

A new vision for developing Wakefield District

ldf

Local Development Framework Core Strategy



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Information

The Core Strategy Development Plan Document and its accompanying Sustainability Appraisal are available to view and download on the Council's web-site at: www.wakefield.gov.uk/ldf. Copies are also available to view at main libraries. If you would like to talk to a planning officer working on the Local Development Framework about any aspect of this document please contact the Spatial Policy Group on (01924) 306417 or 306495.

If you would like an extract or summary of this document on cassette, in large type, in Braille or any other format, please call the Spatial Policy Group on (01924) 306495.

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Introduction & Explanation



1 Introduction & Explanation

The Local Development Framework

- 1.1 The Council is introducing a new type of plan, known as the Local Development Framework (LDF), which includes strategies, policies and proposals to guide the use of land and new development throughout the district for the period to 2026. It is being prepared under government legislation for development plans⁽¹⁾ and is replacing the Unitary Development Plan First Alteration (UDP) which was adopted in January 2003.
- 1.2 It is closely linked to Wakefield District Partnership's Community Strategy, addressing issues which relate to land use and development in different places, with the overall intention of making the district a more attractive and prosperous place to live.
- 1.3 The LDF also conforms to the Regional Spatial Strategy (RSS)⁽²⁾ and taken together they will form Wakefield's statutory development plan.
- 1.4 The LDF will provide the policy framework for determining planning applications.

The LDF should be read as a whole and decisions about future development must have regard to all its relevant parts. The Core Strategy Development Plan Document (in future referred to as "this document") brings together in one place all the strategic elements of the LDF. Further development plan documents will be produced covering topics for which there are no detailed policies in this document, such as:

- Development Policies
- Waste
- Retailing/Town Centres
- Leisure/Open Space
- Site Specific Proposals

The Site Specific Proposals document will include details of proposed land allocations and designations and will also be accompanied by a Proposals Map.

A number of other Area Action Plans and Supplementary Planning Documents will also be brought forward as required.

Each of these will be consistent with this document and should not be considered in isolation. The programme for preparation of these and other LDF documents is set out in the latest Local Development Scheme which can be viewed on the Council's web-site at www.wakefield.gov.uk/ldf.

The Core Strategy Development Plan Document

What is the Core Strategy Development Plan Document?

- 1.5 Whereas the UDP was a single plan, the LDF consists of a number of separate documents produced at different times. The *Core Strategy Development Plan Document* is the first and most important of these and it:
 - sets out the context within which the LDF is being prepared, including the issues facing the district;
 - defines the **spatial vision** for Wakefield District to 2026;
 - set out a series of **objectives** designed to achieve the vision;
 - identifies five **themes** to provide focus and link the objectives to the development strategy and policies;

1 The Planning and Compulsory Purchase Act 2004

2 The Yorkshire & Humber Plan, 2008

- includes a **spatial development strategy** embracing all five themes to meet the objectives and accommodate new development, including that needed to deliver the Community Strategy;
- includes **strategic policies**, grouped under the five themes, to guide and control the overall scale, type and location of new development and investment which will enable the vision, objectives and strategy to be achieved; and
- includes a statement of the number of additional dwellings to be provided in the district.

1.6 The table below provides a summary of the document for easy reference.

Subject	Where found in the document	References	Purpose
District Profile, Issues Facing the District, National, Regional and Local Policy	Chapters 2, 3 and 4		This gives a summary of the characteristics of the district, the issues to be addressed in the LDF and the national, regional and local policy context.
Spatial Vision	Chapter 5		This sets out the vision, what needs to be done to achieve it and what the district should be like in 2026 as a result. Gives direction to the new development and infrastructure investment needed to deliver the Community Strategy.
Spatial Objectives	Chapter 5	Objectives 1 – 12	Twelve objectives to help measure success in moving towards the vision for the district and achieving development which is sustainable, in line with national and regional priorities.
Strategic Themes	Chapter 5		Five themes provide a coherent link between the spatial objectives and the spatial development strategy that will guide development and investment. They reflect the main issues facing the district and give a local focus to the policies.
Spatial Development Strategy	Chapter 5		This guides the location of new development in the district and the provision of services and infrastructure to achieve the vision and objectives. Based on a settlement hierarchy, the strategy seeks to concentrate most development in the largest most accessible centres to help achieve urban renaissance. Development in smaller centres should be to meet local needs and help to achieve sustainable communities.
Strategic Policies	Chapters 6 - 10	Policies CS1 – CS16	Strategic policies establish general development principles which all new development should adhere to, to help create attractive, high quality sustainable places, grouped around the five strategic themes. These form the basis for the allocation of specific sites and for more detailed policies and proposals which will follow in other documents which will form part of the LDF.
Delivery & Monitoring	Chapter 11		Sets out how the policies will be monitored.

Table 1 Contents of the Core Strategy

How does the Core Strategy fit into the Local Development Framework?

1.7 The figure below shows how this document relates to the strategies which influence its content and its relationship to other parts of the LDF:

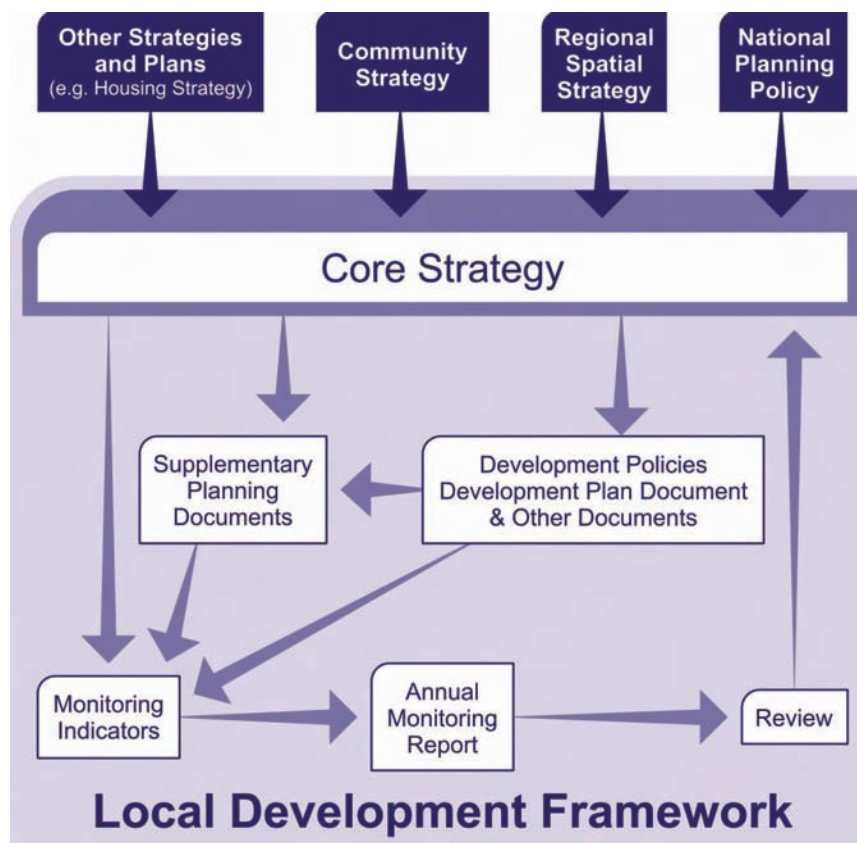


Figure 1 Relationship of the Core Strategy document to other documents

How does the Core Strategy relate to the Unitary Development Plan?

- 1.8 Eventually, the LDF will fully replace the UDP as part of the statutory development plan for Wakefield District. However, until all the LDF documents are in place, some parts of the UDP will be 'saved' to ensure comprehensive planning policy coverage remains in place. Saved parts of the UDP remain in force and will be used in determining planning applications until replaced. Details of which policies and proposals in the UDP are saved after 27 September 2007 are referred to in the latest Local Development Scheme and listed in the Direction issued by the Secretary of State.⁽³⁾ UDP policies being replaced by new policies in this document are set out in Appendix 1.

What is the Core Strategy trying to achieve?

- 1.9 Sustainable development is the fundamental aim of national and regional planning policy. The main purpose of the LDF is to put the principles of sustainable development at the heart of decisions about land use planning at the local level in Wakefield district. These principles underpin all the LDF's policies and proposals. Sustainable development means achieving economic growth, removing social inequalities and meeting people's needs for housing, jobs, services, and transport whilst at the same time protecting and enhancing the environment. This involves finding optimum solutions to sometimes conflicting needs and aspirations and means making different choices in different places. The spatial vision, objectives and policies in the Core Strategy provide a broad planning policy framework to help achieve sustainable development tailored to the distinctive characteristics and particular needs of the district.

How will this be achieved?

- 1.10 The Council will adopt a spatial planning approach to the LDF to ensure the most efficient use of land by balancing competing demands within the context of sustainable development. Spatial planning goes beyond traditional land use planning to bring together and integrate policies for the development and use of land with other policies and programmes which influence the nature of places and how they function. This includes policies which can impact on land use, for

3 Direction under Paragraph 1(3) of Schedule 8 to the Planning and Compulsory Purchase Act 2004

example, by influencing the demands on or needs for development, but which are not capable of being delivered solely or mainly through the granting of planning permission and may be delivered through other means. Where other means of implementation are required links with other delivery agencies have been identified where possible.

- 1.11** Ensuring that new development conforms to the spatial development strategy and policies in this document is one of the key ways in which the vision and objectives of the LDF and the Community Strategy will be delivered. The spatial development strategy and strategic policies provide direction for the scale, type and location of development and investment.
- 1.12** The LDF has a key role in providing a spatial dimension for many other strategies and policies prepared by a variety of bodies and agencies, which in turn help determine the approach taken in the LDF. As well as seeking to achieve its own vision and objectives, the LDF can also help to deliver other action plans and programmes. Details of links to national, regional and local policy, plans and programmes are provided in Appendix 2 and 3. This document identifies where there is a particular link with another strategy or programme to ensure that they take account of and are consistent with each other.
- 1.13** New development contributes to demands on existing infrastructure, community facilities and public services. Specific bodies and agencies are responsible for the provision of new and replacement services and facilities. Developers will be expected to contribute towards improvements or additional services and facilities needed to serve their development.
- 1.14** Information about delivery and implementation is set out at the end of each policy. Chapter 11 explains how the Council will monitor the effectiveness of policies to ensure the LDF delivers its objectives. The results will be published in a separate Annual Monitoring Report.

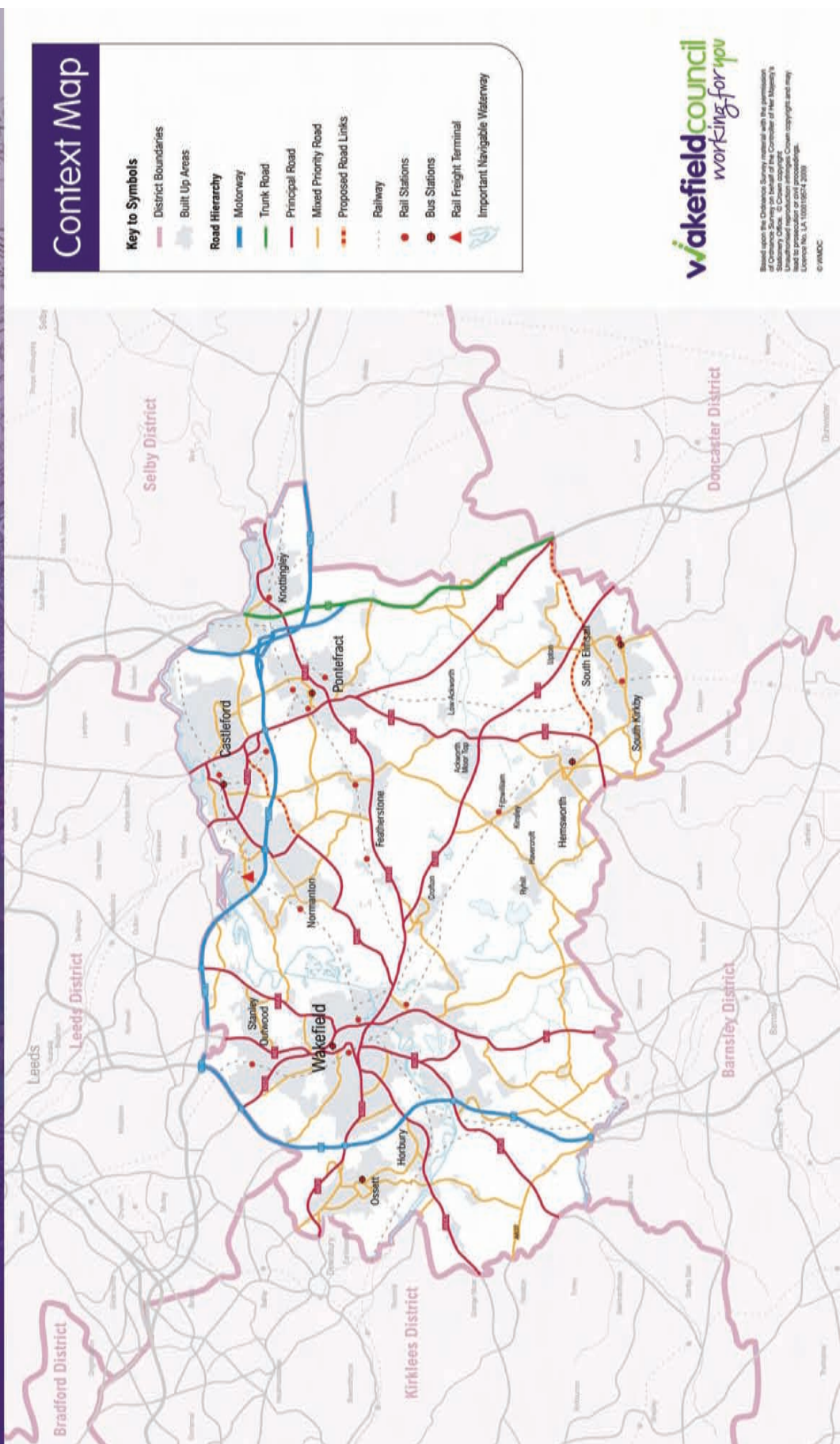
District Profile



2 District Profile

- 2.1 The district has much in common with other urban areas, but its location, history and economic development give the area its locally distinct characteristics that underpin the Core Strategy. It covers some 350 square kilometres and forms one of five districts which make up the county of West Yorkshire. The Regional Spatial Strategy (RSS) identifies the district as lying within the Leeds City Region. The district is situated to the south of Leeds and to the east of Kirklees. Barnsley and Doncaster metropolitan districts adjoin to the south. Selby District, which is predominantly rural, lies to the east.
- 2.2 The district occupies a strategic location astride the M1, M62, A1 and main East Coast rail line. This and its proximity to Leeds make it highly accessible and able to play a prominent role within the sub-region. Whilst the influence of Leeds as a centre for employment, shopping, leisure and other services, is felt throughout the district, there are also strong links with other adjoining districts, notably Barnsley, Doncaster and Kirklees.
- 2.3 The Context Map below shows the district, its main settlements and transport routes and neighbouring authorities.

Wakefield *Local Development Framework* Core Strategy



Map 1 Context Map

Urban Areas

- 2.4** The West Yorkshire conurbation comprises a number of cities, large towns and smaller urban settlements of different sizes separated by tracts of open land of varying width. Wakefield District is typical of this type of urban form. In addition to Wakefield, the main urban centre, the district contains a further thirteen settlements of between 5,000 and 40,000 population and many villages and smaller settlements, each with its own identity, character and role.
- 2.5** The north of the district is largely urban and is dominated in the west by Wakefield city, identified as a Sub Regional City in RSS. Wakefield was the county town of the old West Riding and the headquarters for the former West Yorkshire Metropolitan County and, unlike some of its neighbours, it has never been dependent on one form of activity. Agricultural markets, woollen manufacture, coal mining and engineering, as well as public administration, have all been important at various times. This has given the city a diversity and range of services which it still retains and have enabled it to exert a greater influence and attraction than its size alone would suggest. It still serves as the main centre for jobs, shopping, leisure, culture, health and other services for much of the district and is still an important administrative centre. However, there is a need to give the city a new direction and to revitalise the city centre to counteract the growing influence of Leeds. Three major new developments at the Waterfront, Marsh Way (Trinity Walk) and Westgate are the first steps in this process.
- 2.6** The towns of Ossett and Horbury lie to the west of Wakefield whilst the urban area of Stanley/Outwood adjoins to the north. Ossett in particular had a long association with the woollen industry. Nowadays, all three settlements provide local employment and services but have also become commuter settlements for Leeds. This particularly applies to Stanley/Outwood which has grown significantly in recent decades.
- 2.7** The Five Towns, comprising Castleford and Pontefract, which are identified as Principal Towns in RSS, and the smaller towns of Normanton, Knottingley and Featherstone, are located in the north-east of the district astride the M62 and A1. These settlements share strong historic, economic and cultural links based around the growth and subsequent decline of coal mining and other industries.
- 2.8** Castleford, the second largest settlement in the district, has experienced the decline of its chemical industry in recent years following the earlier loss of its coal mining base. This provides both challenges and opportunities for regeneration, particularly close to the town centre along the south bank of the River Aire where large areas of brownfield land are becoming available. The town centre itself is in need of substantial investment and rejuvenation. In recent years a major new leisure, employment and retailing development has taken place at Glasshoughton close to M62 Junction 32.
- 2.9** Pontefract has developed over several centuries into an important local centre which grew around the medieval castle. It still retains much of its market town atmosphere and role. There is a need to improve and regenerate parts of the centre whilst retaining and enhancing its historic character. A significant redevelopment opportunity exists at the former Prince of Wales Colliery site to the north of the town centre.
- 2.10** Normanton is essentially a coal mining settlement which has seen the development of extensive new industrial estates to the east of the town in the last thirty years and more recently, areas of new housing. The town's existing uses provide a district centre function and there is the opportunity for new retail, commercial, leisure and residential development opportunities to reinforce the centre. Improvements to the local transport network are also important, with improved links to other cities and towns.
- 2.11** Featherstone is also a coal mining settlement and home to Featherstone Rovers rugby league football club. The town has developed historically in a way which has divided the town centre from the areas in which people live. The Wakefield - Pontefract railway line severs the town to the north and the A645 (Wakefield/Pontefract Road) severs much of the town to the south. Remodelling of the town's structure is a long term challenge, with new housing, retail and enhancement of sporting/leisure facilities having particular emphasis.
- 2.12** Knottingley lies on the eastern edge of the district to the east of the A1. The area's only remaining colliery (Kellingley) lies just to the east of the town in Selby District whilst Ferrybridge Power Station is located to the north west. Knottingley developed largely as a result of the presence of the Aire and Calder Navigation which passes through the town. The

chemical and glass industries have also been an important part of the local economy. Knottingley's location and form mean that parts of it are somewhat isolated. Waterways, railway lines and industry have combined to create a loose-knit structure and make movement throughout the town difficult.

- 2.13** The legacy of the industrial past is being tackled as the Five Towns develop new roles, including the Wakefield Europort development, one of the main distribution locations in the region with direct rail services to mainland Europe via the Channel Tunnel, and the Glasshoughton regional leisure complex and designer outlet village.
- 2.14** The South East of the district includes the towns of Hemsworth and South Elmsall/South Kirkby together with a number of smaller, isolated settlements whose development has been associated with the former coal mining industry. None of these is large enough to provide a wide range of facilities. The area has links with Doncaster and Barnsley and relies on these centres, as well as Leeds and Wakefield, for jobs and services. Much of the urban fabric is old and in need of refurbishment and there are pockets of housing which show market failure.

Rural Areas

- 2.15** Though designated a metropolitan area, 70% of Wakefield District lies within the Green Belt, most of which is rural in character, concentrated mainly in the south. These rural areas are largely in agricultural use, interspersed with parkland associated with large estates and are populated by a series of smaller towns and villages set within open countryside, some of which have grown into larger settlements, mainly as a result of former coal mining activity. None of the district could be described as 'remote' as nowhere is more than a mile or two from a settlement offering some level of services. However, some rural areas, particularly in the South East, suffer from poor communications to larger centres offering a range of jobs and services. The rural area includes major visitor attractions – Nostell Priory house and park, the National Mining Museum and the West Yorkshire Sculpture Park.
- 2.16** The Annual Monitoring Report contains detailed information about the district. It includes indicators that show how the characteristics of the district compare to the region and country as a whole. The following section describes some of the main points. Monitoring and updating these indicators will help to show how the characteristics are changing and what impact the LDF policies are having.

Issues Facing the District



3 Issues Facing the District

3.1 The Core Strategy has evolved through understanding the needs, opportunities and constraints facing the district. A number of issues arise from the character of the district, particularly the need to deal with the legacy of its industrial past. Others result from the need to adapt to change and to cater for future needs. Issues facing the district are addressed in many of the strategies and action plans produced by the Council and its partners, as well as the LDF. Identifying issues has been informed by an evidence base and monitoring information collected by the Council and others. Published documents include:

- Housing Land Technical Paper
- Employment Land Technical Paper
- Urban Potential Study 2001, updated to 2004
- Landscape Character Assessment, October 2004
- Strategic Flood Risk Assessment, May 2005 and 2008 Update.
- Environment Agency Local Authority State of the Environment Report - Wakefield 2006
- West Yorkshire Strategic Economic Assessment 2006 - Wakefield District.

3.2 There is a need to ensure a continuing increase in prosperity through new job creation and business development, in particular sharing the benefits of the economic growth, centred on Leeds. Better quality housing, leisure opportunities and transport services are also needed, at the same time ensuring that other things affecting the quality of life, the district's historic and natural assets, its health and education services, are protected, maintained and enhanced. Whilst all parts of the district need to share in improvements through, for example, improved access to jobs and services, some parts of the district are clearly more deprived than others and need to be given higher priority for investment in new infrastructure, housing and environmental improvements.

Urban Areas

3.3 The urban areas of the district, particularly Wakefield city centre and the other town centres, present a wide range of challenges, but also significant opportunities. The revival of the urban areas to create sustainable new communities is key to the development of the district. An issue recognised in the Community Strategy is the need to find a new role for Wakefield city within the Leeds City Region and to revitalise the city centre to make it more attractive and accessible as the main focus of activity in the district.

3.4 The Five Towns have been identified in the Community Strategy as an area needing regeneration and is also proposed as a growth area within the Leeds City Region in RSS, as part of the Coalfield Regeneration Area. There is a need to develop the different but complementary roles of the Five Towns, to create a group of inter-dependent but distinct settlements. In Castleford and Featherstone the need is for urban transformation taking advantage of opportunities for redevelopment and relocation. In Pontefract the need is to bring about regeneration whilst retaining and enhancing its historic character, whilst the challenge in Knottingley is to try to create a more cohesive urban form which will help bring a greater sense of identity. In Normanton the town's existing uses provide a district centre function and there is the opportunity for new retail, commercial, leisure and residential development opportunities to reinforce the centre. Improvements to the local transport network are also important, with improved links to other cities and towns.

3.5 In the South East the need, expressed in the Community Strategy, is to find new roles for the main settlements, to encourage investment to regenerate the local economy, to raise the skills level of the workforce, to tackle areas of housing market failure and to address isolation by improving links to other centres.

3.6 One of the roles of the Core Strategy is to provide a planning framework for urban regeneration in different parts of the district.

Rural Areas

3.7 Issues facing the rural areas include the need to diversify and strengthen the rural economy by allowing new development of an appropriate scale where this is compatible with Green Belt designation and policies to preserve and enhance the historic and natural environment. There is also a need to retain and, where possible enhance, the range of local services and facilities available, commensurate with the size of the settlement, to reduce the need for people to travel to larger

centres. Improving transport links, particularly public transport, to larger centres offering a range of jobs and services, is also a priority in some rural areas, notably the South East. In rural communities where the demand for housing is high, providing sufficient, affordable housing to meet the needs of local communities is an issue, whilst at the same time seeking to restrain unsustainable housing growth.

Population Change

- 3.8** The district has a population of 320,600 (2005 mid year estimate) with an estimated 1.6M people living within easy commuting distance, and 6.8M within one hour's drive. It is the 12th largest district authority by population and the 7th largest metropolitan authority by area in England. In the 10 years 1995-2005 the population grew by only 2.3% compared with an increase nationally of 4.2%. However, growth has been more rapid in recent years fuelled by strong net-inward migration especially from Leeds District. The latest (2004 based) projections show that, if current trends continue, the population will grow by a further 13.0% by 2029. In line with national trends the district's population is ageing and this trend is set to continue. Numbers aged over 60 will increase by 59% in the next 25 years, whilst those aged under 60 will rise by only 0.8%. The working age population will increase by about 5.7% but will become older. Ethnic minorities accounted for just 2.3% of the district's population at the time of the 2001 Census, compared with 9.1% in England as a whole.

Deprivation

- 3.9** The Index of Multiple Deprivation 2004 shows that Wakefield is ranked the 54th most deprived local authority area in England and 34% of the district's population live in areas that are amongst the 10% most deprived nationally. The index also shows the district to have relatively high levels of deprivation in employment, income, health, education and skills. In terms of the spatial context of deprivation, the highest levels are concentrated in pockets of the main urban areas, particularly parts of Wakefield and Castleford.

