in light of the prevailing uncertain economic conditions.

Policy HO9: Housing Quality

New housing within New Bolton Woods would be built to the highest practicable sustainable design and construction standards in accordance with the vision of the development set out in the approved Masterplan (9th October 2013). The planning application to be submitted for the development of the site will also be supported by a Sustainability and Energy Framework which will guide and set standards and aspirations for the development of the site through future reserved matters applications.

Policy HO11: Affordable Housing

The Core Strategy Publication Draft seeks to deliver up to 20% affordable housing on sites over 15 dwellings within the Shipley and Canal Road Corridor (Policy HO11). CRUVL are keen to emphasise that the Council's affordable housing target should be flexible and not treated as a blanket target. Each site has its own development constraints and therefore each planning application should be considered on its own merits. With this in mind, CRUVL welcome flexibility within the Core Strategy Policy to allow viability testing to take place.

As part of future planning applications, CRUVL will balance the various objectives for regeneration whilst pursuing the stated prime objective of viable delivery of new housing to address housing shortages in the Bradford area. Where viability is challenging due to alternative CRUVL objectives such as excellent sustainable design, design quality, public realm quality etc. heavily discounted affordable housing may not also be afforded at the required levels of 20% without preventing on-going delivery of housing.

In parts of the site viability is inevitably challenging due to difficult topography etc. and CRUVL's focus must be on delivery of well-designed houses. For these reasons the CRUVL joint venture agreement requires the objectives to be balanced to determine the best form of delivery. CRUVL would stress that a 'blanket' level of affordable provision as stated in the Publication version at 20% undermines this important flexibility. CRUVL would anticipate the level within our proposed scheme varying from phase to phase with market conditions whilst remaining an important general objective for CRUVL to maintain balanced communities.

Policy ID1: Development Plan Documents and Annual Monitoring Report

Policy ID1 makes clear that the Shipley & Canal Road Corridor Area Action Plan DPD will support the work of the Joint Venture to deliver proposals for New Bolton Woods. The support of the Council in delivering the proposals is extremely welcome by CRUVL.

Policy ID2: Viability

The consideration of viability is essential in order to ensure the deliverability of schemes. CRUVL supports the Council's approach to ensuring that viability is taken into account where a variation to planning policy requirements or planning obligations is proposed.

Policy ID3: Developer Contributions

CRUVL requests that the Core Strategy Publication Draft takes full account of the Council's commitment within the CRUVL Joint Venture Company as to the financial provision for public sector objectives of the kind that would otherwise be the subject of developer contributions.

The Joint Venture requires CRUVL to pursue housing-led regeneration with viability the primary objective to ensure delivery of the much needed housing. The Private Partner Urbo has capped profit and this together with controlled land values creates a mechanism for maximising the amount of financial surplus available for various regeneration objectives. Beyond this any further costs introduced inevitably compromises viability and delivery. CRUVL therefore operates to optimise the public benefit in what is a best practice regeneration approach balancing desired objectives over time with realistic delivery. CRUVL request that the Submission version of the Core Strategy acknowledge this and that in this specific case it precludes the need to establish such contributions as may be required for development generally.

Summary

HOW Planning has been instructed by Canal Road Urban Village Limited (CRUVL) to prepare and submit representations to Bradford Metropolitan Borough Council's (BMDC) consultation on the Core Strategy Publication Draft dated February 2014.

These representations relate solely to the New Bolton Woods site (central part of the identified Shipley and Canal Road Corridor Urban Regeneration and Renewal Priority Area).

CRUVL supports the Core Strategy Publication Draft and in particular the allocation of the Shipley and Canal Road Corridor as an Urban Regeneration and Renewal Priority Area for significant economic and housing growth. CRUVL will continue their support for the adoption of the Core Strategy and the emerging Canal Road and Shipley Area Action Plan (AAP).

However, the Council should seek to ensure greater consistency between the Executive approved New Bolton Woods masterplan, which has undergone extensive consultation and approval at Council Executive Committee, and the proposals put forward in the Core Strategy Publication Draft. Whilst CRUVL broadly support the Core Strategy Publication Draft Policies presented by the Council there are key areas of discrepancy which have been highlighted and CRUVL request that the appropriate changes are made to the Submission Version of the Core Strategy. Of particular concern is the departure from the masterplan in terms of retail and the importance of the local centre.

Furthermore the Planning Policy Statement 1 'Eco-Towns' supplement has been revoked by the Coalition Government through the publication of the NPPF and therefore should not be used to define housing standards. It is still the aspiration of CRUVL to deliver a highly sustainable development at the site. In terms of New Bolton Woods status as an eco-settlement the CRUVL Partnership has agreed to pursue this as far as possible subject to the constraints of viability and the overriding objective of viable delivery of good quality housing. Much will depend on economic circumstances and the level of public sector support available. CRUVL would request that where reference is made to this 'eco-settlement' label reference is made to delivery in this form being subject to viability.

Additionally, Policy EC5 should be amended to remove reference to scale in the first paragraph and under criterion (G). Criterion D should list the new local centre at New Bolton Woods. Criterion F local threshold (4) is irrelevant and should be removed as it is not underpinned by evidence and is impractical. Finally, criterion (g) should be removed as it is unnecessary given the guidance in the NPPF and the body of Policy EC5.

Provided the above concerns are addressed it is considered that the Core Strategy Publication Draft meets the test of soundness as set out in the NPPF, namely that it is:

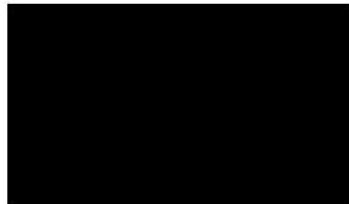
- Positively prepared
- Justified
- Effective
- Consistent with national policy.

CRUVL consider that the Council has fulfilled its duty to cooperate as required by paragraph 178 of the NPPF.

It is respectfully requested that the Council confirms safe receipt of these representations and ensures that HOW Planning are on the mailing list to receive notifications of future consultations on this and other emerging Local Plan developments.

If you have any queries, or require further information, please do not hesitate to contact me.

Yours sincerely



**SINTON
PLANNER**