Housing

- 3.10** A wide range of housing of different types and prices is available across the district. House prices are still below regional and national averages but have risen dramatically in recent years so that affordability is becoming a concern. Compared with the regional and national picture there are more semi-detached properties in Wakefield District and fewer terraced houses and flats. Rates of home ownership have been below regional and national levels in the past but are now only slightly lower. A smaller proportion of the housing stock is unfit than in other parts of the region but many houses are in need of some improvement to bring them up to an acceptable standard.
- 3.11** The rate of new house-building in the district has exceeded the level set out in the UDP over recent years. Demand for new housing remains high in the north and west of the district, resulting from the growth of the Leeds economy which has attracted new people to live in the district, including many former Leeds residents. Partly as a result of high demand, house prices have risen significantly. This has led to a sharp increase in the need for affordable housing in most parts of the district which is not being met. The Core Strategy shows how the need for new housing can be accommodated in a sustainable manner.
- 3.12** Whilst the housing market in Wakefield District is generally buoyant there are a number of areas of poor housing, particularly in the South East of the district, which have exhibited signs of market failure with significant numbers of vacant properties. In addition, a significant proportion of the housing stock fails to meet the government's Decent Homes standard. Action to address these problems has begun and needs to intensify. Wakefield District Housing has taken over the management of the Council's housing stock and is drawing up strategies and plans for phased improvements. The Core Strategy provides the flexibility to accommodate these changes.

Economy, Education, Training and Skills

- 3.13** The district forms an integral part of a wider regional economy and labour market and enjoys the benefits of its proximity to Leeds, one of the fastest growing cities in the UK. There has been a dramatic restructuring of employment over the last 20 years with distribution and service industries replacing coal mining and other traditional industries, as the economy has successfully adapted and diversified. Forecasts suggest that employment will continue to grow though not all parts

of the district are benefiting equally. Following a rapid decline in recent years, the unemployment rate is now below regional and national levels, as is the rate of long term unemployment. However, ill-health, worklessness, and low educational and workforce skills continue to be of concern.

- 3.14** Though the unemployment rate is now below that for the region, business start ups remain low and a further improvement in workforce skills and educational attainment levels is required. Economic improvements have been uneven with some areas, particularly the eastern half of the district, lagging behind in terms of employment and income levels.
- 3.15** There are concerns about the quality and vulnerability of the new employment opportunities being created. Also, there is a high level of 'hidden' unemployment in the district with large numbers of people aged 50-65 being economically inactive. The rate of youth unemployment also remains above the national average. The predominance of low skill, low wage employment as well as worklessness and incapacity is a cause for concern. These issues need to be tackled if the revival of the district's economy is to continue. A focus on retaining existing jobs and promoting sectors with growth potential is needed.
- 3.16** GCSE attainment levels have improved significantly but the numbers of young people staying in full time education after 16, though increasing, are still below the national average. The number of people who are working and are qualified to NVQ level 4 is also low and there are significant numbers who have no qualifications at all. Some parts of the district fall well below the national and local averages for engagement and attainment in learning and have been recognised as needing additional support. The most deprived wards in terms of education, skills and training are in the Five Towns and South East towns. Training and the development of new skills needs to be more closely linked with the development of new employment opportunities. High quality, high income jobs are also needed, particularly those which are knowledge based.
- 3.17** These issues are addressed mainly through the Regional Economic Strategy ⁽⁴⁾ and its action plans. The role of the LDF is to encourage and direct economic development in locations where it is compatible with wider sustainability objectives.

Transport

- 3.18** Wakefield's strategic position provides excellent access to all parts of the UK by road, rail and waterway. Further major improvements are planned to the road network. Levels of car ownership in the district are in line with those for the region but are below national rates and it is to be expected that they will increase as incomes rise. Despite low car ownership, more people use their cars to travel to work in Wakefield district than in the region as a whole or nationally, and journeys are longer. This reflects the dispersed nature of settlements in the district and the difficulty in providing viable bus services in some places. The loss of local facilities and the decline in the use of public transport have also led to an increasing reliance on the private car. Improving accessibility to services by non-car modes of transport is a major issue to be addressed. Access to employment opportunities is also a concern in the South East of the district. Bus services between the smaller settlements and the main service centres need to be improved as do rail and bus services to centres in neighbouring districts.
- 3.19** Congestion is becoming an increasing problem at peak hours along the main radial routes leading into Wakefield, and to a lesser extent in Pontefract. Further traffic management and reduction measures are needed. The capacity of the strategic highway network is also limited and, though improvements to the network, including widening the M1, are planned in the medium term, the lack of current capacity could be a constraint on development.
- 3.20** Poor air quality, largely resulting from traffic, is also a problem along parts of the strategic highway network and in city and town centres. A number of Air Quality Management Areas have been declared where action plans will be drawn up to improve air quality, including measures to reduce traffic.
- 3.21** Most of the funding for major transport improvements comes through the Highways Agency, the West Yorkshire Local Transport Plan and the transport operators whilst the Regional Transport Strategy in RSS sets the strategic priorities. The role of the LDF is to establish a development strategy which takes account of and influences future transport investment.

4 Yorkshire & The Humber Regional Economic Strategy 2006-2015, Yorkshire Forward, 2006.

- 3.22** It is important that the issues of increasing road transport, particularly cars, a potential for increased congestion and further declining of air quality are tackled and that housing and employment developments are planned to prevent them becoming a barrier to the economic revival of the district.

Environment and Climate Change

- 3.23** A clean, well maintained environment is a key factor in achieving a high quality of life for residents. Many of the scars resulting from former mineral extraction and the district's industrial past have been removed but signs of neglect and dereliction in some town and village centres feature highly in people's concerns.
- 3.24** Protected sites in Wakefield District cover just 2% of the district's land area and the amount of tree cover is only 3.8%, one of the lowest percentages in the country. Protection and enhancement of the district's landscape features, wildlife habitats, historic heritage and open spaces is therefore a major concern.
- 3.25** There is a need to protect the identity of individual settlements in the district by maintaining the Green Belt wherever possible. The character of many settlements has also been lost or spoilt over the years by poor quality development. This trend needs to be reversed by promoting high quality design.
- 3.26** Climate change affects all of us. It is important that planning for the future takes account of and seeks to mitigate the likely impact of climate change. This document sets out how the LDF will contribute to reducing emissions and stabilising climate change (mitigation) and take into account the unavoidable consequences (adaptation).
- 3.27** One of the most severe adverse effects will probably be an increased risk of flooding. The Council has undertaken a Strategic Flood Risk Assessment of the district ⁽⁵⁾ to determine the variation in flood risk in different places. Some areas are identified as being at a high risk of flooding which climate change is likely to exacerbate. These include parts of Wakefield and Castleford which are also areas offering significant redevelopment opportunities. High flood risk will act as a constraint on development unless the risk can be reduced to acceptable levels.
- 3.28** The strategy and policies in the LDF have a major role in protecting and enhancing the environment. This document has been developed in close co-operation with the Environment Agency, English Heritage and Natural England as well as other Council services and local environmental groups to ensure that its strategy and policies will achieve environmental objectives.

Community Safety

- 3.29** Generally, Wakefield District has a lower than average incidence of crime. However, this is not reflected in people's fear of crime. Surveys clearly show that fear of crime and particular aspects of crime are having a serious impact on people's lives in some places. Causes of concern are house burglaries, youth crime, anti-social behaviour and drug-related crime. Most people place reducing crime as the key priority that would contribute to making their area a better place to live. The types of crime committed vary depending upon location within the district but all parts experience crime, particularly the main urban areas.
- 3.30** Designing for community safety is a key element of the LDF's objective to improve the quality of design in the district.

Health

- 3.31** A range of indicators suggest a significant proportion of the district's population have health problems. More than 20% of people in the district have reported in surveys that they have a limiting long-term illness, health problem or disability. On average people living in areas to the east of Wakefield city experience significantly higher levels of poor health compared to those living in the west of the district. Of particular concern is the need for more services to be provided locally and to be more integrated. Some of the most deprived wards in the district in terms of health are South Elmsall, South Kirkby, Hemsworth, Wakefield East, Airedale and Ferry Fryston, Featherstone, and Knottingley. Generally the greatest concentration of health deprivation is experienced in the south-east of the district.

5 Calderdale, Kirklees and Wakefield Strategic Flood Risk Assessment, JBA Consulting, May 2005

- 3.32** The LDF reflects the investment plans of the health authorities, where these are known, and supports the provision of local health facilities. It also influences health directly supporting the strategies of other Council services to improve air quality, promote walking and cycling and provide open space/recreation facilities.

National, Regional & Local Policy



4 National, Regional & Local Policy

- 4.1 The national policy context for the preparation of Wakefield's LDF is provided by government planning policy statements and guidance. There are also many strategies and policy statements at regional, district and local level that the LDF takes into account and which in turn the LDF influences. Two of these are of key significance, the RSS and Wakefield's Community Strategy.

Conformity

- 4.2 Together, these provide a clear framework for the LDF's core strategy, policies and proposals. The LDF must take account of national planning policy, must be in general conformity with RSS and has to demonstrate clear links with the Community Strategy. In turn, the LDF is an important means by which these higher level strategies and policies are implemented. The Regional Planning Body has confirmed that this document is in general conformity with the RSS. ⁽⁶⁾
- 4.3 The table in Appendix 3 shows how the Core Strategy objectives link to the Community Strategy, the themes and core approach in RSS and the government's five guiding principles for sustainable development. This demonstrates that the Core Strategy is clearly rooted in and conforms to higher level strategies and objectives.

Regional Spatial Strategy

- 4.4 The current RSS is the Yorkshire & Humber Plan (May 2008). It now forms part of Wakefield's statutory development plan and provides the regional policy context for the preparation of the LDF. Considerable weight must be given to its policies and proposals in the LDF. A summary of the national, regional and local policy context is set out in Appendix 2.
- 4.5 Regional and Sub Regional Cities and Towns (including Wakefield) will be the prime focus for housing, employment, shopping, leisure, education, health and cultural activities and facilities, whilst Principal Towns (Castleford and Pontefract in this district) will be the focus for local development and services.
- 4.6 In Local Service Centres, not identified individually in RSS, the priority is to retain and improve services and facilities by allowing very limited development to meet local needs. In rural areas the priority is to protect and enhance settlement and landscape diversity and character and to create vibrant communities by retaining and improving services, supporting economic diversification and meeting locally generated housing need.
- 4.7 West Yorkshire, including the whole of the Wakefield district is identified in RSS as a Regeneration Priority Area, where all plans, strategies, investment decisions and programmes should aim to transform economic, environmental and social conditions ⁽⁷⁾.

The Community Strategy

- 4.8 The Wakefield District Community Strategy, published initially as *Fast Forward* in 2003, represents a shared commitment by key organisations to work together to achieve a long-term vision of Wakefield District, to secure the future well being of people who live and work in the area. The Council and its partners have used the framework of 'vision' 'key challenges', 'principles' and 'priorities' in *Fast Forward* to draw up plans for action throughout the district.
- 4.9 The Community Strategy has been rolled forward and reviewed ⁽⁸⁾. The original vision and challenges have been largely retained but priority for the next three years is 'developing knowledge communities', i.e. building up levels of skills and confidence in individuals and communities. The Council entered into a Local Area Agreement in April 2006 which focuses on families and neighbourhoods and is the main delivery plan for the revised Community Strategy. The Agreement includes 21 key improvements to be achieved over the next 3 years. These include:-
- increasing business formation in the district;
 - increasing educational attainment;
 - increasing employment;

6 Required under Section 24 of the Planning and Compulsory Purchase Act 2004

7 Policy YH1 - Overall Approach and Key Spatial Priorities, Yorkshire & Humber Plan, May 2008.

8 Developing Knowledge Communities: The Wakefield District Community Strategy 2006, Wakefield District Partnership, March 2007.

- reducing domestic violence;
- reducing homelessness.

4.10 Aspects of the Community Strategy, particularly creating a dynamic local economy, achieving attractive environments, improving the quality of housing, improving accessibility and increasing the range of services available locally, have a spatial dimension (i.e. they take a different form in different parts of the district) which the LDF can help deliver. More information about the Community Strategy can be found in Appendix 3.

Regeneration

4.11 The strategic framework for regeneration in Wakefield District is set out in a report prepared for **first** (the development agency for Wakefield) and the Council by Leeds Metropolitan University in 2003 ⁽⁹⁾. The recommendations of the report have been accepted by the Council and are reflected in the Community Strategy under the *Fast Forward* challenge of 'developing a dynamic local economy'. Priorities include the need to develop co-ordinated approaches to regeneration in three parts of the district:

- the urban renaissance of Wakefield City
- the Five Towns strategic development framework
- reconnecting the coalfield communities in the South East

4.12 Action plans and local forums are delivering improvement programmes in these areas and there has been an upturn in the local economy. The challenge is now to ensure that local people and businesses benefit from the new developments. These priorities for regeneration provide a clear direction which the LDF supports through its development strategy to help deliver the different local programmes.

4.13 In 2005, the Council commissioned the Local Futures Group to produce a 'state of the district' audit of economic, social and environmental conditions. Their report asserts that the growth of the knowledge economy is the key to creating an advanced local economy. This should be marked by rising levels of innovation, technology, creativity and entrepreneurship, and by a more skilled and educated workforce. The report concludes that the knowledge economy needs to be placed at the heart of the district's modernisation and economic development programmes.

4.14 Priorities for the Economic Regeneration Strategy ⁽¹⁰⁾ prepared in the light of this report are:

- *Skills* – develop, attract and retain the skills needed to create competitive businesses and meet peoples' needs.
- *Enterprise and Innovation* – attract, retain and support businesses which are competitive, sustainable and which offer higher wages, with an increased proportion in knowledge based employment.
- *Economic Inclusion* – connect all sections of the community to skills and employment opportunities, tackling worklessness and deprivation.
- *Quality Places and Communities* – support the development of the District as a well-connected, distinctive and attractive place to live and work at the heart of the city region.

Urban Renaissance

4.15 Urban renaissance is a key agent of regeneration. It aims to pull together the many different plans, projects and organisations in a place, including those relating to business development, learning and inclusion, culture, the environment, housing, tourism and reducing crime. Yorkshire Forward launched a programme of urban renaissance in a number of towns across the county in 2001. An initial urban renaissance vision for Wakefield District was published in 2002 following a series of public events. A second report in 2005 aims to define how the vision might be realised ⁽¹¹⁾. The urban renaissance approach seeks to:

9 Regenerating the Wakefield District Strategy Report 2003-2006

10 Economic Regeneration Strategy for the Wakefield District 2007-2015, WMDC, 2007

11 Getting Connected: Wakefield - A Strategic Framework for the District, Koetter Kim & Associates, 2005

- Ensure efficient and careful use of land and buildings.
- Remove demand for random greenfield development.
- Make good public transport a viable public option.
- Produce an attractive environment for walking and cycling.

- 4.16** The aim is to create a network of compact, multi-use settlements within the district which are well connected to each other and the rest of the sub-region through a strategy of intensified development, linked to a high quality public realm, and increased transport connections. A separate strategy document has been prepared for Wakefield city⁽¹²⁾ to inform preparation of the LDF. The vision is for the city to be a hub for the expanding knowledge economy, to be the natural focus of cultural life and to experience expanded retail, entertainment and leisure facilities. There is a need reconnect the centre with adjoining neighbourhoods and to make the centre more people friendly. 'The Emerald Ring' – a tree lined boulevard extending the existing partial ring road around rather than through the core of the city will help achieve this.
- 4.17** The Five Towns, especially Castleford and Pontefract, are also part of the urban renaissance programme. Here the vision is to create a group of self-sustaining settlements through collaboration. Key themes and objectives were developed in the 'Charter' report published in 2003 following widespread public engagement, whilst the more detailed Strategic Development Framework was published in 2005⁽¹³⁾. The key elements are to expand and diversify town centres to bring them back into use, make them more accessible to outlying neighbourhoods and improve public transport links between towns. The development of the Prince of Wales Colliery site will reverse the decline of the area after the collapse of mining locally. It will attract development, address transport issues and create new jobs and high quality places to live, work and invest. The Castleford Project is a landmark regeneration initiative delivering a programme of public realm improvements to be broadcast on Channel 4 that will aid renaissance in the town.
- 4.18** The South East of the district, together with adjoining parts of Barnsley and Doncaster Districts, forms an area known as the 'Green Corridor'. The three Councils together with Government Office, Yorkshire Forward, English Partnerships, the Housing Corporation, local housing partnerships and housing associations have formed the 'Green Corridor Alliance' to tackle issues of low housing demand and market vulnerability. This has broadened into a wider regeneration initiative. A strategy⁽¹⁴⁾ has been published which establishes the broad principles for regeneration in the area focused on the main centres (Hemsworth and South Kirkby/South Elmsall), together with other priorities, as a basis for housing and other investment programmes.
- 4.19** The LDF will play a key role in bringing about urban renaissance. The Core Strategy's vision, objectives, strategy and policies aim to support and complement the vision and aims of urban renaissance. The land allocations to be included in a separate document will help deliver specific urban renaissance proposals, where these are known in detail. A Central Wakefield Area Action Plan is being prepared to give direction and focus to urban renaissance activities in Wakefield city centre.

Parish Plans

- 4.20** A number of local communities have prepared Parish Plans setting out their vision for the future and highlighting local issues which need to be addressed. Where relevant, the findings of Parish Plans will be taken into account in the preparation of the LDF. However, in many cases the proposals or aspirations set out in the plans are too detailed for specific reference to be made to them in LDF documents. The following parishes are known to have prepared or be preparing Parish Plans though the list is expanding continually:
- Badsworth
 - Crigglestone
 - Ryhill and Havercroft
 - Sharlston
 - South Hiendley

¹² Getting Connected: Wakefield - Developing the Vision, Koetter Kim & Associates, 2005

¹³ Five Towns Strategic Development Framework, Yorkshire Forward, 2005

¹⁴ The Green Corridor Strategic Framework and Spatial Plan, Green Corridor Alliance, November 2005

- 4.21** For local communities thinking of preparing a Parish Plan, advice is available from the Countryside Agency ⁽¹⁵⁾ (Natural England) whilst Yorkshire Planning Aid ⁽¹⁶⁾ will be able to help with preparing the plan.
- 4.22** Those contemplating development in settlements where a Parish Plan has been or is being prepared should consult the plan at an early stage and should speak to the Parish or Town Council to see how the proposed development can contribute to meeting local aims and aspirations.

Masterplans

- 4.23** Although in most cases masterplans have no statutory backing they provide details about individual proposals for development which can help in the preparation of LDF documents, within the framework provided by the Core Strategy. Where the Council has been involved in its preparation, a masterplan that conforms with the Core Strategy may be a material consideration when determining a planning application.
- 4.24** Some masterplans are being prepared by or in conjunction with the Council as part of its regeneration work, such as those for central Pontefract, Featherstone, City Estate at Fitzwilliam and at Westfield Lane, South Elmsall. A number of large landowners in the district choose to promote land and sites through masterplans, such as those for the Prince of Wales colliery site at Pontefract and the Nostell Estate. The Nostell Estate has prepared a plan for the future development and management of its land and buildings and the Council welcomes this initiative. The Estate has recognised the context of its location through a scoping exercise and sought to initiate sustainable patterns of development that may also facilitate benefits for the surrounding communities. Other landowners contemplating similar exercises are advised to contact the Council at an early stage.

Other Related Plans, Programmes and Strategies

- 4.25** The LDF has a role in helping to co-ordinate and deliver the spatial aspects of many other strategies and programmes at regional, district and local level. Many related plans, programmes and strategies are referred to throughout the document in relevant policy areas and a list of main ones is given in Appendix 2.

15 Parish Plans: Guidance for Parish and Town Councils, The Countryside Agency, 2003

16 Yorkshire Planning Aid. The Royal Town Planning Institute, Yorkshire Branch, 8 Woodhouse Square, Leeds, LS3 1AD

Spatial Vision, Objectives, Themes & Development Strategy



5 Spatial Vision, Objectives, Themes & Development Strategy

Introduction

- 5.1 This section sets out the overall **vision, objectives** and **strategy for development** in Wakefield District for the period to 2026. The spatial vision, objectives and development strategy address the issues facing the district and set a clear framework for the policies later in this document and for the LDF as a whole. They draw upon the evidence base, the District Profile and the national, regional and local policy context. The development strategy conforms with RSS and with national planning policy and will be an important delivery tool for achieving the challenges in the Community Strategy, and other strategies. The adopted approach has received general support throughout consultation and engagement.

Spatial Vision

- 5.2 The Community Strategy sets out the vision for the district:

In 25 years time Wakefield District will be a place:-

- Moving forward motivated by pride and its heritage
- Where our people look after themselves and each other so that they are safe and healthy, having the skills and confidence to take more control over their lives.
- With places that are attractive to live, learn, work and invest in and where our diverse towns and villages work together to promote the well being of the whole district.
- Where together with the younger people of the district we will ensure that the work we do now will stand the test of time.

- 5.3 The LDF shares and supports this overall vision and the Core Strategy spatial vision gives direction to the development and infrastructure needed to deliver the spatial aspects of the Community Strategy up to 2026. It also takes into account the spatial implications of other plans, strategies and programmes at regional, sub-regional and local level that deal with urban renaissance, regeneration, transport, investment, health, culture and safety, amongst other matters.

- 5.4 The spatial vision to be delivered through the LDF is:

By 2026 Wakefield District will be a more attractive, prosperous and sustainable place with improved quality of life. The district will make a significant contribution to the prosperity and diversity of the region and will benefit from the expansion of the sub-regional economy by taking advantage of its accessibility to centres within the Leeds City Region and to the national transport network.

The demand for new development generated by continuing economic growth will be accommodated in a sustainable way, by ensuring that the benefits are spread throughout the district, particularly to deprived communities, and that the environment is protected and enhanced. More sustainable patterns of living will be achieved through the creation of balanced communities, where individual settlements have a range of housing, jobs and services to meet local needs, appropriate to their size and function, and where other jobs and higher level services can be accessed conveniently by sustainable means of transport.

Wakefield, Castleford and Pontefract will continue to be the main centres of the district where most homes, jobs and services are located. The other urban areas of the district will become more attractive and viable, being the focus of local shopping, employment and service provision. Investment and new activities will be located in the city and town centres where they will contribute to urban renaissance and other regeneration initiatives. In villages and the smaller settlements new development will be limited to that which enhances or maintains their sustainability in order to ensure that growth is distributed in a way that supports social networks, assists people to benefit from key services, minimises environmental impacts and encourages smaller scale economic growth.

The quality of the district's rich historic and natural heritage, its diverse wildlife and habitats and the character of its landscape and open spaces will be protected and enhanced and the Green Belt will be maintained. Opportunities will be taken to create new habitats and landscape features. Improved standards of design and management will improve the quality of the built and natural environment.

The Council will work with the Wakefield District Partnership, other agencies and groups, citizens and businesses to bring about the desired changes and will seek to direct new development, infrastructure and services towards fulfilling the vision. The district will continue to make a significant contribution to the prosperity and diversity of the Leeds City Region and the wider Yorkshire & Humber Region. Close links with neighbouring areas will be strengthened and the district will benefit from the expansion of the sub-regional economy by taking advantage of its accessibility to other centres within the Leeds City Region and to the national transport network. Education and training will be essential to achieving the vision, underpinning future economic development and enterprise, reducing inequalities and improving the quality of life.

Action and investment will be focused on making Wakefield a distinctive, vibrant city at the heart of the district's economy, with a distinctive retail offer, modern office accommodation, a range of quality residential opportunities and a mix of excellent leisure and cultural facilities. Key regeneration schemes will be completed over the next few years, include the Wakefield Waterfront development, Wakefield Westgate (Merchant Gate) proposals and the Marsh Way (Trinity Walk) redevelopment.

Urban renaissance initiatives will be progressed in the 'Five Towns' (Castleford, Pontefract, Normanton, Knottingley and Featherstone) to transform these urban areas, providing new housing, economic opportunities, good quality transport links and a high quality environment. Castleford and Pontefract town centres will provide a range of shopping, service, health and transport opportunities which meet the needs of those living in the area. Glasshoughton (Castleford) will continue to provide sub-regional leisure and niche shopping opportunities which complement and enhance the town centres.

In the South East of the district new development and investment will be focused in Hemsworth to enhance its role as a market town, and in South Elmsall/South Kirkby, to ensure they become viable, and sustainable centres for local jobs and services. The Green Corridor partnership will deliver concerted action to tackle housing market issues in parts of the area and improve the housing environment.

The Council and its partners will work together to ensure that new housing is focused on aiding the delivery of sufficient housing to meet identified needs and strategic requirements including the need for affordable housing. Action by Wakefield and District Housing, the Council and private owners will help improve the existing housing stock, mainly through refurbishment but in some places through selective demolition and rebuilding.

The Council will work with Metro, bus operators and developers to improve public transport services to enable speedier, more convenient travel throughout the district and the wider sub-region, allowing people in rural areas and smaller communities to take advantage of the range of jobs and services available in larger centres. Investment in key highway schemes and new traffic management measures will help to relieve congestion particularly in city and town centres and on the strategic highway network.

- 5.5** Progress towards achieving the Spatial Vision will be monitored through the indicators and targets outlined in the 'Delivery and Monitoring' chapter.

Spatial Objectives

- 5.6** The following strategic objectives have been defined to help measure the success of the LDF in delivering the spatial vision for the district by 2026. Appendix 3 shows how the objectives relate to the aims and priorities in higher level strategies.
1. To ensure that all new development, activities and uses of land adhere to and promote the principles of sustainable development and enhance the quality of life for district residents.

2. To meet the needs of the district by building on its strengths and the opportunities provided through good links with the wider Leeds City Region, enabling it to play a prominent role in the creation of sustainable communities, in line with the strategy and policy framework provided by the Regional Spatial Strategy.
3. To locate development where it will provide the opportunity for people to satisfy their day-to-day needs for employment, shopping, education, leisure, health and other services locally or in places which minimise the need to travel and are accessible safely and conveniently by non-car modes of travel – walking, cycling and public transport. This will be achieved by:
 - a. concentrating most new development within Wakefield, Castleford, Pontefract and other urban areas, with major developments located in the largest settlements;
 - b. focusing development activity in Wakefield city centre, Castleford, Pontefract and other town centres, taking advantage of existing services and high levels of accessibility;
 - c. allowing small scale development in local service centres, villages and rural areas which meets identified local needs or maintains the viability of local services.
4. To make it easier to travel around the district and the wider Leeds City Region and to access local services and amenities using sustainable transport modes (walking, cycling and public transport), by increasing transport choice and improving public transport accessibility particularly in the South East of the district.
5. To provide sufficient good quality housing of the appropriate sizes, types, tenures and affordability to meet the identified needs of the district, in line with the housing requirement of the Regional Spatial Strategy, by promoting efficient use and improvement of the existing housing stock and providing new housing in sustainable locations.
6. To create attractive, successful and accessible city and town centres by encouraging development which provides a range of services and activities which are appropriate to the function and size of the centre.
7. To support the growth of a dynamic local economy which increases prosperity for all sections of the community by:
 - a. encouraging investment and enterprise in the district and the development of clusters of economic activity;
 - b. building on the competitive advantages enjoyed by the district;
 - c. the urban renaissance of Wakefield city;
 - d. reconnecting the coalfield communities in the South East;
 - e. the urban renaissance of the Five Towns;
 - f. encouraging the diversification of the rural economy
8. To provide a range of high quality, accessible cultural, recreational and leisure opportunities across the district to improve the quality of life for residents and visitors.
9. To protect and enhance the historic heritage, character and identity of the individual settlements of the district by:
 - a. ensuring that the scale and location of development in each settlement is in keeping with its size, form and character;
 - b. ensuring that the buildings and open spaces which create character are protected, maintained and enhanced;
 - c. ensuring high quality, sustainable, design in all new development;
 - d. retaining the Green Belt to make a clear distinction between town and country.
10. To ensure that the district's natural environment, including wildlife habitats and landscape character, is conserved and protected and that new development identifies, protects and enhances important assets and where possible creates new wildlife habitats.
11. To promote and maintain a clean, attractive and safe environment by reducing waste, avoiding pollution, and promoting high quality design in all new development.
12. To reduce the impact of development on climate change by reducing greenhouse gas emissions, notably by conserving resources, and to adapt to the potential effects of climate change by managing and reducing risks, particularly flood risk.

5.7 The process of Sustainability Appraisal and Strategic Environmental Assessment has identified that there are no instances where these spatial objectives are incompatible with the LDF's sustainability appraisal objectives.

- 5.8** Spatial planning is often about resolving competing objectives, therefore, the development strategy and policy framework are designed to take account of many factors in order to meet communities' needs and aspirations. The policies which follow are all associated with targets and monitoring indicators so that the success in delivering the spatial vision and objectives can be assessed and kept under review.

Strategic Themes

- 5.9** Strategic themes are identified to provide a coherent link between the spatial vision and objectives and the policies that will guide development and investment. The themes embody the aims of higher level strategies, including the government's guiding principles of sustainable development, the RSS core approach and the Community Strategy and LDF visions. Appendix 3 shows how the themes relate to the aims and priorities in higher level strategies.
- 5.10** Five strategic themes provide a clear focus for the spatial development strategy and a means of organising policies to demonstrate how they will help to deliver the shared objectives of the LDF and related strategies:
- Meeting Local Needs in Sustainable Locations
 - Creating Mixed and Balanced Communities
 - Supporting a Dynamic and Efficient Local Economy
 - Creating High Quality, Distinctive and Safe Environments
 - Mitigating and Adapting to Climate Change & Resource Management

The Spatial Development Strategy

- 5.11** The development strategy identifies the places where most development should take place and those where development ought to be limited, in order to create sustainable communities. The basis of the strategy is to ensure a consistent approach, and a settlement hierarchy has been devised, based on the role and function of each settlement.

The Role and Function of Places

- 5.12** In general, it is not anticipated that the relative size of most settlements will change significantly but in some cases their functions need to be enhanced or strengthened, particularly where this will enable needs to be met locally leading to the creation of more sustainable communities.
- 5.13** A threefold classification is adopted to reflect the respective role and function of settlements within the district, taking account of current government guidance, RSS and settlement appraisal work prepared as part of the evidence base (set out in Appendix 4).
- 5.14** This classification builds on the settlement network in the RSS core approach and seeks to accommodate its proposals for the Leeds City Region. RSS policies YH5 and YH6 identify Wakefield, Castleford and Pontefract as regionally significant settlements. Policies LCR1 and 2 identify the 'Coalfield Regeneration Area', which includes the Five Towns and the Green Corridor towns of Hemsworth and South Kirkby/South Elmsall, as one of five areas in the city region capable of accommodating additional housing and employment growth. The settlement hierarchy and development strategy set out below gives effect to these policies.

Urban Areas	Local Service Centres	Villages
Sub Regional City - Wakefield	Ackworth (Moor Top)	Badsworth
Principal Town - Castleford	Crofton	Darrington
Principal Town - Pontefract	Fitzwilliam/Kinsley	Hall Green
Featherstone	Ryhill/Havercroft	High & Low Ackworth
Hemsworth	Upton	Kirkhamgate
Horbury		Middlestown
Knottingley (inc. Ferrybridge)		Netherton
Normanton (inc. Altofts)		North Featherstone
Ossett		Notton
South Elmsall/South Kirkby		Sharlston
Stanley/Outwood		South Hiendley
		Streethouse
		Thorpe Audlin
		Walton
		West Bretton
		Woolley

Table 2 Settlement Hierarchy

Regional and Sub-Regional Strategic Linkages

Transport

- 5.15** As set out previously, Wakefield's strategic position provides excellent access to all parts of the UK by road, rail and waterway. The district has significant transport links with Leeds, Barnsley and Doncaster, with much of the commuting out of the district going to these districts. In addition, the district has the benefit of good access to regional transport facilities such as Leeds/Bradford Airport, Robin Hood Airport at Doncaster and regional port facilities at Hull. As set out in the 'Issues Facing the District' section the district has a greater level of commuting by car than most other districts in the region.
- 5.16** The spatial development strategy will begin to address these issues by ensuring that most new development occurs in the areas which already have good accessibility by a choice of means of transport and also by meeting local needs in smaller settlements by everyday needs. In the longer term this will result in the need to travel less across and out of the district and by working with key partners to ensure greater access to urban areas by public transport the need to commute to work by car will be reduced.

Housing

- 5.17** Work carried out on regional and sub-regional level housing markets indicates that the district has strong housing market links with Leeds and Barnsley, and to a lesser extent Bradford, Kirklees and Selby.

- 5.18** The spatial development strategy sets out the locations where most new housing development will occur. This is focused on the three largest settlements, Wakefield, Castleford and Pontefract, all of which have close links with the Leeds housing market. The level of expected housing growth in these areas, in accordance with the Regional Spatial Strategy, will play a complementary role alongside the expected growth of the Leeds City region economy. The spatial development strategy also allows some housing growth in the south-east of the district, particularly in Hemsworth and South Elmsall/South Kirkby to help to address the weaker housing markets here and in Barnsley and Doncaster. The strategy here and the scale of development will allow smaller but significant housing led regeneration to complement the housing markets in the northern parts of the Barnsley and Doncaster districts, by ensuring that the housing development is focused on addressing the housing market conditions in these areas, attracting and retaining migration to these areas and contributing to economic growth.

Economy

- 5.19** There are new jobs in growing industries like digital media and the thriving financial services sector in the Leeds city region, where more than £3 billion of investment is planned throughout Leeds itself and the cities of Bradford, Wakefield and York. The city of Wakefield's renaissance will make the most of excellent transport links and retail, health and property led development in its centre, linking innovatively to its strength in logistics and distribution.
- 5.20** Elsewhere in the Wakefield district, the Five Towns vision for Pontefract, Castleford, Normanton, Featherstone and Knottingley and developments such as the former Prince of Wales Colliery will seek to reverse the decline of the area after the collapse of mining. It will attract development, address transport issues and reinforce relationships between urban and rural areas by creating new economies and high quality places to live, work and invest.
- 5.21** The spatial development strategy will allow development to occur in the places needed to meet these economic objectives. Wakefield is the focus for most of the new growth and this will allow its renaissance to come about. Elsewhere the strategy is flexible enough to accommodate smaller but significant levels of development to support the economic and renaissance vision in Pontefract, Castleford, Normanton, Featherstone and Knottingley.

Urban Areas

- 5.22** Though the urban areas in the district vary considerably in size and in the range of services they offer, they are generally the settlements which offer the highest level of services and employment opportunities and are most accessible. To create and maintain sustainable communities, the scale of new development should be in keeping with the size and function of the existing settlement with the largest urban areas being the focus for most development. However, in order to meet the spatial vision and objectives it is necessary to consider other factors when assessing the appropriate scale of development in individual urban areas. These factors include:
- the need to take advantage of the growth opportunities as part of the Leeds City Region;
 - the spatial priorities identified in the Community Strategy for urban renaissance and regeneration;
 - the need to tackle high levels of deprivation in some urban areas and to spread the benefits of growth more widely;
 - the pressure on infrastructure and services created by past development in some urban areas and the availability of spare capacity;
 - the opportunities afforded for new development;
 - the impact on the settlement's character, setting and environment.
- 5.23** Taking account of these factors, the development strategy for urban areas is set out below in order of priority. The appropriate scale for development of different types is considered under individual policies or in separate LDF documents.

Wakefield

- 5.24** Wakefield is the largest settlement in the district and the only Sub Regional City identified in RSS. It offers the greatest range of services and employment and has a high degree of accessibility by public transport, walking and cycling. More new development should take place within the Wakefield urban area than in other individual settlements, in order to enhance the city's role as a Sub Regional City within the Leeds City Region. The city centre will be the main focus of new retailing, leisure, commercial office and cultural developments in the district to support the high priority afforded to

the urban renaissance of the centre in the Community Strategy. New housing should also be concentrated in the city centre and generally within the urban area, making best use of previously developed land and good quality public transport routes (high service frequencies, new vehicles and upgraded boarding facilities).

- 5.25** Outside Wakefield, new development should support the urban renaissance of the Five Town and enable the towns to develop together as a network of inter-related urban areas. In the South East new development should support the Green Corridor Strategy and be concentrated within the main urban areas whilst generally maintaining the open nature of this part of the district. New development should be focused in the following urban areas:

Castleford and Pontefract

- 5.26** Castleford and Pontefract are the second and third largest settlements and identified as Principal Towns in RSS. After Wakefield, they should be the main focus for new employment, housing, retailing, leisure, and cultural developments. Key locations for new development are: Castleford town centre and riverside (including sites of former chemical works), Glasshoughton, Pontefract town centre and the former Prince of Wales Colliery site.

Normanton, Knottingley, Featherstone, Hemsworth and South Elmsall/South Kirkby

- 5.27** In Featherstone and Knottingley new development should help to create a more coherent urban form which better serves the needs of the communities. In Normanton smaller scale growth will be appropriate focused around the town centre, following significant housing and employment development in recent years.
- 5.28** In Hemsworth and South Elmsall/South Kirkby the scale and location of new development should help to make these settlements more sustainable and enable them to act as service centres for the surrounding area. Improving accessibility to and within this part of the district is essential to the success of the strategy. The scale of new housing should be to support housing market renewal. Key locations for new development are: South Kirkby Business Park and the Westfield Lane area in South Elmsall.

Ossett, Horbury and Stanley/Outwood

- 5.29** These urban areas have experienced considerable housing growth in recent years and have developed a role as commuter settlements for Leeds. This has given rise to pressures on existing infrastructure and facilities. There is considerable demand for new development, particularly housing, in these urban areas but the scale of additional development should be limited to that which revitalises town centres to create and maintain a balanced range of services and facilities, commensurate with each settlement's size and function, or makes best use of the limited supply of development opportunities within the existing urban areas. Development should be capable of being accommodated within the capacity of existing or proposed services, facilities and infrastructure.

Local Service Centres

- 5.30** Away from the urban areas the scale of development should be less and be appropriate to smaller settlements. Local Service Centres are identified as the main settlements in the more rural parts of the district where employment, housing (including affordable housing), services and other facilities can be provided close together to serve the needs of the immediate area. They are the larger more sustainable settlements which have the best public transport connections, the highest numbers of shops and facilities, and relatively high proportions of jobs in relation to the number of residents of working age.
- 5.31** The settlements of Ackworth (Moor Top), Crofton, Fitzwilliam/Kinsley, Ryhill/Havercroft, and Upton, which already act as local centres, are identified as the Local Service Centres. New retail, employment and housing development should be limited to that which maintains or enhances the level of services to meet the needs of the settlement and its immediate area, without undermining the viability of services in other settlements, and creates more balanced, sustainable communities. Service providers should support and develop appropriate facilities in these centres. Key aims are to diversify the local economy to increase job opportunities and improve public transport accessibility.

Villages

- 5.32** Outside the urban areas and local service centres the scale of new development should be restricted in order to help create sustainable communities. In settlements identified as villages with relatively few facilities and low public transport accessibility, only small scale development should take place. Housing development should be of a scale appropriate to the settlement and necessary to meet identified needs originating within the settlement or to maintain the viability of existing services, without adding to the need to travel. Small scale development which helps to diversify the rural economy or provides new or improved local community facilities will be encouraged, but not those uses which should be located in urban or service centres, such as most retail and leisure uses. When considering proposals for re-using existing buildings preference will be given to local employment and community uses before residential.

Other Settlements

- 5.33** Most of the district outside urban areas, local service centres and villages lies within the Green Belt where specific policies apply to new development. However, there are a number of small settlements and groups of buildings which are not identified as villages but are not washed over by the Green Belt. In these places development should be strictly limited and be of a scale and type appropriate to and contained within the confines of the settlement, to ensure that development is sustainable. When considering proposals for re-using existing buildings preference will be given to employment and community uses before residential.
- 5.34** To help with identifying sites for development within individual settlements which are sustainable and comply with the spatial development strategy settlement boundaries have been defined and these will be shown on the Proposals Maps that will accompany the Site Specific Proposals document.

The Spatial Development Strategy and the Key Diagram

- 5.35** The spatial development strategy has been developed by primarily considering:
- the role Wakefield district plays in the region, its links with and the influence of large settlements outside the district such as Leeds, Barnsley, Doncaster, Kirklees and Sheffield
 - the objectives of the Council's Community Strategy, Urban Renaissance and regeneration objectives
 - the spatial vision and spatial objectives set out earlier in this chapter
 - evidence on strategic flows of transport, housing and economy into and out of the district
- 5.36** The Key Diagram below illustrates the position of Wakefield district in the sub-region, showing surrounding local authority areas, key development sites, regeneration/investment areas of regional significance, and strategic links which provide the context for and gives a spatial expression to the spatial development strategy. It shows that most of the new growth will take place in the Sub-Regional City of Wakefield (coloured purple), with most of the remaining growth occurring in the two Principal Towns of Castleford and Pontefract (both coloured orange).



Key Diagram

Key to Symbols

Spatial Development Strategy (Scale of Growth)

	Sub - Regional City & Focus for Long-term Growth
	Principal Town & Focus for Long-term Growth
	Other Urban Areas
	Other Urban Areas of Restraint
	Local Service Centres
	Villages

Regeneration/Investment Areas of Regional Significance

Key Development Sites

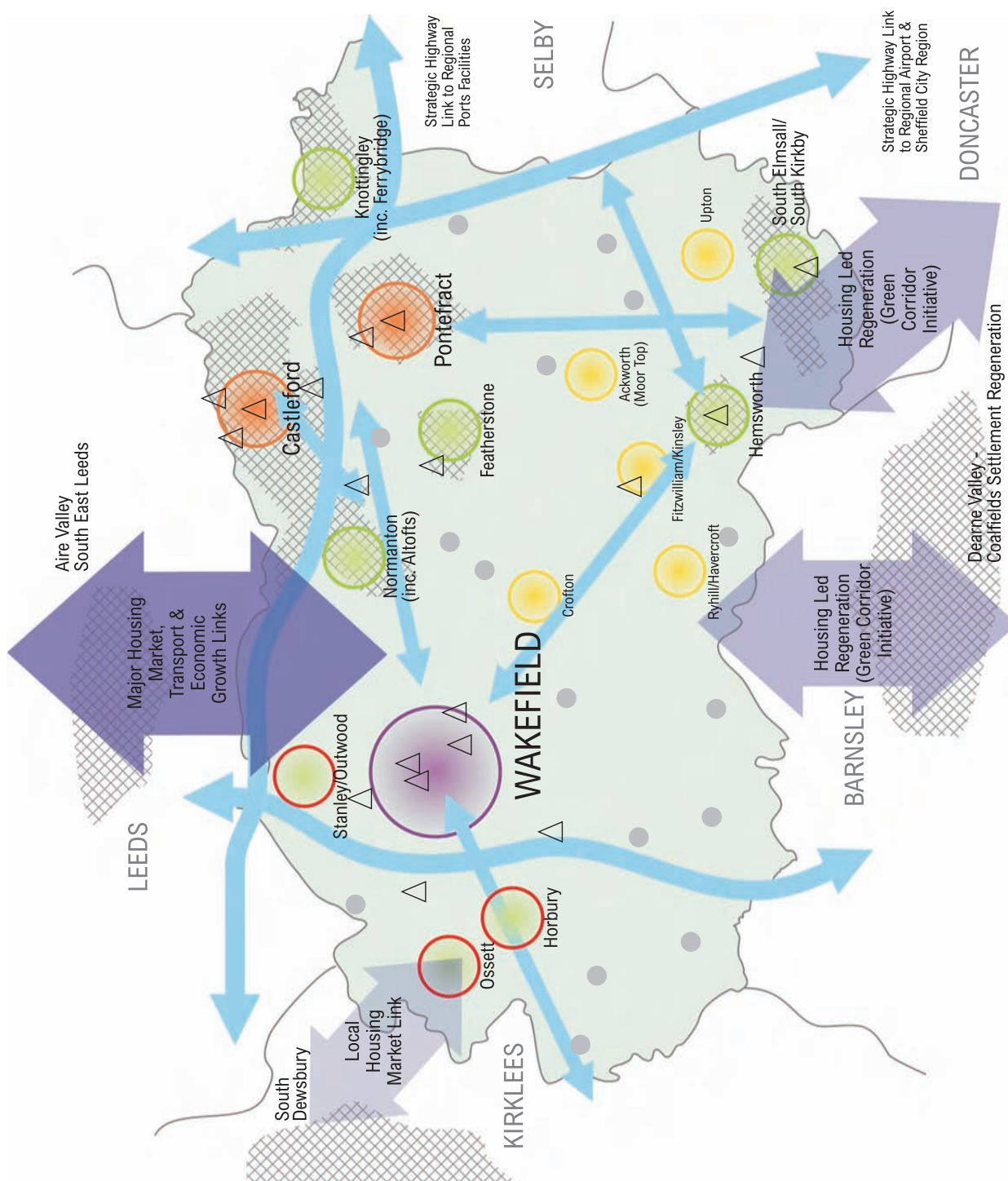
Strategic Transport Links

Influences from external towns and cities

District Boundary

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Map 2 Key Diagram

Meeting Local Needs in Sustainable Locations



6 Meeting Local Needs in Sustainable Locations

- 6.1** The underlying principle in national and regional policy is to deliver sustainable development. Key to this approach is to guide and influence the location and scale of development and to ensure it is accessible by public transport, cycling and walking. The policies grouped under this theme provide the broad spatial framework to meeting local needs in sustainable locations.

Location of Development

Policy CS 1

Location of Development

To deliver the spatial development strategy, based on the settlement hierarchy the broad spatial framework for the location and scale of development is:

- a. most new development, including most housing, employment, retail and mixed use development, will take place within the urban areas taking advantage of existing services and high levels of accessibility, with the largest amount of development located in the Sub Regional City of Wakefield, with smaller, but significant, amounts in the Principal Towns of Castleford and Pontefract. In other urban areas the scale of development will reflect the settlement's size and function, the spatial priorities for urban renaissance and regeneration in the Community Strategy and the need to tackle local high levels of deprivation.
- b. new retail, leisure, office, cultural and tourist facilities development will be located within Wakefield city centre and other town centres and in identified special policy areas where consistent with national planning policy and the spatial development strategy, taking advantage of existing services and high levels of accessibility;
- c. in local service centres the scale of development will be appropriate to the size of the settlement, meet the identified needs of the settlement and its immediate area and help create a balanced sustainable community;
- d. in settlements identified as villages only small scale development will take place where it helps to meet identified local needs within the existing boundaries of the settlement;
- e. in other settlements not washed over by the Green Belt development will be strictly limited to meeting identified local needs within the existing boundaries of the settlement;
- f. in the Green Belt, development will conform to national, regional and LDF policies relating to the Green Belt.

In each settlement land will be identified to meet development needs, in the following order of priority:

1. previously developed land and buildings within the settlement;
2. suitable infill sites within the relevant settlement;
3. sustainable extensions to the relevant settlement.

The sequential and exceptions tests of Planning Policy Statement 25 will also be applied to direct development to areas at the lowest probability of flooding, taking account of the vulnerability of the type of development proposed, its contribution to creating sustainable communities and achieving the sustainable development objectives of the plan.

Policy Justification

- 6.2** Planning Policy Statement 1: Delivering Sustainable Development sets out the government's overarching national planning guidance for securing sustainable development. This and other policy guidance, most notably Planning Policy Statement 3: Housing, Planning Policy Guidance Note 4: Industrial, Commercial Development and Small Firms, Planning Policy Statement 6: Planning for Town Centres, Planning Policy Guidance Note 13: Transport and Planning Policy Statement 25: Development and Flood Risk, provide the guiding principles for the location of new development. Annex D of Planning Policy Statement 25, detailing information on sequential and exception tests, is particularly relevant to flood risk.

- 6.3** RSS sets out the spatial vision for development in the region. Policies YH5 and YH6 set out the urban focus for new development with an emphasis on concentrating housing, employment, shopping, leisure, education, health and cultural activities and facilities in Regional and Sub Regional Cities and Towns, and Principal Towns, whilst policies LCR1 and LCR2 establish the Coalfield Regeneration Area across the Five Towns and South East parts of Wakefield District. Wakefield is identified as a Sub Regional City and Castleford and Pontefract are identified as Principal Towns. Featherstone, Knottingley, Normanton, Hemsworth and South Elmsall/South Kirkby are also recognised as centres for regeneration and appropriate levels of growth.
- 6.4** Within this context policy CS1 sets out the broad policy framework for delivering the spatial development strategy for Wakefield based around the settlement hierarchy. It provides a distinct spatial direction to the distribution and location of development and activities between and within settlements, recognising the characteristics of the district; including the different settlements with their own distinctive histories and character; the priorities for urban renaissance and regeneration; and the district's position in the Leeds City Region and the Coalfield Regeneration Area.
- 6.5** In accordance with spatial objective 3 and RSS the largest share of new development, including housing and mixed use development, should take place in the Sub Regional City, Wakefield, followed by the Principal Towns of Castleford and Pontefract, with development in the other urban areas reflecting the priorities set out in the development strategy. In some urban areas, such as Horbury, Ossett and Stanley/Outwood, this means a policy of growth restraint.
- 6.6** Elsewhere the scale of development should be smaller. In local service centres development should be limited to that which maintains or enhances the level of services, facilities and jobs provided, or meets local housing need, to create more balanced, sustainable communities. In villages only small scale development will be allowed which supports rural diversification, creates local community facilities, meets local housing needs or maintains the viability of existing services.
- 6.7** Government guidance ⁽¹⁷⁾ also requires that a sequential test relating to flood risk is applied to the identification of land for development to ensure that there are no alternative sites available in areas with a lower probability of flooding that would be appropriate to the type of development or land use proposed. Departures from the sequential approach will only be justified in exceptional circumstances where it is necessary to meet the wider aims of sustainable development. The Council's Strategic Flood Risk Assessment has helped inform the spatial development strategy, along with other key baseline evidence such as the Calder and Aire Flood Management Plans. This work indicates that the spatial development strategy can be delivered despite the flood risk issues by following a sequential approach and only allowing development in the areas of highest flood risk in exceptional circumstances in accordance with Planning Policy Statement 25. This approach will be used for allocating land in the Site Specific Proposals document and other LDF documents, again in accordance with Planning Policy Statement 25.
- 6.8** New development needs to be located where it is readily accessible by or can be made accessible by forms of transport other than the private car – public transport, walking and cycling in most cases – and where the need to travel is minimised. In the case of uses generating large freight movements, sites should be accessible by rail and water. Sites should be avoided that have an adverse impact on the district's environmental assets and resources. These issues are considered later under policies CS4, CS8 and CS9.
- 6.9** The settlement boundaries shown on the Proposals Maps that accompany the Site Specific Proposals document will be used to identify the development limits of individual settlements. The locational principles identified in Policy CS1 will be used to allocate sites for development in the Site Specific Proposals document and when assessing planning applications.
- 6.10** It is important to note that this policy is applicable to all development proposals and its implementation is fundamental to achieving the Core Strategy objectives and development strategy.

Mixed Use Development

- 6.11** The promotion of mixed use development is one of the main aspects of government and RSS policy for maintaining the vitality and diversity of existing city/town centres. This will give people the opportunity to live close to jobs and services, so reducing the need to travel and helping to create sustainable communities.

17 Planning Policy Statement 25: Development and Flood Risk, DCLG, December 2006.

- 6.12** Policy CS1 seeks to promote mixed use development in centres. Sites where proposals for a specific mix of uses will be encouraged in Wakefield city centre will be identified in the Central Wakefield Area Action Plan. In other parts of the district, the designation 'Special Policy Area' will be used to show where change involving a number of land uses can be expected. Town centre uses will not be permitted or encouraged in out of centre locations. Special Policy Areas will be shown on the Proposals Maps and the Site Specific Proposals document will identify the mix of uses which will be acceptable in each case to support the spatial development strategy and accord with RSS and national planning policy.

Delivery & Implementation

- 6.13** Spatial planning goes beyond traditional land use planning to bring together and integrate policies for the development and use of land with other policies and programmes which influence the nature of places and how they function. This will include policies which can impact on land use by influencing the demands on, or needs for, development, but which are not capable of being delivered solely or mainly through the granting or refusal of planning permission and which may be implemented by other means.
- 6.14** A key part of the success of the LDF will require the Council to work closely with key partners and other stakeholders to ensure that strategies are linked together and all parties are working together to achieve the spatial objectives set out earlier in this document. The Council will take a proactive role in engaging with partners and work together to embed the LDF into other plans, programmes and strategies, particularly the spatial development strategy, and in turn allocating key sites in the Site Specific Proposals document to provide certainty for investment decisions. The Council will manage development by positively determining planning applications where they meet planning policy and support the spatial development strategy. The success of the spatial development strategy and how far the LDF objectives are being met, together with amounts of new development in each settlement will be monitored and reported through the Council's LDF Annual Monitoring Report. It is essential that new infrastructure is provided in tandem with development to enable development to be delivered. The Council will work with partners to ensure investment into infrastructure is provided in tandem with new developments as far as possible.

Replaced UDP Policies

- 6.15** Policy CS1 replaces policies R1, I3, I7, H6, and T2 of the Wakefield UDP.

Retail and Town Centres

Policy CS 2

Retail and Town Centres

Wakefield city centre is and will remain the largest and dominant retail centre in the district, performing a sub-regional role. Castleford and Pontefract will remain important retail centres serving the Five Towns area. Other designated town centres will continue to provide shopping facilities for localised catchments, reflecting the role and function of the settlement in the spatial development strategy.

The provision of retail and other town centre uses, including cultural activities, will be of a scale appropriate to the size and function of the centre.

Good quality and well designed shopping facilities will be secured to maintain the vitality and viability of designated town centres, including significant key schemes at:

- Trinity Walk, Wakefield city centre;
- Ridings Centre, Wakefield city centre;
- Aire Street, Castleford town centre;
- Bridge Street, Castleford town centre; and
- Market Street, Hemsworth town centre.

A sequential approach will be used to assess sites for retail and other town centre uses to focus development on city/town centres in support of the spatial development strategy for the district. Out of centre retail and town centre related uses will only be permitted where they meet the requirements of national planning policy.

Policy Justification

- 6.16** Promoting the growth of retailing and other town centre uses such as leisure, entertainment, offices, arts, culture, tourism facilities and housing, particularly as part of mixed-use developments, is important for maintaining the vitality and viability of existing centres and for supporting the process of urban renaissance. The Community Strategy, and spatial objectives 6 and 8 aim to create attractive, successful and accessible city and town centres across the district with a range of high quality retail, cultural and leisure opportunities available to enhance the quality of life for residents and visitors. The spatial development strategy, policy CS1 and policy CS2 will help to achieve these objectives by encouraging development of an appropriate type and scale in city and town centres.
- 6.17** Policies in the UDP on retailing and town centre leisure uses remain broadly consistent with national planning policy statements, though there is a need to formalise a hierarchy of centres, based on up to date information, possibly including a revision of the West Yorkshire Retail Study, which was last updated in 1998. Nevertheless, the UDP designates a number of town centres that form the basis of a spatial retail hierarchy. Wakefield city centre is identified as the largest and dominant retail centre in the district, performing a sub-regional role. Castleford and Pontefract town centres are identified as important retail centres in the hierarchy serving the Five Towns area. Lower in the hierarchy the remaining designated town centres provide predominantly convenience shopping facilities for their immediate locality, supplemented only in South Elmsall by a basic range of comparison goods provision. The UDP does not specifically identify lower order retail centres, but recognises their role. The five key schemes set out in policy CS2 indicate that new retail floorspace will be occurring in places consistent with the strategy as follows:
- Marsh Way(Trinity Walk), Wakefield – approximately 44,000 square metres of gross retail floorspace
 - Ridings Centre (Extension), Wakefield – approximately 9,000 square metres of gross retail floorspace
 - Aire Street, Castleford - approximately 7,600 square metres of gross retail floorspace
 - Bridge Street, Castleford - approximately 3,200 square metres of gross retail floorspace
 - Market Street, Hemsworth - approximately 6,100 square metres of gross retail floorspace
- 6.18** Up to date information is needed before the retail/town centre sections in the UDP can be replaced by an LDF document. Until then, the Local Development Scheme indicates that the policies and reasoned justification in Chapter 7 of Volume 2 of the UDP and related site specific proposals in Volumes 3, 4 and 5, are to be saved until a separate Retail and Town Centres Development Plan Document can be prepared. Details will be included in future reviews of the Local Development Scheme. Proposals for development in Wakefield city centre will be in the Central Wakefield Area Action Plan, which builds on proposals for key sites contained in the UDP.
- 6.19** Until the proposed Retail and Town Centres document is in place, planning applications for retailing and other city/town centre uses will be considered in the light of policy CS2, national retail and town centres planning policy⁽¹⁸⁾, saved UDP policies and other development plan documents, such as the Central Wakefield Area Action Plan.
- 6.20** A sequential approach will be used to assess sites for new retail development. Retail proposals will generally be acceptable where they are located within the retail policy areas of city and town centres shown on the Proposals Maps. Where retail development cannot be accommodated within retail policy areas, sites on the edge of these areas should be used first before out-of-centre sites are considered. In the case of edge of retail policy area sites and out-of-centre proposals, it will be necessary for developers to demonstrate the need for the development and the likely impact on other centres. Planning Policy Statement 6 states that a similar site selection approach should be used for other city/town centre uses, with first priority given to city/town centre sites, in preference to edge of centre sites or finally to sites outside centres. City centre office development is considered under Theme 3 – Supporting a Dynamic and Efficient Local Economy.

18 Planning Policy Statement 6: Planning for Town Centres, ODPM, 2005.

- 6.21** Developing new cultural activities in Wakefield city and town centres will help to implement the Wakefield District Cultural Strategy ⁽¹⁹⁾. The strategy aims to place culture at the heart of future plans for social and economic development, improve the range and quality of cultural and leisure opportunities across the district and to improve residents' access to cultural facilities both in the district and the wider region. It also seeks to increase employment opportunities in the cultural sector for local people and to develop a strong identity for the Wakefield District as a centre of cultural excellence, building on existing facilities, the planned Hepworth Gallery and the Media and Creativity Sector proposed in the Regional Economic Strategy.
- 6.22** One of the main reasons for locating activities which attract large numbers of people like shops, offices, cultural and leisure facilities within existing centres is to enable more people to access them by sustainable modes of transport – public transport, cycling and walking. It is therefore essential that new developments are accessible by these means, in accordance with Core Strategy policy CS4.
- 6.23** Key to improving the attractiveness of the city and town centres of the district is ensuring that all new developments are well designed and of high quality and improving the quality of the streets and spaces around and between buildings – the public realm. The need to improve the quality of design and townscape are addressed in spatial objective 9 and are essential to successful urban renaissance. Core Strategy Policy CS10 under the Creating High Quality, Distinctive and Safe Environments Theme relates specifically to design and these will be important considerations in all new development proposals. The Central Wakefield Area Action Plan will address design in Wakefield city centre and the Council has adopted a Streetstyle Design Guide to improve design in the city's public realm.
- 6.24** A further objective of Planning Policy Statement 6 is promoting town centre management to develop, improve and maintain town centres, and to manage the evening and night-time economy. A number of town centre partnerships have been established in the district and action plans are being put in place. In the case of Wakefield and the Five Towns these improvements are an integral part of urban renaissance.

Local Service Centres

- 6.25** Outside city and town centres it is important to establish a network of local centres within the larger urban areas to meet people's day-to-day needs, particularly in deprived areas which are often deficient in local services. This is in line with spatial objective 3. The UDP does not identify local centres but it is intended to do so in the proposed Retail and Town Centre document. They will be the focus for local shopping and other local services, such as health centres and other small scale community facilities, consistent with the scale and function of the centre.

Services in Smaller Settlements

- 6.26** In local service centres and villages local shops are an important element of local services which help to maintain the vitality of the rural economy, minimise the need to travel and make settlements sustainable. Proposals for additional local shopping provision will be supported where they are of a scale and type appropriate to the settlement and will help to maintain its viability. However, larger scale convenience and comparison retail provision will not be acceptable in these settlements.

Delivery & Implementation

- 6.27** This policy will be implemented by working with retailers operating in the district to ensure partnership working and direct new retail development into locations consistent with the retail strategy set out above. A separate Retail and Town Centres document will review the saved retail policies areas in the Wakefield Unitary Development Plan, and the provision of retail and other town centre uses in the district taking into account other plans, programmes and strategies such as town centre masterplans/strategies, Urban Renaissance work and other LDF documents such as the Central Wakefield Area Action Plan. Until this is produced the Council will determine planning applications against national retail and town centres policy, policy CS2, the saved UDP policies and other relevant guidance and policy.

19 Wakefield District's Cultural Strategy 2007 - 2012, Wakefield Cultural Partnership, 2007.

Saved UDP Policies

6.28 Policies S1-S6 of the Wakefield UDP.

The Scale and Distribution of Additional Housing

Policy CS 3

The Scale and Distribution of Additional Housing

To deliver additional housing, the Regional Spatial Strategy sets out the net additions required to the housing stock each year in Wakefield District. Both the Core Strategy and the Regional Spatial Strategy set out a strategy for housing delivery to 2026. The LDF will initially allocate land for housing for at least 10 years upto 2021. Beyond 2021 high priority will be given to bringing forward additional housing within or as an extension to Wakefield, Castleford, Pontefract, and other parts of the Five Towns (Knottingley, Featherstone and Normanton) where there are specific and identified regeneration priorities.

1. The scale and distribution of the regional housing requirement will be as follows:
 - a. The largest number of additional houses will be built in the Sub Regional City of Wakefield, with smaller, but significant, numbers in the Principal Towns of Castleford and Pontefract. As a Sub Regional City it is expected that the urban area of Wakefield, including its suburbs will accommodate at least 30% of the district's housing requirement. As Principal Towns, Castleford and Pontefract are expected to accommodate at least 20% and 10% respectively, reflecting their capacity for growth, urban renaissance priorities and urban regeneration;
 - b. Of the other urban areas identified in the settlement hierarchy, additional houses will be built reflecting their status as sustainable settlements in the district, their relative size and function, the need for urban renaissance, housing market renewal, the availability of infrastructure, the opportunities for new housing, their capacity for growth and taking into account past housebuilding patterns. The towns of Normanton, Featherstone, Knottingley, Hemsworth and South Elmsall/Kirkby will be the main focus for new housing growth after the Sub Regional City and Principal Towns. The towns of Horbury, Ossett and Stanley/Outwood have experienced significant growth in recent years and therefore growth will be more constrained in these settlements in order to ensure a sustainable development pattern. Together these settlements are expected to accommodate at least 25% of the district's housing requirement;
 - c. limited numbers of additional houses will be built in Local Service Centres to meet the needs of the settlement and its immediate area and to help create sustainable communities. Together these settlements are expected to accommodate upto 10% of the district's housing requirement, reflecting their position in the settlement hierarchy, their relative size and function and their limited capacity to accommodate growth within the context of the spatial development strategy;
 - d. in villages limited amounts of additional houses will be built to meet local needs up to a maximum scheme size of 10 dwellings, provided that development fills the whole land parcel or site and complies with density and design policies. To reflect the need to meet local housing requirements these settlements are expected to accommodate upto 5% of the housing requirement;
 - e. in settlements below the village category of the settlement hierarchy and not in the Green Belt, housing proposals will be of very limited scale and only permitted where they meet identified local needs;
 - f. in the Green Belt, housing development will be of very limited scale and only be permitted where it will conform to national Green Belt policy.
 - g. sites will be allocated to accord with the above criteria where they have been shown to be deliverable within the relevant plan period. Where deliverable sites have been identified they will be released for development to accord with the locational development principles of policy CS1.

When proposing the change of use of a building to residential use in villages, smaller settlements and rural areas, developers will need to demonstrate that proper consideration has been given to employment and community uses before residential.

It is anticipated that from about 2009/10 onwards Wakefield and District Housing Ltd will provide significant numbers of additional houses through redevelopment of the existing housing stock, mainly in Wakefield, Castleford and Pontefract, although the scale will depend on the availability of finance. Overall a higher proportion of new housing will be located in these three settlements in the future, in accordance with the RSS core approach.

2. Proposals for residential development will achieve a net residential density of:

- a. at least 50 dwellings per hectare in Wakefield city centre and Castleford and Pontefract town centres;
- b. at least 40 dwellings per hectare throughout the rest of the Wakefield, Castleford and Pontefract urban areas;
- c. at least 30 dwellings per hectare in other urban areas, local service centres and villages.

In circumstances where individual site characteristics dictate and are justified, a lower density may be acceptable.

Policy Justification

6.29 The amount, distribution and affordability of housing in the district in future are major issues for the Core Strategy to tackle in order to provide good quality housing to meet identified needs in line with spatial objective 5. Housing is also the most extensive land use and, in its relationship with jobs, services and transport networks, it is a key ingredient in helping to achieve sustainable development.

6.30 The pressures for housing development remain strong in many parts of the district, particularly the areas closest to Leeds – Wakefield, Stanley/Outwood, Ossett and Horbury on the western side of the district and Castleford and Normanton to the east. This demand must be carefully managed to ensure that the qualities and characteristics that attract people to the area in the first place are not damaged and that the demand can be accommodated without placing excessive pressure on existing infrastructure and services. In some settlements in the south east of the district there are problems associated with low demand and abandonment which need to be addressed. The housing objectives are as follows:

- To provide an adequate and continuous supply of land for housing to meet the housing requirement in RSS in sustainable locations;
- To ensure the provision of a range of housing types and sizes, including affordable housing, to meet the identified needs of all sectors of the community;
- To protect and enhance the residential environment by ensuring that new residential development, whether through new build or conversion, is appropriate to its location;
- To support efforts to improve and renew the existing housing stock set out in the Regional Housing Strategy and the Council's own Housing Strategy.

The Scale of Additional Housing

6.31 RSS establishes the additional housing requirement for each local authority area in the region for the period 2004 to 2026. Policy CS3 reflects the housing requirement for Wakefield District in RSS policy H1. The net housing requirements for Wakefield district are:

- 2004 – 2008 – 1170 dwellings per annum
- 2008 – 2026 – 1600 dwellings per annum

6.32 Land will be allocated in the LDF to meet these requirements as a minimum.

The Distribution of Additional Housing

6.33 The distribution of new housing in policy CS3 reflects the spatial development strategy, within the overall intention of creating sustainable settlements. It also recognises:

- the core approach to the location of development in RSS;
- the principles determining the location of development in policy CS1;

- the spatial priorities of the Community Strategy for urban renaissance, housing market renewal and regeneration, and the role that new housing can play in achieving these priorities;
- the principle of meeting housing need locally where consistent with wider strategy objectives;
- the opportunities afforded to provide new housing, particularly as part of mixed use schemes in town centres.

- 6.34** Most additional housing will be located in the urban area of Wakefield, particularly the city centre, reflecting the intentions of RSS to concentrate development in Regional and Sub Regional Cities and Towns and supporting the urban renaissance programme. Within the city centre much of the housing will be provided as part of mixed use schemes e.g. at the Waterfront and Westgate. Significant amounts of housing are also proposed for Castleford, taking advantage of the strong demand in the town and the availability of significant redevelopment opportunities afforded by the recent run down of the chemical industry along the River Aire, close to the town centre, and the extensive areas of brownfield land lying to the east of the town north of Airedale. Slightly smaller amounts are proposed in Pontefract, partly comprising the housing element of a major mixed use scheme for the redevelopment of the former Prince of Wales Colliery site. Urban renaissance initiatives in the town centre are also likely to yield significant numbers and, though their timing is still uncertain, priority will be given to individual schemes as they come forward.
- 6.35** Smaller amounts of housing are proposed in other urban areas, particularly those in the north and north west of the district (Ossett, Horbury, Stanley/Outwood) which have experienced significant recent growth. Relatively more housing is proposed in urban areas within the RSS Coalfields Regeneration Area covering the Five Towns (Normanton, Featherstone and Knottingley) and the Green Corridor (Hemsworth and South Kirkby/South Elmsall) to support urban renaissance and regeneration.
- 6.36** Housing in local service centres is aimed at meeting local needs and helping to create balanced, sustainable communities whilst in villages and smaller settlements additional housing should be to meet identified local needs. In order to restrict the amount of development outside urban areas and local centres whilst catering for local need, housing developments should be limited to 10 dwellings in villages and significantly fewer in smaller settlements.
- 6.37** Policies are set out in the Development Policies document which provide more detail about the building of new houses and the change of existing buildings to housing in small settlements and in the Green Belt.
- 6.38** The following criteria will be used to select individual housing allocations in the Site Specific Proposals document:
- the spatial development strategy and the principles determining the location of development in policy CS1;
 - the annual housing requirement;
 - the distribution of additional housing proposed in policy CS3, including indicative figures for individual settlements;
 - ensuring the site is deliverable for housing and developable, assessed in terms of national and regional planning policy and the need to take sustainability appraisal and appropriate assessment into account;
 - the need to achieve a high proportion of new housing built on brownfield land as set out in RSS.
- 6.39** National planning policy on housing is set out in Planning Policy Statement 3 ⁽²⁰⁾ whilst the proposed level of additional housing for each local authority area is included in RSS. This policy reflects the RSS figure for Wakefield District.
- 6.40** The housing requirement for Wakefield and other West Yorkshire authorities is considerably higher than previously, reflecting the RSS strategy of concentrating the majority of new development in urban centres and recent trends which show net-inward migration to the sub-region. The higher housing requirement than in the UDP will help to support urban renaissance in the district but will require a significant increase in output from the private house-building sector above current levels if it is to be achieved.
- 6.41** The Core Strategy covers the period to 2026, 22 years from the base date of April 2004 and 17 years from the date of adoption in 2009. Planning Policy Statement 3 requires LDFs to plan housing provision for 15 years from adoption, to identify sufficient specific, deliverable sites to meet the requirement for the first five years and to identify developable sites for the next five years. Where possible, land should also be allocated for the subsequent five years, otherwise broad areas for future growth should be indicated. Proposed changes to the RSS were published towards the end of preparing

20 Planning Policy Statement 3: Housing, DCLG, 2006.

the Core Strategy which indicated an increased housing requirement and an extended plan period. At this stage it is considered that the spatial development strategy and the policy framework set out are robust and flexible enough to accommodate growth in accordance with the Regional Spatial Strategy.

6.42 Sufficient land will be allocated in the Site Specific Proposals document to accommodate the housing requirement until 2021. Several of the large urban renaissance and regeneration schemes planned for the district will not be completed in the early phases of the plan period and will contribute to housing supply later in the plan period.

6.43 These include:

- Wheldale / Fryston Area, Castleford
- Former Prince of Wales Colliery, Pontefract
- Westfield Lane Improvement Area, South Elmsall
- Wakefield city centre sites
- Pontefract town centre sites.

6.44 The exact numbers of houses to be provided in these schemes is not known at this stage, more details will be given in the Site Specific Proposals document and future reviews.

6.45 Government regulations ⁽²¹⁾ stipulate that the housing requirement in RSS and LDFs should be expressed as a net figure i.e. additions to the housing stock net of any losses as a result of clearance and other changes. All figures in this document are net unless otherwise stated. According to information from the Council's Sustainable Communities service and Wakefield and District Housing (the Council's partner delivering Council housing in the district) about 150 dwellings are lost from the stock each year and need to be replaced.

Previously Developed Land

6.46 RSS also includes a regional target of 65% for the amount of housing to be built on brownfield land or previously developed land (PDL). The target in the previous RSS for Wakefield District was 61%. Monitoring shows that this target was exceeded each year since 2003/04, although the actual figure varies depending on the mix of sites developed. The 65% target will be used in the LDF for Wakefield District.

Housing Densities

6.47 RSS policy sees raising urban density as one means of combating climate change and reducing greenhouse gas emissions. National planning policy on density standards is set out in Planning Policy Statement 3. The national indicative minimum net density is 30 dwellings per hectare (dph), though a range of minimum densities is advocated, depending particularly on the accessibility of the location to public transport. All proposals for residential development should achieve a minimum density of 30 dwellings per hectare.

6.48 Higher densities of at least 40 dwellings per hectare will be expected within the urban areas of Wakefield, Castleford and Pontefract, with a minimum of 50 dwellings per hectare in Wakefield city centre and Castleford and Pontefract town centres. Higher densities can be achieved by developing apartments however these will only be appropriate within urban areas and local service centres.

Delivery & Implementation

6.49 This policy will be implemented by the Council taking a pro-active approach to bringing forward land for housing development working with partners in the house building industry, landowners across the district, other public sector organisations with land holdings such as Wakefield District Housing and proactively taking measures to bring forward land in local authority control using vehicles such as the Local Housing Company. The policy will also be implemented through identifying housing allocations in the Site Specific Proposals document and in determining planning applications submitted by the house-building industry. The Council has secured the largest grant allocation in the sub-region through

21 Regulation 48 of the Town & Country Planning (Local Development) (England) Regulations 2004 and Planning Policy Statement 12: Local Development Frameworks, ODPM, 2004.

the National Affordable Housing Corporation's National Affordable Housing Programme 2008-2011. Nearly £17 million of capital grant has been secured from the Housing Corporation to work with the Council's Housing Association Partnership to help deliver affordable housing. A small but significant supply of affordable dwellings will be provided by registered social landlords using Housing Corporation funding whilst from about 2009/10 Wakefield and District Housing Ltd is likely to make a significant contribution through redevelopment of the existing housing stock.

- 6.50** The extent of Wakefield city centre, Castleford town centre and Pontefract town centre will be shown on the Proposals Maps which will accompany the Central Wakefield Area Action Plan and other development plan documents. Until these are adopted references to Wakefield city centre, together with Castleford and Pontefract town centres will apply to the city and town centre inset maps shown on the existing UDP Proposals Maps.
- 6.51** Density standards will be implemented by ensuring that proposals for residential development achieve the required by working with partners in the house-building industry and determining planning applications. The net density of completed developments will be monitored and the results reported in the AMR.
- 6.52** The housing trajectory shows how levels of house building in the district compare to the regional requirement and this will be updated in the Annual Monitoring Report. It will monitor progress towards meeting the housing requirement for the district by showing the number of houses built each year and the expected rate of completions year by year for the remainder of the plan period. These indicative figures will be kept up-to-date to reflect the latest RSS housing requirement. The second trajectory provides similar information for brownfield or previously developed land.

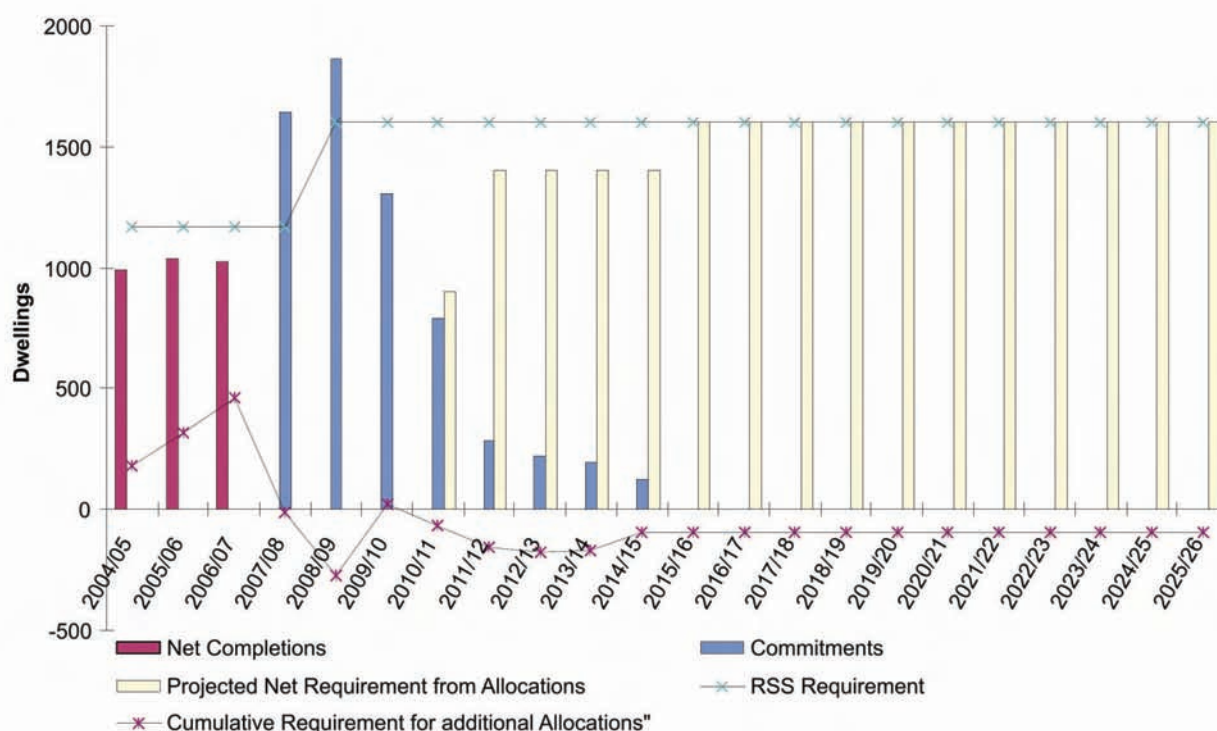


Figure 2 Core Strategy Housing Trajectory

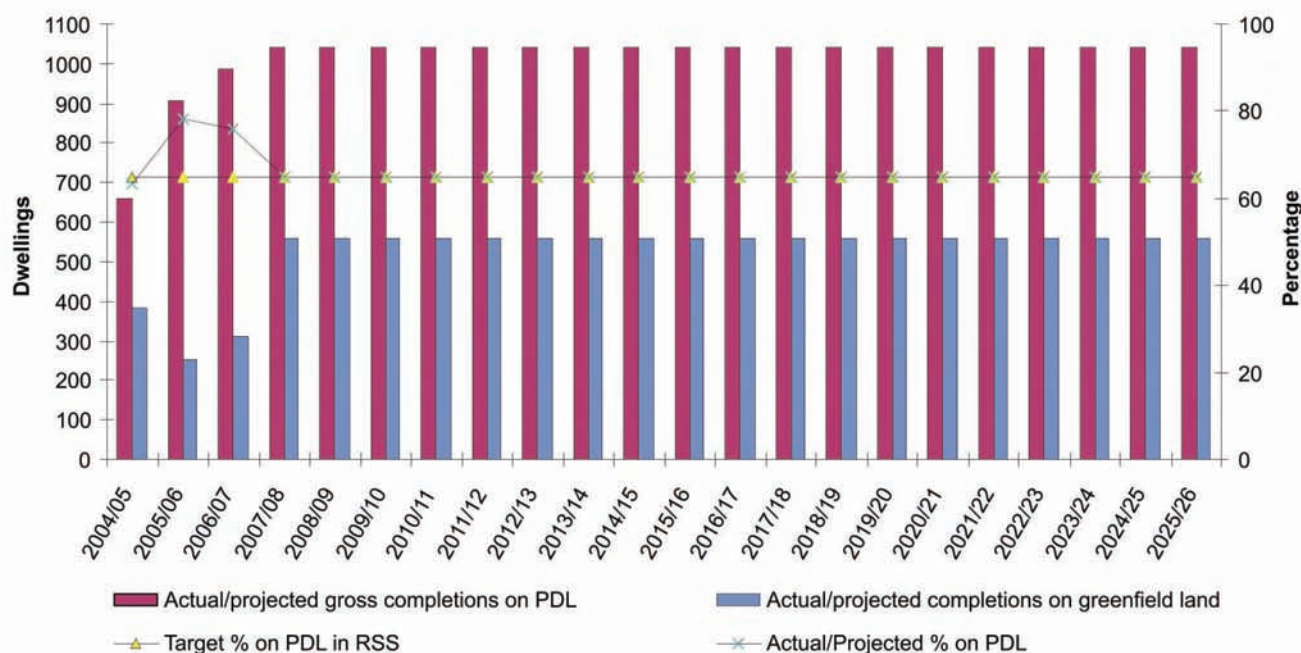


Figure 3 Core Strategy Previously Developed Land Trajectory

Implementation Strategy

- 6.53** The Core Strategy will ensure that a continuous five year supply of land for housing is maintained and is managed to ensure that the most suitable sites in each settlement are delivered first.
- 6.54** Land will be allocated in the Site Specific Proposals document to meet at least five years of 'deliverable' housing sites and ensure that there is a remaining supply of sites which are 'developable' upto 2021.
- 6.55** 'Deliverable' housing sites should:
- Be available - the site is available for housing development
 - Be suitable - the site offers a suitable location for development now and contributes to the creation of sustainable, mixed communities
 - Be achievable - there is a reasonable prospect that housing will be delivered on the site within five years.
- 6.56** Further allocations will be identified to meet housing provision for the following next five years which are 'developable', i.e. capable of development within the plan period. These will be brought forward into the five year land supply, as required. Specific sites will be allocated to meet the requirement upto 2021 in accordance with this policy. The previous section described key developments and locations for new housing in this period. The Site Specific Proposals document will show how allocations contribute year by year to meeting the housing requirement.
- 6.57** The housing trajectory above demonstrates the expected completions of net additional dwellings from existing commitments (as at 31 March 2007). Housing sites will be allocated in the Site Specific Proposals document to meet any predicted shortfalls.
- 6.58** The Previously Developed Land housing trajectory demonstrates that completions from existing commitments are projected to exceed the targets for recycling housing land as set out in the RSS for the region (65%). Housing sites in the Site Specific Proposals document will be phased to ensure the Previously Developed Land target is met.

6.59 The monitoring process will be used to inform the scale and the type of additional sites that need to be brought into the five year supply of deliverable housing. The five year supply will be made up of land that has planning permission and can be delivered (current commitments, including windfall housing) and land allocated for housing which can be delivered. Windfall completions will impact on the rate at which allocated sites will need to be brought forward and released to maintain a five year supply and distribution of land for housing that accords with the spatial development strategy. The five year supply will be updated annually through the Annual Monitoring Report based on the following scenarios:

1. If the Previously Developed Land housing trajectory set out in the Annual Monitoring Report indicates that the Previously Developed Land target is not being met, but the overall housing target is being achieved, the Council will advance Previously Developed Land sites into the five year supply. If during any continuous three year period the housing completions on Previously Developed Land falls below 65%, the following additional actions will be taken:
 - a. the Council will consider intervention measures to assist the delivery of Previously Developed Land sites, including land assembly through assisting existing occupiers to find alternative sites and the use of compulsory purchase powers;
 - b. restrict planning permissions on greenfield sites, where this would not impact on the achievement of the overall housing target; and
 - c. where there are no additional Previously Developed Land sites to be brought forward into the five year supply, a partial review of the housing allocations in the Site Specific Proposals document will be undertaken.
2. If the Previously Developed Land target is being achieved but the overall housing target is not being achieved, allocated sites will be brought forward as required to maintain the five year supply and distribution of land for housing in accordance with the spatial development strategy and the criteria set out below. Where the net rate of house building is likely to fall short by more than 20% of the net annual housing requirement over a continuous three year period, the following additional actions will be taken:
 - a. the Council will consider measures to assist the delivery of sites, including land assembly through the use of compulsory purchase powers and the promotion of land through masterplan work.
 - b. where there are insufficient sites to be brought forward into the five year supply, a partial review of the housing allocations in the Site Specific Proposals document will be undertaken.
3. If the overall housing target is being exceeded by over 20% for a continuous three year period, the Council will consult the Regional Planning Body to see whether the reasons for this can be identified and whether action is needed to review the scale of land allocations in the LDF or the housing requirement in RSS. This will need to be done in the context of wider strategic housing markets.
4. Where the net rate of house building exceeds the overall housing targets for local service centres (upto 10%) and villages (upto 5%) by over 20% for a continuous three year period, planning permission for additional housing development in these settlements will not be permitted until annual monitoring indicates that the net rate of house building does not exceed the overall housing targets for these settlements.

6.60 The inclusion of sites in the five year land supply and the timetable for delivering housing on each site are based on the following criteria:

- the need to provide a continuous supply of land to meet the annual housing requirement for the district;
- the need to provide a land supply to enable the indicative annual requirement figures for individual settlements to be achieved;
- the relative sustainability of the site compared to other sites in the settlement and in other areas of the district;
- the need to achieve the target for the proportion of new housing built on brownfield land each year;
- the availability of the necessary infrastructure and services to enable the site to be delivered; and
- a sequential approach to sites subject to flood risk.

- 6.61** The intention is that, within individual settlements, sites with the highest priority based on the spatial development strategy and policy CS1 are released first, with lower priority sites released later. The availability of the necessary infrastructure and the need to provide additional capacity in some locations will also determine the timing of the release of some sites. This will also help to ensure development is sustainable.

Replaced UDP Policy

- 6.62** Policy CS3 replaces policy H1, H6, and H18 of the Wakefield UDP.

Sustainable Transport

Policy CS 4

Sustainable Transport

Accessibility to jobs and services by sustainable transport is key to building sustainable communities in the district and creating a competitive and efficient labour market within the sub-region. Priority will be given to locating development and directing investment to improve access to job opportunities between Leeds and Wakefield districts, reconnecting communities in the South-East of the district to Wakefield and the Five Towns, encouraging efficient public transport and tackling congestion in the urban areas, particularly in Wakefield and Pontefract.

Development will be located in accordance with the spatial development strategy so that the need to travel is reduced and essential travel needs can be met by the use of transport modes other than the car. In particular development will be located where:

- a. it can be served by alternative modes of transport other than the car, such public transport, walking and cycling;
- b. the traffic generated can be accommodated by existing or known improvements to highways and where it will not create or add to problems of safety, congestion or damage to the environment;
- c. in the case of residential development, it is within walking distance of essential local facilities and public transport services;
- d. it makes best use of existing transport networks and has regard to future transport investment proposals, so as to enhance the viability of public transport services, such as the West Yorkshire Local Transport Plan - Yorkshire Bus Partnership and the Leeds City Region Transport Vision, A61 Wakefield - Barnsley and A642 Wakefield - Huddersfield bus schemes;
- e. it will improve accessibility to jobs and services for those without access to a car and those from disadvantaged groups and areas;
- f. development which generates a large number of passenger movements should be located in Wakefield city centre, in other town centres in the main urban areas or at locations which provide convenient access on foot, by cycle and public transport.

The number and proportion of journeys by public transport, cycling and on foot will be increased by:

- g. creating integrated, safe and attractive public transport, cycling and footpath networks across the district;
- h. giving priority to buses, cyclists and pedestrians over the private car, particularly in urban areas;
- i. promoting the integration of cycling and walking with public transport as part of longer journeys;
- j. improving the frequency, reliability and quality of public transport services, infrastructure and interchange facilities particularly including planned improvements at Wakefield Westgate railway station, the Castleford Interchange facility and support for the Yorkshire Bus Partnership;
- k. giving priority to transport investment in areas where public transport accessibility is poor (such as rural areas and settlements in the South East of the district and particularly their connection with settlements in the Five Towns area);
- l. giving priority to urban areas, notably Wakefield and Pontefract, where congestion reduces public transport efficiency.

Policy Justification

- 6.63** Ensuring that homes, jobs, shops and services are accessible by good quality, safe and convenient transport is essential to achieving sustainable development. Satisfying travel needs for individuals and businesses whilst reducing the need to travel, particularly by car, and promoting less environmentally damaging forms of transport is also essential to sustainability. Increasing the proportion of journeys made by public transport, cycling, and walking benefits all sections of society. It provides a means of reducing delay, costs, greenhouse gas emissions, pollution and accidents, conserving resources and sustaining balanced communities that might otherwise become restricted to those with access to a car. Spatial objectives 3 and 4 seek to create more sustainable travel patterns using sustainable modes of transport.
- 6.64** The objectives of national planning policy guidance on transport ⁽²²⁾ are to integrate planning and transport at the national, regional, strategic and local level and to promote more sustainable transport choices both for carrying people and for moving freight.
- 6.65** RSS, which includes the Regional Transport Strategy, sets out the regional transport strategy, policies and priorities for investment. The Regional Transport Strategy provides the context for the West Yorkshire Local Transport Plan, which establishes the long-term strategy for the county and a five year action plan. The Local Transport Plan is used by the Department for Transport to allocate funds for local transport improvements. It is prepared by a partnership of the five West Yorkshire local authorities and Metro.
- 6.66** The transport improvements needed to support the long-term aspirations for the region extend beyond the funding and timing horizon of the Local Transport Plan. The Leeds City Region partners have established a vision and long-term objectives for transport ⁽²³⁾ to provide direction for the current Local Transport Plan and subsequent plans. In turn, the Council has prepared the Wakefield Transport Strategy ⁽²⁴⁾ to guide transport investment in the district.
- 6.67** In the short term, the LDF will help in achieving the objectives of the Regional Transport Strategy, Local Transport Plan and associated transport strategies by ensuring that the location of new development supports transport infrastructure and investment. In the medium to long term the LDF's own objectives and development strategy will help to shape reviews of these strategies and plans.

Accessibility

- 6.68** The key relationship between transport and different land uses – housing, employment and services - is expressed as 'accessibility' - how easily people can move between where they live and the places they need to get to in their daily lives. Improving accessibility is about tackling the barriers that people, particularly those from disadvantaged groups and areas who do not have access to a private car, face in accessing jobs and services.
- 6.69** Accessibility and good communications are also essential for fostering economic growth, for improving the attractiveness of the district for inward investment and for increasing the competitiveness of its business and industry. Accessibility is not just about transport and can be influenced by decisions on the location, design and delivery of other services and by people's perceptions of personal safety.
- 6.70** Accessibility to jobs and services in the larger urban areas of the district is generally good, but it continues to be a problem in the smaller towns, villages and rural areas, particularly in the South East of the district. Overcoming these problems is a key priority for the LDF.
- 6.71** The spatial development strategy aims to improve accessibility by concentrating most new development in the urban areas of the district where it is accessible by public transport, walking, cycling and, by seeking to retain and improve the range of services available in local service centres and villages.
- 6.72** The government is advocating a more systematic approach to measuring accessibility than has been the case in the past so that differences in accessibility between locations can be compared and those with poor accessibility can be identified. RSS includes a series of criteria to measure the accessibility of different locations for different types of land

22 Planning Policy Guidance Note 13: Transport, ODPM, March 2001.

23 Leeds City Region Transport Vision 2006

24 Wakefield Transport Strategy, WMDC, 2007.

use. These have been adapted to meet local requirements for accessibility by public transport and walking/cycling in this district. More details of these criteria, which are being used to help assess different options for land allocations will be set out in the Site Specific Proposals document. Accessibility is also a material consideration when planning applications are determined, with standards set out in the RSS.

Walking and Cycling

- 6.73** A central aim of national, regional and local transport plans, programmes and strategies is to meet an increasing proportion of travel demand by walking and cycling, both for shorter journeys and as part of longer journeys by public transport. If more people switch from cars to cycling and walking this would make a major contribution to meeting targets for reducing emissions of pollutants, carbon dioxide and greenhouse gases. It would also help with a general improvement in public health, reducing the number of deaths from heart disease and strokes.
- 6.74** The West Yorkshire Local Transport Plan includes proposals to reduce the barriers to greater use of cycling and walking by improving safety and security, providing more cycle parking and changing facilities, providing better integration with public transport and helping to change attitudes by promoting the associated health and environmental benefits.
- 6.75** The Council and its partners have developed the Wakefield Cycling Strategy to complement the cycling strategy in the Local Transport Plan and to place cycling into a more specific Wakefield context. The strategy sets out objectives and targets for cycling, provides the basis for considering all highway, maintenance and cycling schemes, as well as the allocation of resources.
- 6.76** Integrating cycling and walking into longer journeys by public transport will be developed in partnership with the public transport operators and be funded in part through schemes identified in the Local Transport Plan. It will include the provision of further secure cycle parking facilities at bus and railway stations, the development of cycle park and ride and improvements to the carriage of cycles on public transport vehicles. Cycle routes that link to strategic public transport interchanges (including local railway stations) will also be developed.
- 6.77** The Council is working with schools to introduce further Walking Buses, Safe Routes to School and other schemes to help reduce congestion. Schools are encouraged to draw up Travel Plans to reduce congestion and improve safety. It is also working with the Primary Care Trust on the Healthy Transport Project promoting Health Walks and events to encourage people to take more exercise.
- 6.78** The needs of pedestrians are given high priority in city and town centres. Pedestrianisation has helped to upgrade environmental conditions and reduce pedestrian/vehicular conflict and pollution. Schemes have been implemented in Wakefield, Castleford, Pontefract, Ossett, Normanton and Hemsworth. Schemes will be extended and introduced elsewhere as appropriate.
- 6.79** New development proposals will provide opportunities to introduce new and improved routes and facilities for cyclists and pedestrians. Wakefield has adopted minimum standards for secure cycle parking in different types of development. These are set out in Supplementary Planning Guidance⁽²⁵⁾. Layouts should provide facilities for cyclists and segregated connections to the footpath, cycle track or highway network, providing direct access by cycle and on foot to destinations within the development. Transport Assessments should demonstrate that the needs of cyclists and pedestrians have been taken into account (using cycle and pedestrian audits). Planning conditions and obligations will be used, where appropriate, to ensure the provision of appropriate facilities is secured.

Public Transport

- 6.80** It is important that there is an integrated approach to land use planning and the provision of public transport. The likely availability and use of public transport is an important factor in determining the location of new development in order to reduce dependence on the car. Public transport has a vital role to play in meeting the travel needs of the district, particularly for people without the use of a car, and provides the principal means of reducing reliance on the car. Dependence on public transport is relatively high in Wakefield District as car ownership is below the national average. Access to public

25 Supplementary Planning Guidance: District Wide Parking Standards (SPG7), WMDC, March 2004.

transport is particularly important for pensioner households, households with children under five, for school children, and young people. Greater use of public transport is essential in reducing accidents, pollution, fuel consumption and congestion and is a main theme of both the Regional Transport Strategy and Local Transport Plan. It will require:

- more frequent, reliable and faster public transport services, both bus and rail;
- new and improved public transport infrastructure – waiting, park and ride and interchange facilities;
- improved information and ticketing systems;
- land use policies which encourage development in areas of high public transport accessibility;
- education to improve travel awareness.

- 6.81** The urban areas of the district benefit from a reasonably well integrated and comprehensive public transport network. However, improvements are needed in Wakefield and other urban areas to tackle congestion and to enable public transport to operate more efficiently. Priority is being given to buses in managing the use of available road-space. In rural areas, access to public transport is more difficult. At the same time reliance on public transport has become more necessary for those without the use of a car as local facilities have closed. The Five Towns are relatively inaccessible from the South East of the district. Of particular concern is the need to improve access by public transport to new job opportunities.
- 6.82** The West Yorkshire Bus Strategy, associated with the Local Transport Plan, aims to improve reliability of services, ticketing, cleanliness of buses, perceptions of personal safety and integration with other modes of transport. Schemes to be funded will include bus priority measures, bus interchanges and better waiting and information facilities. The main proposal in Wakefield District is the Castleford Town Centre Integrated Transport Scheme which comprises a new combined bus/rail interchange, pedestrianisation of a further part of Carlton Street, and improved pedestrian links to the town centre.
- 6.83** In rural areas different approaches are needed to improve services. In the South East of the district, Neighbourhood Renewal Funding is being used to support Community Transport over a three year period. The Local Transport Plan provides an opportunity for improved partnership working in this area.
- 6.84** Until recently the Yorkshire Bus Initiative was a partnership between the West Yorkshire Local Transport Plan Partnership, bus operators, South Yorkshire authorities and the City of York Council. Priority schemes identified under the Yorkshire Bus Initiative are now being progressed through Performance Improvement Partnerships and the Yorkshire Bus Partnership. The objective is to improve the infrastructure, vehicles and priorities on the core network and to address accessibility by improving social networks, and interchanges with the core network. It is reflected in the Local Transport Plan investment programme. It includes improvements to the north of Wakefield city centre which will be implemented as part of the North Wakefield Gyratory System highway scheme. Planned transport investments benefiting the district are also part of the Leeds City Region Transport Vision, including the A61 Wakefield - Barnsley and A642 Wakefield - Huddersfield bus schemes.
- 6.85** A free bus service offers the prospect of reducing car journeys around Wakefield city centre. The service links Westgate and Kirkgate railway stations and the bus station allowing interchange between services at these points and providing easy access to shops and retail parks.
- 6.86** Improved rail services make an important contribution to increasing travel choice, reducing dependency on the car and tackling problems of congestion. The West Yorkshire Rail Plan, associated with the Local Transport Plan, seeks to improve network performance and attract more peak commuters. Improvements include increasing peak capacity, providing additional and better car parking at stations for commuters, improving transport integration at stations, improving the quality of stations and trains and enhancing strategic links between main urban centres.
- 6.87** A major rail scheme in the district involves proposed improvements to Wakefield Westgate Station as part of the Wakefield Westgate (Merchant Gate) scheme. Details will be included in the Central Wakefield Area Action Plan and the masterplan for the area.

- 6.88** All new development has the potential to create additional travel demands and the location of new development will influence how many journeys are made, how long they are and what means of transport are used. Locating different land uses close together can reduce the number and length of journeys and can make walking and cycling more attractive. Concentrating developments which generate lots of journeys in city and town centres and in high quality public transport corridors means it is more likely that people will choose to use public transport to travel.
- 6.89** Policy CS4 will ensure that main travel generators are accessible by sustainable transport modes and that new development is located where public transport is or can be made available. This will help to maximise the use of existing public transport facilities and services and support the strategies and schemes in the Local Transport Plan outlined above. At the same time safeguarding accessibility for people without access to a car and enabling a greater proportion of travel demand to be met by modes other than the private car. Policy CS4 will also help to reduce the need to travel by providing jobs and services closer to where people live. Planning conditions and obligations will be used, where appropriate, to ensure that appropriate improvements to public transport are secured in new development.

Delivery & Implementation

- 6.90** Meeting transport objectives will require the agencies with responsibility for different aspects of transport – the Department for Transport, the Highways Agency, Network Rail, Wakefield Council, Metro and the rail and bus operators – to work together to deliver an integrated transport system which meets the needs of communities and businesses. Major improvements to the transport system will largely be delivered through the Local Transport Plan and the Leeds City Region Transport Vision, but the Council will direct its own investment programmes towards improving public transport, walking and cycling, in accordance with priorities set out in the Local Transport Plan and LDF.
- 6.91** The Council works with Metro, Network Rail, bus and train operators and neighbouring authorities to implement proposals to improve public transport services and facilities in line with the priorities established in RSS and the Local Transport Plan. Those planning major development need to consult public transport operators at an early stage to give them chance to plan effective new or enhanced public transport services. Developers will be asked to contribute to planned public transport improvement schemes where their development proposals would increase the need for, or benefit from, the particular scheme.
- 6.92** Where a development proposal will have significant transport implications the Council will require a 'Transport Assessment' to be prepared and submitted alongside a planning application. It should assess the impact of the proposed development on the need to travel and on the road and public transport networks. It should assess accessibility to the site by all forms of transport and the need for any improvements to accommodate new travel in the most sustainable manner, consistent with the shift away from car use.
- 6.93** It is important that developers make a contribution towards transport improvements to deliver sustainable transport solutions as part of their development. Transport Assessments will help determine what is needed in each case. This could include making a contribution to wider area improvements planned by the Council or other agency. Details of how contributions will be assessed will be set out in a separate Supplementary Planning Document.

Replaced UDP Policies

- 6.94** Policy CS4 replaces policies T1, T2, T3, T9, T10, T12 and T20 of the Wakefield UDP.

Community Facilities and Services

Policy CS 5

Community Facilities and Services

1. Good quality services and facilities will be provided which meet the needs of local communities and are accessible by public transport, cycling or on foot. In particular, services and facilities will be provided which will benefit the less mobile or more deprived members of the community.
2. The provision of services and facilities will be of a scale appropriate to the type and size of settlement with higher level services located in the urban areas identified in the settlement hierarchy to ensure that needs are met in the most effective and accessible way. However, there is a need to provide some facilities and services in specific settlements including:
 - a. the need to increase the level of local community facilities, such as community centres, local sport and public open space facilities in local service centres and villages;
 - b. the need to provide increased higher level health care facilities where health deprivation is highest, notably parts of the Wakefield urban area, parts of the Five Towns area, and particularly in the south-east of the district where accessibility to such facilities for this part of the district is poor;
 - c. improve access to secondary education facilities, particularly from local service centres and villages.
3. Given the important role of facilities and services in all settlements, wherever possible proposals for development will not result in the loss of an existing service or facility unless satisfactory alternative provision is made.

Policy Justification

- 6.95** In addition to retail, leisure and cultural facilities considered in relation to policy CS1 and policy CS2, the provision of community services is essential to the quality of life of district residents. It is important that good quality services are available locally. This reduces the need for people to travel to obtain essential services, particularly benefiting the less mobile and more deprived members of society. This aim is supported by the spatial development strategy which encourages local facilities and services of an appropriate scale to be provided in all but the smallest settlements. Working in partnership with other providers and the voluntary sector, the Council will seek to ensure that community facilities and services are provided in the most effective and accessible way. In rural communities, existing services must be protected as much as possible, as their loss can have a major impact on communities.

Health

- 6.96** The Mid Yorkshire Hospitals NHS Trust is the main provider of hospital services. From 1st October 2006 the Wakefield District Primary Care Trust is responsible for providing primary care services across the district – GPs, dentists, local health centres – and ensuring that services are accessible. The objectives of the primary care services are set out in various strategies issued by the former Wakefield West and Eastern Wakefield Primary Care Trusts:
- Wakefield West Primary Care Trust Strategies
 - A Strategy for Primary & Intermediate Care in Eastern Wakefield, East Wakefield Primary Care Trust, 2002
 - Health Action Zones
 - Affordable Warmth Strategy
- 6.97** Major redevelopments are planned in the next few years at Pinderfields Hospital, Wakefield and at Pontefract General Infirmary, taking place within the existing hospital sites. These will be identified in the Site Specific Proposals document. The trusts have generally been encouraging the provision of more local health services at doctors' surgeries and local health centres, a move which supports the LDF objectives for local service provision.

Education

- 6.98** The Council is the main provider of education facilities within the district. The Council's Education service is responsible for education as part of the integrated provision of services for children and young people under the Children and Young People's Plan 2006-2009: *Safe, Supported, Fulfilled*. The plan provides the vision and priorities for children and young people to be delivered as part of the Local Area Agreement with central government and local agencies, begun in April 2006. The increased integration of services is a core feature of the strategy and requires a more flexible and planned approach to the use of buildings across the district. The Education service also has a programme for the refurbishment and/or rebuilding of primary and secondary schools. The LDF provides the spatial strategy and policies to support this approach.
- 6.99** The government wants all schools to become 'extended schools' by 2010. This means that each school, in partnership with other agencies and organisations - and with other schools in most cases - should provide a range of extended services and activities, often beyond the school day, for children, their families and the wider community. The services and activities that are provided should be tailored to meet local needs. However, the government wants schools – working in partnership with other agencies and with each other - to provide a "core offer" of:
- childcare, available 8.00 a.m. - 6.00 p.m. all year round (50 weeks) provided on the school site or through other local providers, with transport arrangements where appropriate;
 - a varied menu of activities such as clubs, sport, courses, volunteering or business activities for at least two hours per week beyond the school day for those who want them;
 - parenting support and family learning;
 - referral to specialist support services such as speech therapy, behaviour support or family support (some of which may be delivered on the school site);
 - community access to, for example, ICT, sports and arts facilities and adult learning.
- 6.100** The Council is also promoting the development of Children's Centres which underpin much of government policy on early years education and anti-poverty. Their aim is to:
- ensure every child gets the best start in life and that families receive the help and support they need to become "successful".
 - give parents more choice about how to balance work and family life and so to have the opportunity for returning to education, training or work if they wish.
- 6.101** Children's Centres have already been established in some parts of the district and more are planned, particularly in areas of highest deprivation.
- 6.102** The Council is also responsible for carrying out the Sure Start programme, the main aims of which are to:
- Integrate Services for Young Children and their Families
 - Create and Sustain Childcare
 - Promote Quality, Access and Inclusion
 - Develop the Early Years and Childcare Workforce
- 6.103** The aims and objectives of these education initiatives will need to be integrated into development proposals and taken into account when determining planning applications across the district. Although delivery of these initiatives will largely be met through direct education funding, development proposals will be required to contribute towards education provision where appropriate. The Site Specific Proposals document will take account of any major land use implications.

Social & Community Facilities

- 6.104** Access to good social and community facilities is an important priority set out in the Community Strategy. Promoting the health and well-being of young people is also identified as a priority in the Community Strategy and in the Children and Young People's Plan. This sets out five main priorities of ensuring that children and young people are healthy, safe, enjoying and achieving, making a positive contribution and achieving economic well being. It is also a priority of the

Wakefield Play Strategy and the Wakefield Play Partnership to improve play opportunities for children and young people, which includes creating attractive and welcoming safe public spaces and improving existing play opportunities. The provision of existing and new social and community facilities have an important role to play in meeting these objectives and where appropriate the Council will seek to ensure adequate provision is made through new developments. There is a link between social and community facilities and the provision of leisure, recreation and open space facilities through for example, co-location. The context for these is set out under policy CS11.

- 6.105** National planning policy ⁽²⁶⁾ requires that development supports existing communities and contributes to the creation of safe, sustainable, liveable and mixed communities with good access to jobs and key services for all members of the community.
- 6.106** Where appropriate, developers will be expected to contribute towards necessary improvements or additional provision required as a result of their proposals. This applies particularly to the provision of additional school facilities at both primary and secondary level, though it could equally apply to other community services. Details of how developer contributions will be assessed will be set out in a Supplementary Planning Document.
- 6.107** The Council will seek to prevent the loss of existing facilities or services wherever possible unless satisfactory alternative provision is made.

Delivery & Implementation

- 6.108** The Mid Yorkshire Hospitals NHS Trust and Wakefield Primary Care Trust are responsible for the provision of hospitals and health services, in partnership with other agencies including the Council. In turn, the Council works with its partners, appropriate agencies and the voluntary sector to secure the provision of a wider range of good quality community services and facilities which meet the needs of local communities, either through direct funding or through improvements provided in connection with new development.
- 6.109** The Council will monitor the provision and possible loss of community facilities and services and where deficiencies are found, will proactively work with the key partners and agencies to bring about new facilities and services by managing their development.

Replaced UDP Policies

- 6.110** Policy CS5 replaces policy C1 of the Wakefield UDP.

26 Planning Policy Statement 1: Creating Sustainable Communities, ODPM, 2005.

Creating Mixed & Balanced Communities



7 Creating Mixed & Balanced Communities

- 7.1 Creating mixed and balanced communities is one of the government's aims for sustainable development. This means providing sufficient good quality, affordable housing of the right types and mix, in the right places, which will be attractive to, and meet the identified needs of, different groups in society. The types of housing include market, social rented, mixed tenure, special needs and housing for groups like gypsies and travellers. Spatial objective 5 seeks to achieve the necessary wide ranging provision in Wakefield District.

Housing Mix, Affordability and Quality

Policy CS 6

Housing Mix, Affordability & Quality

All proposals for housing, including those affecting the existing housing stock, will be of a high quality and design and contribute to creating mixed and balanced communities. This will be achieved by providing dwellings of the right size, type, affordability and tenure to meet local needs evidenced in relevant studies such as housing needs surveys and strategic housing market assessments.

- a. All proposals for housing must provide a broad mix of housing suitable for different household types and will show how they reflect the district's changing household composition in the types of dwelling they provide, taking into account the evidence base from housing needs surveys and strategic housing market assessments. On large strategic sites (60 dwellings or 2 hectares or more) the housing mix should reflect the proportions of households that require market or affordable housing and achieve a mix of house size, tenure and price. For smaller sites, the mix of housing should contribute to the creation of mixed communities having regard to the proportions of households that require market or affordable housing and the existing mix of housing in the locality.
- b. All proposals for additional housing, including those for a mix of uses, above identified size thresholds must make provision for sufficient affordable housing to meet identified needs. Unless otherwise agreed with the Council, affordable dwellings should be provided on the application site and 30% of new dwellings on developments across the district which meet the following thresholds should be dwellings which can be defined as affordable:
 - i. where the proposal is for 15 or more dwellings, or is on a site of 0.5 hectares or more in area, and is within an urban area or local service centre as defined in the settlement hierarchy;
 - ii. where the proposal is for 6 or more dwellings, or is on a site of 0.2 hectares or more, and is within a village as defined in the settlement hierarchy.

The tenure split will be based on the Council's latest evidence. Secure arrangements will be required to retain the benefits of affordability for initial and subsequent occupiers. Different parts of the district have different affordable housing needs which will be assessed against the latest evidence. The Council will particularly seek to ensure the following needs are met as far as possible:

- iii. affordable housing is required across the whole district, particularly in settlements in the Five Towns and settlements to the north and west of Wakefield;
- iv. there is a particular need for smaller, affordable one and two bedroom dwellings within the Wakefield urban area and in settlements in the south east of the district;
- v. there is a particular need for larger three bedroom affordable dwellings in settlements in the Five Towns;
- vi. there is a particular need to provide a broad range of affordable housing accommodation in settlements to the north and west of Wakefield
- c. Actions proposed to improve the quality or make efficient use of the district's housing stock must contribute to sustainable development. Proposals which involve the redevelopment of existing housing must comply with the LDF spatial development strategy, policies and proposals.

The actual amount of affordable housing to be provided is a matter for negotiation at the time of a planning application, having regard to any abnormal costs, economic viability and other requirements associated with the development. All but the smallest sites should contribute to the provision of affordable housing.

Policy Justification

- 7.2** Mixed and balanced communities include everybody, whatever their age, mobility or needs. The Council wants every resident to have a home which is affordable and suited to their needs and circumstances. To provide the right dwellings to meet all types of need, new housing must be built to appropriate standards. The Regional Housing Strategy ⁽²⁷⁾ supports the RSS by providing a framework and evidence for new and affordable housing. It focuses on urban areas and creating sustainable patterns of development, providing the investment framework for essential housing and ensuring the continued growth of the regional economy. It also provides a strategy for the improvement or replacement of housing to support strengthening the housing market in areas of low demand. In turn, the LDF will help to implement the Regional Housing Strategy by making provision for the right scale, distribution, mix and standards to enable different housing needs to be met. It includes spatial policies to deliver market housing, which will account for more than 70% of new housing provision in the district, and affordable housing where the market is strong. It provides policies to restructure existing housing where the market is weaker, particularly in the South East, as well as policies which will support the wider objectives of building sustainable communities.
- 7.3** According to the 2001 Census Wakefield has a high percentage of people (34.7%) with a limiting long term illness or with general health which is not good, compared with the region (29.8%) and England (26.9%). 8.3% of all people aged 16-74 are permanently sick or disabled compared with 6.1% in Yorkshire and Humber and 5.3% in England. In addition, people are living longer.
- 7.4** The Building Regulations help to ensure that all new dwellings are constructed to mobility standards, having regard to the characteristics of each site, but new dwellings should also be built to or be easily adaptable to lifetime standards. Lifetime homes incorporate features which make the dwellings easily adaptable to changing family needs and enable everyone to live independently. The Council advises developers to consult a specialist in this field, such as the Joseph Rowntree Foundation ⁽²⁸⁾ and discuss development proposals with the Council. The government's 'Code for Sustainable Homes' ⁽²⁹⁾ provides a national standard for the construction industry and incorporates a requirement for new homes to be built to lifetime standards ⁽³⁰⁾.

Housing Mix

- 7.5** Developers should consider the needs of everyone in the community. Where there is a particular requirement for special types of dwelling these should be integrated into schemes for residential or mixed development. Such housing could take many forms; the Council expects developers to follow guidelines suggested by relevant bodies. Special housing types include:
- Continuing care retirement communities
 - Wheelchair standard dwellings
 - Accommodation with care
- 7.6** Continuing care retirement communities are relatively new but are becoming more popular and offer independent living with care and support services when required. Typically they also include communal facilities such as restaurants, lounges, activity rooms, libraries and computer suites. They have been developed by both the social rented and private sectors.

27 Yorkshire & The Humber Regional Housing Strategy 2005-2021, Yorkshire & The Humber Regional Housing Board, 2005.

28 Lifetime Homes Standards, Joseph Rowntree Foundation. See website - www.jrf.org.uk/housingandcare/lifetimehomes/

29 Code for Sustainable Homes - A Step Change in Sustainable Homebuilding Practice, December 2006.

30 Code for Sustainable Homes Technical Guidance, DCLG, March 2007.

Developers are advised to consult guidance published by the Joseph Rowntree Foundation⁽³¹⁾ and the Planning Officers' Society⁽³²⁾. Where communal facilities are included as part of the development, these should be accessible by neighbouring communities, where possible.

- 7.7 Wheelchair dwellings should be specifically designed for wheelchair users and developers should consult Habinteg's Wheelchair Housing Design Guide⁽³³⁾. Accommodation with care includes hostels, nursing homes and residential institutions.
- 7.8 Planning Policy Statement 3 and RSS do not directly refer to these types of housing. However, both are aimed at ensuring that a wide choice of housing types is available and creating sustainable, inclusive, mixed and balanced communities in all areas. Planning Policy Statement 1 promotes the creation of socially inclusive communities, including suitable mixes of housing.
- 7.9 Key to ensuring that new homes meet local needs is to construct homes of the appropriate type, size and affordability. The trend in Wakefield district for some years has been for most new homes to be detached or semi-detached with three or four bedrooms. The 2001 Census shows that more than 46% of all dwellings in the district are semi-detached, well above the national average of 33%, with correspondingly fewer of other types, particularly flats. This imbalance has been redressed somewhat in recent years with the move towards higher densities and building smaller dwellings. However in places, particularly the former Council estates, the housing mix does not reflect the pattern of demand.

Affordable Housing

- 7.10 The Council's Strategic Housing Market Assessment (2007/2008) sets out an overall requirement for 971 dwellings. This should be taken as the basic annual shortfall of affordable accommodation across Wakefield. It also confirms the scale of affordable housing required in Wakefield warrants a medium (30%) affordable housing target with a suggested aspirational split of 80% social rented and 20% intermediate tenure. The Regional Housing Strategy identifies Wakefield District as an area of 'medium' housing affordability. RSS policy H4 proposes that in 'medium' areas local authorities should aim for between 30 and 40% of dwellings to be affordable. The figure of 30% proposed here for Wakefield District lies at the lower end of this range.
- 7.11 The LDF aims to secure an appropriate scale and distribution of affordable housing to meet identified need. The Core Strategy establishes the scale of need and sets out the Council's aims for the provision of affordable housing through the planning system. Affordable housing is needed in areas of high demand in the north and west of the district and to replace obsolete housing in areas of low demand in the South East. Elsewhere, affordable housing may be required to diversify tenure.
- 7.12 The Strategic Housing Market Assessment (2007/2008) indicates the scale of affordable housing warrants a medium (30%) affordable housing target. The latest available evidence will be used to inform the split between social rented and intermediate tenure. The level of affordable housing proposed is in accordance with RSS policy H4 and is in line with similar neighbouring authorities. The need for affordable housing will be updated in future revisions to the Strategic Housing Market Assessment.

Rural Housing

- 7.13 Housing has to be available to meet need in rural areas. Usually small scale market and affordable housing will be made on windfall sites within the confines of small settlements, in accordance with the spatial development strategy and policy CS1. Occasionally, however, it may not be possible to meet the need for affordable housing on general market housing sites. In these cases it may be possible to use land which would not normally be released for market housing, as an exception to normal policies.

31 Continuing Care Retirement Communities, Joseph Rowntree Foundation and Planning Officers' Society, 2006.

32 Planning for Retirement Housing, Planning Officers' Society and the Retirement Housing Group, 2003

33 Wheelchair Housing Design Guide 2nd Edition, Habinteg Housing Association, 2006.

Existing Housing Areas

- 7.14** Each year new housing adds about 1% to the total stock in Wakefield district. Making full use of the existing stock by improving, maintaining and adapting it, will help to provide everyone with a decent home and will minimise the need for new housing. A significant proportion of both the private and public sector stock is obsolete, being either below the Decent Homes standard or unsuited to modern requirements. A number of areas of poor housing are exhibiting signs of market failure with significant numbers of vacant properties. Programmes for improvement and renewal are therefore important for achieving LDF objectives.
- 7.15** In 2005, the former local authority housing stock of approximately 31,500 dwellings was transferred to Wakefield and District Housing Ltd who are developing a programme of improvement and renewal. The rest of the social rented stock is owned and managed by a small number of housing associations, some of whom have their own improvement programme.
- 7.16** Approximately 8% of the dwellings in the district are rented from private landlords. These dwellings play an important role in fulfilling the demand for accommodation which is relatively easily available. They tend to be concentrated in Wakefield City and the South East. The Council is working with private landlords to introduce an accreditation scheme to improve the management of rented stock. It also processes applications for licences for houses in multiple occupation which must meet specific standards.
- 7.17** The LDF supports the actions proposed in the Council's Housing Strategy, the investment programmes planned by Wakefield and District Housing Ltd and other programmes to improve the quality or make efficient use of the district's housing stock.
- 7.18** In turn, programmes for housing improvement should take account of the objectives, strategy and policies in the LDF, to make sure that they contribute to achieving sustainable development as well as creating quality homes for residents. Improvement programmes involving the selective demolition and re-building of existing housing should recognise the spatial development strategy and policy CS1 so that the scale of development is in keeping with the particular settlement. Proposals for subdivision of dwellings to provide flats and bedsits will be considered against LDF policies designed to protect amenity and minimise impact.
- 7.19** In line with the LDF objective of creating mixed and balanced communities policy CS6 is designed to provide mixed, affordable, high quality housing.

Delivery & Implementation

- 7.20** The Council will work closely with the regional and sub-regional housing bodies and partnerships and registered social landlords operating in the district to ensure affordable housing is provided as far as possible. The mix of dwellings and the need for affordable, high quality dwellings will be assessed when individual planning applications are considered and developer contributions will be secured where necessary. The number, type, size and tenure of new dwellings is monitored and reported in the Annual Monitoring Report. Applications will be assessed against the latest evidence, most notably the Council's Strategic Housing Market Assessment, which will be regularly updated.
- 7.21** A number of agencies are responsible for implementing programmes of renewal and improvement. The West Yorkshire Housing Partnership aims to target the root causes of low demand in the sub region. It will carry out programmes of renovation and re-modelling to bring about market transformation, as part of wider physical, social, and economic actions, to create successful, growing communities.
- 7.22** The Regional Housing Board provided £10 million during 2004-06 to the Partnership to begin its programme in the West Yorkshire Low Demand area. Funding will also be available from the Housing Market Renewal fund to tackle low demand outside the Pathfinder areas during 2006-2008.
- 7.23** In the South East of the district the 'Green Corridor Alliance' has developed a project to improve the quality of living environments and to create sustainable communities in the former coalfield settlements. Further support is provided by the Green Corridor Strategy.

- 7.24** The investment programmes planned by Wakefield and District Housing Ltd will be an important means of improving and re-modelling the district's housing stock in the next few years whilst some new affordable homes will be provided by registered social landlords using funding from the Housing Corporation's Approved Development Programme.
- 7.25** Exceptionally it will be possible that the affordable housing element of a development proposal cannot be met on-site. In such circumstances the Council will follow the advice set out in national planning policy and commuted sum payments will be assessed against the criteria set out in the Developer Contributions Supplementary Planning Document or the prevailing guidance at the time of determining the planning application.

Replaced UDP Policies

- 7.26** Policy CS6 replaces policy H3 of the Wakefield UDP.

Accommodation for Gypsies, Travellers and Travelling Showpeople

Policy CS 7

Accommodation for Gypsies, Travellers and Travelling Showpeople

1. Where there is a demonstrated need for Gypsy and Traveller accommodation or Travelling Showpeople accommodation in the district through a regional and/or local assessment, provision will be made using the following criteria:
 - a. the site must be suitable for this type of accommodation with a realistic likelihood that the site will come forward during the plan period, taking into account site constraints such as flood risk, access to the highway network and infrastructure;
 - b. previously developed land, or untidy or derelict land within or on the edge of urban areas will be considered before sites in rural locations;
 - c. sites will only be released as an exception to other policies where a local housing needs assessment has established a need for gypsy, travellers or travelling showpeople accommodation which can not be met in any other way and the scale of development does not exceed the level of need identified.
2. Proposals for the use of land for the stationing of caravans occupied by gypsies, travellers and travelling showpeople on unallocated sites will be permitted, where the proposed development:
 - a. helps to meet an identified shortfall in the supply of suitable sites in the district through a regional and/or local assessment or meets unexpected demand;
 - b. is accessible to shops, schools and health facilities by public transport, on foot or by cycle
 - c. is reasonably accessible to services and will not cause traffic congestion or safety problems;
 - d. in the case of travelling showpeople sites, the site includes sufficient space for storage and maintenance of equipment and the parking and manoeuvring of all vehicles associated with the occupiers;
 - e. the site is capable of being provided with adequate on-site services for water supply; power; drainage; sewage disposal and waste disposal facilities.

Policy Justification

- 7.27** Appropriate provision is required to meet the needs of gypsies, travellers and travelling showpeople. An understanding of these needs is required if appropriate accommodation is to be provided and the number of unauthorised encampments and developments in the district reduced. The Yorkshire & Humber Assembly works with local authorities and the Regional Housing Board to assess the needs of gypsies and travellers and research has been carried out which will give regional information on provision and need for the RSS. Under the Housing Act 2004 when local housing authorities produce a

local housing assessment they should take into account the needs of gypsies and travellers. ODPM Circular 01/06⁽³⁴⁾ proposes that where there is unmet need for gypsy and traveller accommodation in the area, LDFs should identify suitable sites. Criteria based policies will also be required to assess sites which are proposed to meet future or unexpected demand. The definition of 'gypsies and travellers' is taken to be the same as that used by the government.

- 7.28** Within Wakefield District a small number of private sites and the Council owned site at Heath Common in Wakefield provide permanent accommodation for gypsies and travellers. If sub-regional or local assessments, including those by surrounding local authorities and the RSS, indicate a need for additional sites in the district, the Site Specific Proposals document will identify land. In rural areas, this may involve the use of exception sites.

Delivery & Implementation

- 7.29** The requirement for any additional gypsy, traveller and travelling showpeople accommodation will be identified regionally by the Regional Planning Body and other sub-regional work. RSS states that there is a shortfall of 86 pitches across West Yorkshire. The Council will also carry out a local assessment of need and land will be allocated accordingly through the Sites Specific Proposals document. Additional accommodation may be provided by the Council or by gypsy/traveller groups or by private developers following the granting of a planning permission. The stock of gypsy and traveller caravan pitches will be updated from the granting of planning permissions and can be compared in future with need identified in sub-regional or local assessments, to assess the adequacy of the supply.

Replaced UDP Policy

- 7.30** None.

34 Circular 1/2006, Planning for Gypsy and Traveller Caravan Sites, ODPM, 2006.

Supporting a Dynamic & Efficient Local Economy



8 Supporting a Dynamic & Efficient Local Economy

8.1 One of the challenges of the Community Strategy is to deliver a dynamic local economy which increases prosperity for all sections of the community. This will be achieved by:

- promoting and marketing a new image for the district;
- encouraging investment and enterprise and the development of clusters of economic activity;
- the urban renaissance of Wakefield city;
- reconnecting the Coalfield Communities in the South East;
- the urban renaissance of the Five Towns.

The Local Economy

Policy CS 8

The Local Economy

1. The economic performance of the district will be improved by:
 - a. providing and safeguarding an adequate supply and variety of land and buildings for employment uses which match employment skills and employment needs, particularly in areas of highest deprivation, including the former mining communities in the South-East of the district;
 - b. promoting the development of clusters of economic activity, specifically in the logistics and distribution, food and drink and digital and IT sectors;
 - c. increasing the level of skills and educational attainment of the district's workforce;
 - d. supporting business start-ups, new enterprise and business incubation units in the main urban areas in accordance with the spatial development strategy and in larger industrial estates, and also including home-working;
 - e. improving access to employment opportunities by public transport, particularly from the South East of the district;
 - f. promoting the district as a place to invest;
 - g. providing new infrastructure for employment development;
 - h. strengthening and diversifying the urban and rural economy;
 - i. encouraging new facilities and accommodation for tourists.
2. Most new employment development will be located within the urban areas of the district, particularly within city and town centres, Employment Zones, and on sites allocated for employment use. In particular:
 - a. Commercial offices will be located:
 - i. in Wakefield City centre and in Castleford and Pontefract town centres. Developers will need to consider the scope for including an element of office floorspace in proposals for mixed use development in these centres, or
 - ii. within the extent of existing office parks at Paragon Business Village, Snowhill, Wakefield, Calder Park, Denby Dale Road, Wakefield, or
 - iii. at the Former Prince of Wales Colliery, Park Road, Pontefract
 - b. Light and General Industrial activities will be located:
 - i. in the urban areas set out in the spatial development strategy on previously developed land, within employment allocations designated on the LDF Proposals Maps or within existing Employment Zones;
 - c. Warehousing and distribution activities will be located:

- i. within employment allocations along the M62 corridor proposed for this type of use;
 - ii. within existing Employment Zones which are suitable for this type of use, making best use of opportunities for redevelopment.
 - d. On sites which are accessible by rail and/or waterways, developers should make full use of these forms of transport.
3. In local service centres, villages, smaller settlements and rural areas employment development will be of an appropriate scale and create or retain local jobs to reduce the need to travel, diversify the rural economy, and promote sustainable communities.

Policy Justification

- 8.2** The Wakefield economy is inextricably linked with that of the wider Leeds City Region. The number of the district's residents working in Leeds has grown significantly in recent years and this trend is likely to continue, particularly as far as jobs in the expanding sectors of financial, business and other services are concerned. To strengthen its economy, Wakefield needs to take full advantage of opportunities presented by the continued growth of the Leeds economy, particularly building on those sectors where the district enjoys a competitive advantage. One such sector is logistics/warehousing/distribution where Wakefield's location astride major transport routes and its accessibility to Leeds and other regional centres makes it particularly attractive for development.
- 8.3** The LDF's role, set out in spatial objective 7, is to support the priorities of the Community Strategy and to take advantage of opportunities to sustain and enhance the district's economic performance within the strategy and policy framework provided by RSS and the Regional Economic Strategy for the whole region and the Leeds City Region.
- 8.4** Achieving this objective will be helped by providing a range of locations, types and sizes of employment site to meet the needs of specific sectors of the business community and by protecting existing areas where employment continues to be the most appropriate use.
- 8.5** The Regional Economic Strategy emphasises the importance of ensuring that Wakefield's renaissance makes the most of excellent transport links and property led development, and makes the most of its strength in logistics and distribution, which is of regional significance. One of the actions under Regional Economic Strategy Objective 2 – Competitive Businesses is to boost the logistics sector in Wakefield District, by focusing on efficiency and excellence. Proposals to identify a continuing supply of land for this purpose in the LDF support this objective.
- 8.6** Regional Economic Strategy Objective 6 – Stronger Cities, Towns and Rural Communities sees the challenge to be joining up physical development planned under renaissance programmes with investment in health, education and cultural facilities, as well as business support and raising skill levels, which is less area focused. This Core Strategy is designed to help this integration by recognising these links in its development strategy and policies.

Scale and Location of Employment Land

- 8.7** The provision of additional well-located employment land and floorspace is essential to the district's future economic prosperity. The LDF must ensure a sufficient supply of suitable employment land that is available, capable of being developed, and provides a variety of sites to meet differing needs. It should be sufficient to ensure that local businesses have the opportunity to expand or relocate within the district and to meet demand arising from inward investment.

Regional Spatial Strategy

- 8.8** RSS and the Regional Economic Strategy define the economic strategy for Yorkshire and the Humber. RSS mainly addresses spatial issues, but through policy E1 seeks to create a more successful and competitive economy which delivers job growth, to complement the measures to support businesses and promote skills which are a key role of the Regional Economic Strategy. Potential annual job growth is identified at 1,140 for Wakefield District. Policy E2 promotes a city/town centre focus for employment uses whilst policy E3 sets out how local authorities should identify land and premises to meet the needs of a modern economy and potential job growth. Policy E4 requires LDFs to support the

sustainable growth of clusters, in accordance with the RSS's core approach. Policy E5 provides the framework for protecting key employment sites from competing uses. The strategy and policies in Wakefield's LDF are in line with these higher level policies and apply them locally.

- 8.9** The RSS identifies an over-supply of employment land in the region. Its strategy is to manage the supply by encouraging local authorities to de-allocate employment land which is no longer needed or not sustainable whilst ensuring an adequate supply of available land in future. The Regional Econometric Model has been used to forecast the need for employment land, taking account of the recent upturn in regional job creation and the aims of the Northern Way for future economic growth. The figure for Wakefield indicates a potential net change in land for Industrial and Storage / Distribution uses between 2006-2021 of 20 hectares. This figure takes account of the expected loss of existing employment land to other uses.
- 8.10** RSS recognises that other factors must be considered. The region needs a range of sites to meet employment and investment opportunities in a sustainable manner and to avoid stagnation in the market, resulting in a larger land requirement than the econometric modelling assessment suggests. Policy E3 requires local authorities to identify and protect a five-year supply of market-ready sites on previously developed land and existing allocations for a range of employment activities. Policy E4 identifies the regional priority sectors and clusters that should be supported. The importance of the warehousing, distribution and logistics cluster in Wakefield District needs to be reflected in the overall supply of sites.
- 8.11** RSS stresses the importance of city and town centres as locations for new employment and requires the distribution of employment land to support its core approach. The distribution should also be in line with the LDF spatial development strategy, with the overall intention of creating sustainable settlements. Larger developments should be located within or close to the largest settlements where they are accessible and support regeneration. Vacant sites and buildings within existing industrial areas should be re-used or redeveloped before consideration is given to releasing further greenfield land for employment use.

Local Evidence

- 8.12** Employment growth in Wakefield District since 2000 has been rapid, easily outperforming the rest of the sub-region and showing a marked increase on the level of growth between 1996 and 2000. Figures show that between 2000 and 2004 the number of people employed at workplaces within the district increased by 15.6%, the highest rate in West Yorkshire ⁽³⁵⁾ and above regional and national average growth rates. The net number of workplaces has increased in the district due to the performance of the banking, public administration and transport and distribution sectors. According to the Yorkshire Forward/CBI Survey of Regional Economic Trends in May 2006, 17% more companies in Wakefield expect employment to increase rather than decrease compared to a regional balance of 13%. Also, the take-up of land for employment uses in Wakefield District has averaged 25.6 hectares a year during the period of the UDP (April 1996 to March 2006). These employment and land take-up figures demonstrate the need for a land supply in the LDF higher than the estimates from the econometric model.
- 8.13** The supply needs to cater for demand for different types of employment use, each of which has different locational and site requirements. In particular, provision needs to be made for the following types:
- Commercial offices (city/town centres and elsewhere)
 - Light and general industry
 - Wholesale and freight distribution
 - Non-business class employment sectors (public services, health, leisure, tourism, cultural industries and education – mainly city/town centres)
- 8.14** Specialised employment land requirements e.g. land for specific relocation / expansion by existing firms or the development of clusters or to encourage inward investment in knowledge based industries.

35 West Yorkshire Strategic Economic Assessment, EKOS Consulting/Yorkshire Futures, 2006.

Commercial Offices

- 8.15** The office market in Wakefield district is affected by its relative proximity to Leeds. Wakefield city centre has a concentration of public sector office employment but relatively little other office development. However, it offers a cost advantage over Leeds from which it needs to benefit by attracting major employers looking for office space into the centre.
- 8.16** A report on the office market in West Yorkshire ⁽³⁶⁾ recommends that planning policy should help to encourage office employers back into city and town centres away from out of town locations. The presence of a healthy office market within central Wakefield would have a positive effect on the economy of the city itself and the wider district in terms of jobs and investment and would provide a more sustainable alternative to out-of-centre office parks. New office developments must be of the highest quality and be accompanied by major improvements in town and city centre environments. Developing and fostering a sense of local identity based upon the city's history and architecture is an integral part of urban renaissance and will be an important factor for some firms.
- 8.17** Office development in other town centres is small scale, largely serving local needs. There may be limited scope for commercial office development in these centres and this will be encouraged, perhaps as part of mixed use schemes.
- 8.18** In recent years office parks have been built on the edge of Wakefield at Calder Park, Paragon Park and Silkwood Park, all close to the M1 motorway and offering similar locational advantages to those to the south and east of Leeds city centre. These sites are attractive because they are easy to develop and are accessible by car, but are somewhat less sustainable than sites within the city that can be accessed readily by public transport and can contribute to the vitality of the city centre. Current planning consents for significant additional floorspace at these parks mean that development will continue for the next few years.

Wholesale and Freight Distribution

- 8.19** Because of its position astride the national motorway and rail networks, the district has attracted large warehouse developments in recent decades, including the Wakefield Europort freight interchange facility which is now almost full. An average of 17 hectares a year has been used for warehousing and distribution in the M1/M62 corridor in the period 1996-2005, which has provided an important source of employment. Existing planning permissions mean that further development will occur, mainly at Normanton Industrial Estate Extension.
- 8.20** The district is one of the main locations within the sub-region for wholesale and freight distribution. Further provision needs to be made to enable the district to build on this role. Because it uses large amounts of land and generates heavy goods vehicle movements, warehousing is not usually suited to locations within densely built-up urban areas, but every opportunity needs to be taken to allocate sites which are suitable for this type of use in sustainable locations. In the first instance, best use will be made of brownfield sites on the edge of existing urban areas which are close to existing housing, are accessible by public transport and have good access to the highway, rail or waterway networks.

Expansion by Existing Firms

- 8.21** Making provision for existing firms to expand or relocate is important for providing new employment opportunities and to ensure that existing businesses can prosper and grow. Development which involves the expansion or intensification of existing employment uses will be supported where this takes place within an area allocated for employment use or in an existing Employment Zone. In other places, proposals will generally be supported where they accord with the spatial development strategy, and other LDF policies. Where proposals prove to be unacceptable, the Council will work with other agencies to try to provide suitable alternative accommodation within the district.
- 8.22** One of the main employment sites in the district is Ferrybridge Power Station which will remain as a centre of power generation. The continued use of the site for coal fired power generation is supported. It is also recognised that additional energy related development incorporating alternative technologies may be introduced, including the use of renewable energy sources.

36 West Yorkshire Office Property Market, West Yorkshire Economic Partnership, December 2005.

Existing Commitments

- 8.23** The results of monitoring show a sufficient supply of employment land across the district at the end of March 2007 to meet demand for the next 15 years, based on average take-up rates. However, account needs to be taken of the quality, location and availability of sites to meet specific types of employment use.
- 8.24** Government guidance ⁽³⁷⁾ and RSS require the Council to assess whether the employment sites allocated in the UDP are likely to be needed, comply with the LDF spatial development strategy, with the core approach in RSS, and match current and projected requirements.
- 8.25** The scope of this review has been limited because large areas of land, allocated for employment use in the UDP, are already committed through existing planning permissions. These extensive commitments mean that the scale of employment allocations proposed is high when compared to the potential net change indicated in RSS. However, given the importance of warehousing and distribution which require extensive land allocations, the caution expressed about the RSS figures and the priority given to the Coalfield Regeneration Area within the Leeds City Region, it is considered that the figures are justified and do not conflict with the RSS core approach.
- 8.26** The review of employment sites has enabled those in prime locations to be identified which should be retained in the LDF. Alternative uses have been considered for those which are not likely to be required in the short term but in all cases no suitable alternative use has been found so a decision has been made to retain these sites in employment use in the LDF as a secondary supply. A separate Employment Land Technical Paper provides additional background information on employment land.

New Employment Land

- 8.27** National planning guidance ⁽³⁸⁾ advises that local authorities should have policies which integrate economic growth and a high quality environment. Planning Policy Statement 6 advises a sequential approach in selecting appropriate sites for allocation within city and town centres where identified need is to be met, which is endorsed in policy CS1. Given the extensive commitments referred to above, only limited additional employment land is needed in the LDF. The basis for identifying suitable land allocations is:
- the overall need for different types of employment land (taking account of the key messages in RSS and proposals for the Leeds City Region);
 - the spatial development strategy and the principles determining the location of development in policy CS1;
 - the suitability of the site, assessed in terms of national and regional planning policy guidance;
 - the opportunities to provide new employment development close to housing areas giving people the opportunity to work close to where they live.
- 8.28** In total a gross supply of 350 hectares of prime employment land is proposed in the district upto 2021. 255 hectares of this land is available:
- 75 hectares will be primarily for commercial office development;
 - 85 hectares will be primarily for light and general industry;
 - 95 hectares will be primarily for wholesale and freight distribution.
- 8.29** An additional 95 hectares of new land will be identified for wholesale and freight distribution.
- 8.30** Beyond 2021 employment land will come forward in accordance with the requirements of the RSS, the spatial development strategy and in accordance with policy CS8.
- 8.31** The take up and supply of employment land will be monitored closely and reported on through the Annual Monitoring Report. Results of this monitoring may trigger a review of the employment allocations.

³⁷ Employment Land Reviews: Guidance Note, ODPM, 2004.

³⁸ Planning Policy Statement 1: Creating Sustainable Communities, ODPM, 2005. and Planning Policy Guidance 4: Industrial, Commercial Development and Small Firms, DoE, 1992.

8.32 Proposed individual employment land allocations will be set out in the Site Specific Proposals document and in the Central Wakefield Area Action Plan. The prime employment land identified above will be distributed amongst a number of key locations, after taking into account the amount of land which already has planning permission at each location:

1. Commercial Offices:
 - Wakefield city centre
 - Paragon Business Village, Snowhill, Wakefield
 - Calder Park, Denby Dale Road, Wakefield
 - Former Prince of Wales Colliery Site, Park Road, Pontefract
2. Light and General Industry:
 - Silkwood Park, Dewsbury Road, Wakefield
 - Green Lane, Featherstone
 - South Kirkby Business Park, South Kirkby
 - Glasshoughton, Castleford
3. Wholesale and Freight Distribution:
 - Normanton Industrial Estate Extension, Havertop Lane, Normanton
 - Additional locations in accordance with policies CS1 and CS8

8.33 Several of these large sites are already being developed or have planning permission. At others, proposals for development are still to be finalised.

8.34 The identification of these key employment locations is important for the marketing and promotion of the district as an investment destination as well as providing opportunities to build on its strengths and the potential for cluster development, e.g. around logistics and cultural and creative industries.

Existing Employment Areas

8.35 Achieving the district's economic objectives is dependent on protecting and enhancing existing employment sites, including designated Employment Zones.

8.36 Employment Zones currently provide a range of sites and premises of differing quality, including smaller and cheaper accommodation, which provide an important resource supporting the district's economy, helping local firms to expand and relocate. Many of the firms in these areas provide local services to other firms and are essential to the smooth running of the economy. Whilst the redevelopment for housing of outworn employment areas which do not meet current needs is an aim of national planning policy, it is important to ensure that the supply of employment land and premises is maintained.

8.37 All Employment Zones will be reviewed to ensure their continuing suitability for employment use. A number of new Employment Zones will also be proposed. Details will be set out in the Site Specific Proposals document and the zones are identified on the Proposals Maps. Policies to protect existing employment within Employment Zones from redevelopment for other uses, unless specific requirements are met, will be set out in the Development Policies document.

Supporting the Local Economy

8.38 Whilst the main role of the LDF is to address the spatial aspects of the local economy i.e. the location and distribution of economic activity and employment, it also has a role in supporting other initiatives to strengthen and diversify the economy in line with the aims of the Regional Economic Strategy and the Leeds City Region Development Plan.

Clusters

- 8.39** The district's priorities in terms of growth sectors have been identified in the West Yorkshire Investment Plan 2004 as food and drink, creative and digital industries and advanced manufacturing. Textiles, printing, retail, warehousing/distribution/logistics and glass packaging are also significant employers.
- 8.40** There is possibly scope for developing the Wakefield logistics sector, especially in relation to skills and sharing best practice with other regional centres. Although the agricultural sector is small, food and drink processing is well represented and some cluster activity has taken place involving Yorkshire Forward and local food and drink manufacturers. The LDF supports cluster and sector development by meeting needs for land or property, infrastructure and access to quality labour pools.

Skills

- 8.41** Low educational attainment and workforce skills are significant issues for the district. There have been improvements in educational performance over the past few years particularly amongst those in compulsory education. However, the performance of adults still lags significantly behind the national average particularly in the more deprived communities.
- 8.42** The West Yorkshire Learning and Skills Council and Wakefield College are actively involved in providing training opportunities to improve skill levels. There is a need to build up knowledge-based employment in cultural and creative industries, high technology, and other office-based employment, both in the public and private sectors. District partners have produced a *Skills Action Plan 2005* to co-ordinate action around raising workforce skill levels.

Business Development

- 8.43** The LDF can help businesses in their early growth by ensuring a range of sites and premises of differing quality, including smaller and cheaper accommodation, is available. Rental values remain well below the high levels seen in Leeds and the supply of employment land is second only to Leeds within the sub region but there is a need to protect some employment areas from redevelopment pressures. The Leeds City Region Development Programme identifies a shortage of Research and Development Incubator Units within the City Region.

Promoting the District

- 8.44** The Northern Way Growth Strategy aims to promote the North through a joint campaign in key international markets. One of the priorities for the Community Strategy is promoting and marketing a new image for Wakefield District. The aim is not only to attract inward investment but to promote the district's own strong cultural identity, based around the Yorkshire Sculpture Park, the National Coal Mining Museum, Nostell Priory house and the proposed Hepworth Gallery, to improve the 'quality of place' for district residents and to attract people to live in and visit the area.

Tourism

- 8.45** The government has published good practice on planning for tourism⁽³⁹⁾ and RSS includes policy E10 on sustainable tourism. Planning Policy Statement 7⁽⁴⁰⁾ relates to development in rural areas and states that outside urban areas most new rural development should be focused in or near to local service centres where employment, housing, services and other facilities can be provided close together. Some limited development should be allowed in, or next to, other rural settlements to meet local business and community needs and to maintain the vitality of these communities. RSS policy E7 applies this guidance to the region.
- 8.46** Tourism is a significant contributor to the regional economy but is relatively undeveloped in Wakefield District. The Yorkshire Sculpture Park, the National Coal Mining Museum and Nostell Priory house and Xscape are already important tourist destinations and relatively new events like the Wakefield Rhubarb Trail and Pontefract Liquorice Festival have potential to grow.

39 Good Practice Guide on Planning for Tourism, DCLG, May 2006.

40 Planning Policy Statement 7: Sustainable Development in Rural Areas, ODPM, 2004.

- 8.47** The Regional Economic Strategy provides the overall direction for tourism in the region which is translated into action in the Strategic Framework for the Visitor Economy. Tourism is a cross-cutting theme of the Regional Economic Strategy and is closely linked to urban renaissance. Improvement of the district's city and town centres is crucial to attracting tourists and investment. Culture is recognised as an important attraction for tourists and it is intended that the Hepworth Gallery will be a springboard for further cultural developments which will increase visitor numbers to the city and district.
- 8.48** Tourism needs to be managed in a sustainable way which conserves fragile environments whilst bringing economic benefits. The LDF aims to support sustainable tourism by encouraging provision of facilities and tourist accommodation within the city and town centres of the district, where possible. In rural areas new facilities and accommodation should be appropriate to the locality and should be acceptable in terms of Green Belt policies.

Rural Economy

- 8.49** Research ⁽⁴¹⁾ has shown that rural areas in West Yorkshire are not typically 'rural' and the businesses here are very similar in nature to those in urban areas. Businesses also benefit from being close to markets and major centres, whilst at the same time being in a more rural environment. There are a number of areas where action could be taken to encourage new businesses in rural areas. Those relevant to the LDF relate to infrastructure, including premises and transport/access, and the environment. Other evidence ⁽⁴²⁾ notes that some of the most significant areas of rural deprivation in the region are found in the rural coalfield communities.
- 8.50** The Council wants to see all parts of the district develop in a way which adds social, economic and environmental benefits for all who live and work here. This includes diversifying and strengthening the rural economy, as expressed in spatial objective 7f. Maintaining existing businesses and supporting new businesses is important for meeting this objective and will help to diversify rural employment opportunities, maintain the viability of smaller settlements and, potentially, reduce the need for local people to commute. The Council will work with rural businesses and enterprises to help meet these aims.
- 8.51** In local service centres, villages and smaller settlements, the rural economy will be supported by enabling small-scale employment development which creates or retains local jobs, possibly reducing the need to travel or helping to diversify the rural economy, giving preference to the re-use of existing buildings for employment and community uses before residential. Policy CS8 outlines the principles for the location of employment development in rural areas whilst detailed criteria will be set out in the Development Policies document.

Delivery & Implementation

- 8.52** Many different agencies are responsible for ensuring the economic success of the district, including, most importantly, local firms and businesses. Economic strategy and action is determined by the Council with its major partners in the Wakefield District Partnership which include First, the Development Agency for Wakefield, and Yorkshire Forward, the Regional Development Agency, which is one of the main sources of funding.
- 8.53** The investment planning process at the sub-regional level is becoming increasingly important. The West Yorkshire Investment Plan sets out the main economic priorities for the five West Yorkshire districts. The West Yorkshire Learning and Skills Council and Wakefield College are two key agencies involved in the Skills, Enterprise and Work Partnership which seeks to raise skill levels. Wakefield College and Mid-Yorkshire Chamber of Commerce & Industry promote business development. First is actively engaged in promoting the district as a place to invest. Annual and other progress reports monitor changes in employment and other economic indicators.
- 8.54** Developers may be required to contribute to planning obligations regarding sustainable construction, the use of local labour forces and/or establishing local training and employment initiatives.
- 8.55** The take up of employment land and the amount of new floorspace built are monitored by the Council and are reported in the Annual Monitoring Report.

41 Developing Entrepreneurship and Innovation in Rural Areas in West Yorkshire, SQW, February 2006.

42 The Regional Rural Evidence Base Study, Tim Ashelford, 2005.

Replaced UDP Policies

8.56 Policy CS7 replaces policies I1, I3 and I7 of the Wakefield UDP.

Transport Network

Policy CS 9

Transport Network

The ability to move goods is particularly important given Wakefield District's strategic position on the national motorway, rail, waterway networks and its links with regional facilities such as Robin Hood Airport and Humber Ports. This gives the district a distinct advantage for logistics, warehousing and distribution. Efficient access for goods and services is also a key factor in supporting the vitality of urban areas. In order to achieve a balanced and integrated transport network which makes the most efficient and effective use of road, rail and water transport, consistent with the priorities identified in the Regional Spatial Strategy and Local Transport Plan:

- a. Improvements to the highway network will support regeneration initiatives and allow demand management to influence travel choices. Investments will include support for the regeneration of Wakefield city centre; addressing the legacy of sub-standard infrastructure in the former coalfields areas, particularly in the south-east of the district; and demand management measures;
- b. Development proposals will have access to the appropriate category of road to ensure that traffic can be accommodated safely and conveniently. Improvements to the highway network will be used to manage traffic effectively, relieve congestion and give priority to buses, in particular identified schemes at:

Wakefield (North Wakefield Gyratory System/Wakefield Inner Ring Road)

Castleford (Glasshoughton Coalfields Link Road)

Hemsworth (A1 Link Road)

and schemes which require further evaluation at:

Wakefield (Wakefield Eastern By-pass)

Ackworth, Featherstone and Pontefract (South East Link Road);

- c. Improvements to the rail network will include improving capacity, journey times and quality of public transport links between the main urban centres in the district, Leeds City Region and South Yorkshire, particularly to Wakefield and Leeds city centre at peak times;
- d. Better use will be made of the inland waterway and rail networks in the district, including the Aire & Calder navigation and the regional rail/road transfer facility at Wakefield Europort. Opportunities will be taken to link major freight movement origins and destinations to the rail network. Developments which generate large volumes of freight traffic or involve the transport of bulk materials will include, or be located close to, inter-modal transfer facilities, rail freight facilities or wharves and make use of rail or water for freight movements, wherever practical. Sites which are used or suitable for inter-modal transfer facilities, rail freight facilities and the loading and unloading of water-borne freight will be protected for these uses and water and rail freight connections to existing industrial sites will be retained wherever possible and the development of new inter-modal transfer facilities, new rail sidings and rail freight facilities and new wharves will be encouraged;
- e. High quality, safe cycle, footpath and bridleway networks will be safeguarded and extended to provide opportunities to reduce the number of short car journeys and for cycling, walking and riding for recreation in the countryside. Disused railway lines and waterways across the district, including the former Barnsley Canal, will be protected from other forms of development to safeguard their potential to be reinstated to their former use for commercial or leisure purposes or to extend the cycling or footpath networks.

Policy Justification

- 8.57** RSS (including the Regional Transport Strategy) provide the regional transport framework for the West Yorkshire Local Transport Plan which establishes the long-term strategy for the county, a five year action plan and investment priorities.
- 8.58** The Leeds City Region Development Programme ⁽⁴³⁾ recognises that poor transport connectivity is a barrier to economic growth. The programme's vision is to connect the city region's centres to each other and to neighbouring city regions by high quality sustainable transport over the next 25 years. The implementation plan sets out the actions and investment needed to achieve the vision. Regional and city region priorities for transport investment which are vital to Wakefield's economic growth and employment prospects include:
- improving capacity and quality of public transport links between the main urban centres in the Leeds City Region, including Wakefield, particularly to Leeds city centre at peak times;
 - improving journey times and quality of service between Leeds and Sheffield by public transport, with improved intermediate connectivity at Rotherham, Barnsley and Wakefield.
- 8.59** Priority is given in the Local Transport Plan and in the LDF to the use of non-car modes of transport, notably public transport, walking and cycling, for moving people around. Opportunities need also to be taken to use the rail and waterways networks to move goods. It is, however, clear that road transport will continue to play the largest role in moving people and goods around. It is essential that transport networks are maintained and improved to enable movement to happen safely and conveniently. The Core Strategy supports proposed improvements to transport networks and routes will be safeguarded where appropriate on the LDF Proposals Maps.
- 8.60** For moving freight the regional aim is to achieve an integrated and sustainable system of freight distribution which makes the most efficient use of all modes, maximising the use of rail and water, in preference to road and minimising the impact of freight distribution on the environment. The Regional Freight Strategy ⁽⁴⁴⁾ provides a comprehensive and integrated approach to deliver a more sustainable and efficient logistics network across the region. It provides the basis for RSS policy T4 but also identifies and recommends approaches to deal with other freight issues which need to be addressed in the Regional Economic Strategy. The Regional Freight Strategy and the preceding West Yorkshire Freight Study provide the context for progressing freight initiatives proposed in the Local Transport Plan.

Rail and Waterways Network

- 8.61** Network Rail is preparing a series of route utilisation strategies including those for Yorkshire & Humber and the East Coast Main Line. These will identify opportunities to improve the capacity and reliability of the network. They will identify how the rail network will contribute to regional and local transport strategies to improve rail transport for people and goods.
- 8.62** British Waterways has issued a policy statement ⁽⁴⁵⁾ which encourages a sustainable approach to waterways, including protecting waterways from inappropriate development and making use of their economic, environmental and social benefits. The policies in this Core Strategy are consistent with this approach.
- 8.63** Rail and water are currently under-utilised as means of carrying freight mainly because of their cost and convenience relative to road haulage. However, there is some scope for more use of rail and water borne freight in the carriage of bulk materials, aggregates and large volumes of non-perishable goods. The Aire & Calder navigation already carries a significant freight tonnage but better use could be made of the inland waterway network in the district. Coal and other bulk goods are moved by rail but greater use can be made of the regional rail/road transfer facility at Wakefield Europort, offering services to Europe, and opportunities should be taken to link major freight movement origins and destinations to the rail network.

43 Leeds City Region Development Programme, Leeds City Region Partnership, 2006.

44 The Regional Freight Strategy (Freight and Logistics Intelligence for the Regional Transport Strategy), Yorkshire & Humber Assembly, 2005.

45 Waterways and Development Plans, British Waterways, 2003.

- 8.64** RSS policies T4 and T7 encourage locating developments with high levels of freight traffic close to inter-modal freight facilities, rail freight facilities, and wharves, protecting existing rail freight connections or wharves serving employment sites and protecting potential sites for inter-modal interchanges. These are followed up in this Core Strategy in policy CS9.

Cycle and Footpath Networks

- 8.65** High quality, safe cycle and footpath networks are essential to reducing the number of short car journeys. The Local Transport Plan gives details of the national and county-wide cycle route network. Proposed additions to the network in Wakefield District will be identified on the LDF Proposals Maps and in the Site Specific Proposals document. Where appropriate, links in the network should be provided as part of development proposals. In addition, the Council is developing a network of off-road cycle tracks, shared use foot/cycle ways and cycle lanes on roads to encourage more cycle commuting. The Local Transport Plan includes proposals to provide cycle routes to/through Wakefield City centre and alternative cycle routes close to the congested A638 Doncaster Road and A61 Barnsley Road.
- 8.66** Developing a network of public footpaths and bridleways in rural areas is essential to provide opportunities for walking and cycling for recreation in the countryside. All public rights of way should be legally defined, properly maintained and well publicised. The Council is developing a Rights of Way Improvement Plan ⁽⁴⁶⁾ and development proposals should have regard to this where relevant.
- 8.67** Within Wakefield District there are a number of disused railway lines and waterways some of which might be reinstated to their former use for commercial or leisure purposes. Alternatively, these linear corridors might provide an opportunity to extend the cycling or footpath networks, though attention will need to be paid to their value as wildlife habitats and corridors. These routes will be protected from development to enable their future use. The Council has adopted a Disused Railway Strategy ⁽⁴⁷⁾ which addresses these issues. The possibility of reinstating the former Barnsley Canal is currently being investigated by Wakefield and Barnsley Councils and its route will be safeguarded in the Site Specific Proposals document.

The Highway Network

- 8.68** The great majority of freight in West Yorkshire is carried by road, particularly on the strategic routes (M1, M62 and A1). These are congested at peak times causing delays for business. The strategic highway network needs to be protected to ensure that freight movements have higher priority than cars. A high quality highway network is essential for a successful economy and to support regeneration. Improvements are required to support regeneration initiatives and allow demand management to influence travel choices into main centres. Investments over the long-term identified in the Local transport Plan include:
- support for the regeneration of Wakefield City Centre;
 - addressing the legacy of sub-standard infrastructure in the former coalfields areas;
 - demand management measures.
- 8.69** A further problem is caused by Heavy Goods Vehicles travelling on unsuitable roads. The movement of freight by road causes problems of noise, vibration, road safety, poor air quality, disturbance to local communities and damage to structures, so that the continued growth of heavy lorry traffic is unsustainable.
- 8.70** Where road haulage is involved in the transport of large volumes of freight or the carrying of bulk materials, planning conditions and obligations will be used to define and agree suitable traffic routes and the need for other necessary environmental and traffic management controls.
- 8.71** The major highway schemes identified in policy CS9 to improve the network, as part of an integrated package of measures which include traffic and demand management, are at different stages of development. Details are shown below. The proposed road lines are shown and protected on the LDF Proposals Maps.

46 Wakefield District Rights of Way Improvement Plan, WMDC, 2006.

47 Disused Railway Strategy, WMDC/Countryside Commission, November 1994.

8.72 Regional highway schemes to be implemented during the current Local Transport Plan period:

- Hemsworth – A1 Link Road
- Glasshoughton Coalfields Link Road

8.73 Schemes in the Local Transport Plan submitted for Major Project Funding:

- A61 North Wakefield Gyratory System/Wakefield Inner Ring Road

8.74 Schemes where further evaluation is needed to be implemented after the current Local Transport Plan period:

- South East Link Road
- Wakefield Eastern By-pass

8.75 In addition to the above schemes the Highways Agency is studying the feasibility of introducing Managed Motorway capability on the M62 and on the M1, which will increase capacity for strategic traffic and relieve existing traffic delays.

8.76 The Highways Agency has identified a Strategic Road Network (motorways and trunk roads) whose purpose is to provide efficient and convenient long distance travel by road. In addition to the national network, the Council has also identified a District Highway Network consisting of a hierarchy of roads based on their primary function. Categories 1 and 2 are shown on the Context Map. It provides the framework for traffic management, highway investment and controlling the location of development. Improvements and investment are directed where they will reinforce the spatial development strategy, encourage regeneration and environmental improvement, relieve congestion and give priority to public transport.

8.77 The hierarchy is:

- Category 1 – Motorways and Trunk Roads which carry inter-regional traffic;
- Category 2 – Principal Roads which link the main urban areas and which connect these centres to Category 1 roads and to major centres in neighbouring districts;
- Category 3 – Mixed Priority Roads which link smaller urban areas and other settlements to main urban areas and to the Category 1 and 2 networks, and serve the needs of traffic and pedestrians.

8.78 Traffic is encouraged to use the highest appropriate category of road to minimise the environmental impact of through traffic and heavy goods vehicle movements through traffic management schemes and Traffic Regulation Orders.

8.79 The Highways Agency will only consider improving the Strategic Road Network to meet traffic generated by new development as a last resort, even if the extra capacity is to be funded by the private sector. Instead the Highways Agency will encourage developers to provide a range of sustainable travel options for people using their development through the use of Travel Plans. The role of Travel Plans in new development is set out in policy CS14 in section 10 of the Core Strategy.

8.80 A preliminary appraisal undertaken by the Highways Agency and the Council in 2008 indicates there is, depending on the size and nature of development and the proposals for sustainable transport set out in Travel Plans, the potential for a need to upgrade the Strategic Road Network and its interface with the local highway network at some locations. Those locations are:

1. M62 Corridor
 - Junction 31 – Normanton – eastbound off-slip road diverge arrangement;
 - Junction 32 – Glasshoughton – eastbound off-slip road diverge arrangement and westbound on-slip road merge arrangement.
2. M1 Corridor
 - Junction 39 – Durkar – southbound off-slip road diverge arrangement and junction control, and northbound on-slip road merge arrangement;

- Junction 40 – Ossett – northbound on-slip road merge arrangement;
- Junction 41 – East Ardsley – southbound off-slip road diverge arrangement and northbound on-slip road merge arrangement. (Note – Junction 41 is outside Wakefield district but potential development sites within the district could have a material impact on the junction.)

8.81 There are already proposals aimed at tackling some of these locations under obligations for development with an extant planning consent. Where this is the case a developer should not assume that those obligations will also mitigate other new development proposals, or that those obligations will be in place before new development proposals are implemented. If after Travel Plan measures have been considered there is still a likelihood of traffic from development having a material impact, either in terms of safety or capacity, on the strategic road or local highway networks then the cost of any improvements deemed necessary will have to be met by those developments materially contributing. Operational conditions on the strategic road and local highway networks and the potential implications of new development will be kept under review and the most up to date information will inform decisions about proposals for development in the Sites Specific Proposals document.

Delivery & Implementation

8.82 Many of the necessary improvements to transport networks will be implemented through the Local Transport Plan or through applying policies in the LDF to planning applications, where the lead roles will be taken by the Council as local transport and planning authority. The schemes listed under criterion (b) are set out in the West Yorkshire Local Transport Plan which confirms how these projects will be delivered. The Hemsworth (A1 link road) and Castleford (Glasshoughton Coalfields link road) are already underway. The north Wakefield gyratory system has not yet commenced but is funded from the LTP budget and all these schemes are due to be complete by 2010/11. The schemes requiring further evaluation will be brought forward in the next LTP and will be dependent on funding but could also be partly delivered through developer contributions.

8.83 The success of this policy depends on a high degree of co-operation and commitment from partners – Network Rail, British Waterways, the Highways Agency, freight operators and logistics companies, the Road Haulage Association and Freight Transport Association. The Yorkshire & Humber Assembly has led on the establishment of a Freight Delivery Group to ensure that the Action Plan contained in the Freight Strategy is delivered across the region to the benefit of all.

Replaced UDP Policies

8.84 Policy CS9 replaces policies T1, T3, T5, T6, T18, T19 and I2 of the Wakefield UDP.

Creating High Quality, Distinctive & Safe Environments



9 Creating High Quality, Distinctive & Safe Environments

- 9.1 The Council is committed to protecting and enhancing the natural and historic environment and to creating safe, well designed places in order to improve the quality, character and amenity of the district, in line with the challenges of the Community Strategy.
- 9.2 The most valued townscapes, landscapes, wildlife habitats, historic and natural resources are given a high level of protection through designations such as conservation areas, historic parks/gardens/landscapes and sites of biodiversity and geological conservation supported by national planning policy statements and LDF policies.
- 9.3 Open space, recreation facilities and the openness of the Green Belt also improve the quality of life of district residents. They need to be protected and improved through LDF policies.
- 9.4 New development should not have an adverse impact on existing neighbours, future occupants or the environment. It should help to create and maintain quality environments that are clean, safe, healthy and pleasant. The LDF can make a significant contribution to protecting people and the environment from various forms of pollution by controlling the type and location of new development.

Design, Safety and Environmental Quality

Policy CS 10

Design, Safety and Environmental Quality

Good design is a key element in sustainable development. Improving our places through raising the quality of the built environment is one of the Community Strategy's underpinning challenges and also a key part of urban renaissance. The design of buildings and spaces will be improved and opportunities for crime reduced. The district's built environment, landscape features and wildlife habitats will be protected and enhanced. Protected ecological and geological sites cover just 2% of the district's land area and tree cover is only 3.8%, one of the lowest percentages in the country. A number of Scheduled Ancient Monuments, Conservation Areas, historic buildings, archaeological remains and historic landscapes contribute to the local distinctiveness and character of the district. In all parts of the district, new development will:

- a. incorporate sustainable buildings, spaces and landscaping of high quality design which:
 - i. are appropriate to their location in terms of scale and density;
 - ii. protects and enhances local character and distinctiveness taking local building traditions into account;
 - iii. takes into account the different landscape character across the district, including the Calder Valley, the Northern Coalfield areas, the Went River basin, the Limestone Escarpment and the south-east and south-west coalfield areas.
- b. create safe and secure environments that reduce the opportunities for crime in all parts of the district;
- c. protect and enhance the district's historic assets particularly Scheduled Ancient Monuments, Conservation Areas, historic buildings, archaeological remains and historic landscapes;
- d. protect and enhance the district's biological and geological diversity and green infrastructure including the need to increase tree cover across the district, safeguard designated sites of international, national, regional and local importance, ancient woodland and other ecological assets, including priority habitats and species;
- e. minimise the risk from all forms of pollution and contamination for existing and future occupants, the wider community and the environment, particularly within the defined Air Quality Management Areas along the M1, M62 and A1 corridors and in the urban areas in the western and northern parts of the district.

- f. bring about improvements to the local environment including the reclamation of derelict or degraded land, where appropriate, particularly in former mining communities such as Castleford, Pontefract, South Elmsall, Sharlston, and South Hiendley.
- g. helping reduce fossil fuel dependency, by promoting designs which incorporate energy efficiency and renewable energy generation technology.

Policy Justification

- 9.5** National planning policy on the natural environment is set out in Planning Policy Statement 9⁽⁴⁸⁾ and its accompanying guide and seeks to ensure that biological and geological diversity are conserved and enhanced as part of sustainable development. Planning Policy Guidance Note 15⁽⁴⁹⁾ provides guidance on the identification and protection of historic buildings, conservation areas, and the historic environment. Planning Policy Guidance Note 16⁽⁵⁰⁾ sets out national planning policy on archaeological remains.
- 9.6** National planning policy guidance on environmental protection is included in Planning Policy Statement 23⁽⁵¹⁾ and Planning Policy Guidance Note 24⁽⁵²⁾. Planning Policy Statement 23 notes that the planning system plays a key role in determining the location of development which may give rise to pollution, either directly or indirectly, and in ensuring that other uses and developments are not affected by major existing or potential sources of pollution. When dealing with applications which affect sites where contamination is suspected the Council will follow guidance in Planning Policy Statement 23, Annex 2. The Council has also issued a guide for developers.⁽⁵³⁾
- 9.7** Regional policies on these issues are set out in RSS in the core approach and in policies ENV6, 8, 9, 10 and 15. Within this context policy CS10 expresses the intention to protect and enhance environmental assets and to apply the principles of sustainable, safe, high quality design, set down in regional and national policy, to Wakefield District. Detailed policies relating to design, safety and environmental quality are set out in the Development Policies document. Individual designations will be in the Site Specific Proposals document and shown on the Proposals Maps. Planning conditions and obligations will be used, where appropriate, to ensure that high quality, safe design and standards are achieved and to protect, enhance and manage the district's historic and natural environment and, where appropriate, to create new assets.

Design

- 9.8** Good design is a key element in sustainable development. 'Improving our places' through raising the quality of the built environment is one of the Community Strategy's underpinning challenges and also a key part of urban renaissance. Improving the design of new developments is a key way in which the LDF can contribute to meeting this challenge, expressed in Core Strategy spatial objective 9. The LDF will seek to ensure that development in the district enhances and protects its local distinctiveness and visual quality, and raises the quality of life for residents and visitors. The importance of good design is emphasised in Planning Policy Statement 1 and Planning Policy Statement 3. All those proposing development are advised to consult government guidance in *By Design*⁽⁵⁴⁾ and Sport England's Active Design guidance.
- 9.9** Developing an understanding of the characteristics of an area and the context should always form part of the work undertaken before drawing up a development proposal. A design led approach will ensure that every proposal, whatever its scale, responds positively to the particular characteristics of a site and its surroundings and reinforces local distinctiveness and landscape character. Development proposals should be accompanied by Design and Access statements. In preparing these documents, proposals should have regard to any relevant town design statements, master plans, parish plans and conservation area appraisals.

48 Planning Policy Statement 9: Biodiversity and Geological Conservation, ODPM, 2005

49 Planning Policy Guidance Note 15: Planning and the Historic Environment, DoE, 1994.

50 Planning Policy Guidance Note 16: Archaeology and Planning, DoE, 1990.

51 Planning Policy Statement 23: Planning and Pollution Control, ODPM, 2004.

52 Planning Policy Guidance Note 24: Planning and Noise, DoE, 1990.

53 A Local Authority Guide to Submitting Planning Applications for Development on Contaminated Land, WMDC.

54 By Design: Urban Design in the Planning System - Towards Better Practice, ODPM, 2000.

- 9.10** Development proposals should ensure that the design and layout accommodates the needs of people with disabilities, women, the elderly and those with small children and that suitable access is provided. Special attention should be paid to access to public buildings in accordance with government guidance and the Council's Access to Services Strategy.

Safety

- 9.11** Crime and the fear of crime are amongst the most important concerns of local communities. Another of the Community Strategy challenges is 'Stronger and Safer Communities', which is reflected in spatial objective 11. Community safety is essential to creating sustainable communities and is one of the key objectives of sustainable development identified in national planning policy. The design of buildings and spaces can make a significant contribution towards reducing the scope for crime, and for creating more pleasant and reassuring environments to live in. Removing or reducing opportunities for crime is essential to good design and should be the aim when designing all public areas in housing estates, town centres, employment areas and in all transport schemes. All new development must take account of the need to reduce opportunities for crime in accordance with national and local policies. The government has also issued advice⁽⁵⁵⁾ showing how planning can contribute to crime reduction and community safety. Further guidance on the principles of designing out crime is available in *Secured by Design*⁽⁵⁶⁾. In 2005 the Wakefield District Community Safety Partnership produced its third strategy⁽⁵⁷⁾ to co-ordinate action to tackle crime and disorder.

Environmental Quality

- 9.12** The state of the environment affects quality of life and it is necessary to ensure that development does not lead to adverse impacts on the environment and local amenity. Therefore, sustainable development should seek to conserve and enhance the historic and natural environment, landscape character and biodiversity, particularly protected sites of international, national, regional and local importance, and protect the quality of air, water and land resources. Sustainable development also demands that environmental enhancements are secured alongside economic and social benefits.
- 9.13** Protected sites cover just 2% of the district's land area and tree cover is only 3.8%, one of the lowest percentages in the country. Therefore, protection and enhancement of the district's landscape features, wildlife habitats, historic heritage and open spaces is a major concern reflected in the Community Strategy. This means creating and maintaining quality environments that are clean, safe, healthy, accessible and pleasant. These aims are reflected in spatial objectives 9, which seeks to protect and enhance the historic character of settlements, 10, which ensures that the district's natural environment is conserved and protected, and 11, which promotes a clean, attractive and safe environment. Securing improvements to the district's environmental assets is a key element of urban renaissance and is stressed in 'Getting Connected: Wakefield – A Strategic Framework for the District'. Policies in the LDF can help to achieve the desired improvements.
- 9.14** Wakefield has numerous and extensive historic and natural assets. They make a significant contribution to the identity of the district and to the quality of life of its residents and act as a major attraction for visitors. The range of assets includes both statutory designations and sites and areas of regional and local importance:
- sites of international and national importance for biodiversity or geology – Special Areas of Conservation or Sites of Special Scientific Interest;
 - statutory and local areas of wildlife and ecological value – Sites of Scientific Interest, Local Nature Reserves, Ancient Woodland, Wakefield Nature Areas, any species protected by law, or species recognised as being of principal importance for the conservation of biodiversity in England;
 - the open countryside and its landscape character;
 - woodland, trees and hedgerows;
 - lakes, rivers and watercourses;
 - sites of recreational and amenity value;
 - archaeological sites and areas of archaeological interest – Scheduled Ancient Monuments and sites identified in the Historic Environment Record;

55 Safer Places: The Planning System and Crime Prevention, ODPM, 2004.

56 'Secured By Design' is the UK Police Initiative supporting the principles of designing out crime. See web-site: www.securedbydesign.com

57 Wakefield District Community Safety Strategy 2005-2008, Wakefield District Community Safety Partnership, 2005.

- species-rich grasslands, wetlands and other priority habitats and species;
- buildings and areas of historic and architectural interest – Listed Buildings and Conservation Areas;
- historic parks and gardens, historic landscapes and historic battlefields;
- the character and identity of individual settlements;
- footpaths, cycle routes and public rights of way.

9.15 The Council is committed to the protection and enhancement of these assets. Only in circumstances where a developer can demonstrate that the need for the development clearly outweighs the need to retain a particular feature and where appropriate mitigation and/or compensatory measures can be provided, will development affecting an asset be permitted. Development can also provide opportunities for sensitively located and carefully designed new landscapes and habitats.

Green Infrastructure

9.16 RSS sets out new policy on green infrastructure which requires the provision, protection and enhancement of a network of greenspace in urban and rural areas that connects ecological, historic, cultural and landscape assets. A new 'Wildlife Habitat Network' designation is being created to replace 'Green Corridors' in the UDP. This will link ecological sites, the landscape and areas of open space and will provide a major element of green infrastructure throughout Wakefield District. Access to urban open space, the countryside and links between natural, cultural, recreational and historic assets will also be reviewed in the proposed Leisure, Recreation and Open Space document.

Wildlife Habitat Network

9.17 Protecting and extending wildlife habitats is crucial to maintaining and increasing biodiversity in the district, particularly in the context of species migration due to climate change. The Wildlife Habitat Network connects designated sites of ecological and geological conservation, woodland and watercourses and provides links into adjoining districts. Within the network nature conservation interests will be protected wherever possible and opportunities will be taken to create new habitats and better manage the landscape so as to improve biodiversity and landscape quality. Initially, the extent of the network is exactly the same as the Green Corridors on the UDP Proposals Maps. The network will be reviewed in the Site Specific Proposals document and the new boundary will be shown on the accompanying Proposals Maps.

Trees & Woodlands

9.18 Trees, woodland and hedgerows are a valuable part of the environment. They provide visual interest, amenity, shade and shelter. They are also a vital part of the ecological balance of the area. Trees can be important individually and within formal groups, copses and woodland. Tree cover in the district is well below the national figure of 10.5%. Whilst recognising that the quality of Wakefield's woodland will vary, the very low total indicates that all woodland in the district is important for local biodiversity as set out in the Wakefield District Local Biodiversity Report. Priority will be given to the protection and enhancement of trees and woodland throughout the district. The Council will support the planting of new woodland in urban and rural areas where this is sympathetic to local topography, enhances ecology and contributes positively to landscape character. It is important to promote the planting of native woodlands and associated scrub species, in an appropriate planting scheme. Non-native woodland or woodland planted on a grid system does not contribute as significantly to local biodiversity. The Council has a number of strategies aiming to provide protection and seek enhancement of trees and woodland, including the Wakefield District Local Biodiversity Report and the Tree and Woodland Strategy for Wakefield District. The Council will also protect trees and promote planting through its LDF policies.

Landscape Character

9.19 Landscape character ⁽⁵⁸⁾ changes markedly moving from west to east across the district, giving rise to a wide variety of distinctive landscapes and habitats which need to be protected and enhanced. Geology is dominated by two major formations – the Coal Measures in the west, and the Magnesian Limestone in the east. The highest ground lies in the extreme west, where Coal Measures sandstones give rise to prominent ridges, cut in places by steep-sided, wooded

58 Landscape Character Assessment of Wakefield District, WMDC, October 2004

valleys. However, most of the Coal Measures are of a softer texture and form more rounded and less conspicuous features. Signs of early mining activity are widespread throughout the exposed Coal Measures though most have now blended into the landscape.

- 9.20** The land gradually falls in level in an eastward direction, and the topography becomes increasingly subdued forming lowland to the east of Wakefield. The Magnesian Limestone escarpment forms a low but distinct west-facing ridge in the extreme east of the district which dips away eastwards and is gently rolling in form. The largest, most recent, collieries were located in the eastern half of the district and though some reclamation remains to be completed, the scars of former coal mining are gradually disappearing.
- 9.21** The landscape is an important element of the district's environment and its local character needs to be protected and enhanced. The initial framework for identifying unique landscape character areas across the country was published in 1996⁽⁵⁹⁾ and was further refined in separate regional volumes. This regional work, the Council's Landscape Character Assessment and work carried out for the urban renaissance programme, form the basis for ensuring that the character of the countryside and other open landscapes throughout the district is protected and enhanced.

Air Quality

- 9.22** Air quality is a concern in parts of the district, particularly in the M1 corridor and in city/town centres, mostly caused by traffic. A number of Air Quality Management Areas have been designated where pollution levels may exceed guidelines set by the government. City/town centres and urban areas are the places where the LDF spatial development strategy concentrates most new development, so that without action air quality in these areas might deteriorate. The Council's Environmental Health Service is preparing an Action Plan to address pollution levels in Air Quality Management Areas. Nevertheless, it is important that new development throughout the district does not worsen air quality. Promoting the use of public transport, walking and cycling as alternatives to the car, will help to reduce greenhouse gas emissions and air pollution.

Water Quality

- 9.23** The Water Framework Directive⁽⁶⁰⁾ introduces a new system for water protection, improvement and sustainable use. Its objectives are to prevent and limit pollution, mitigate the effects of floods and droughts, balance abstraction and recharge, and achieve good ecological and chemical water quality by 2015. The Environment Agency is responsible for ensuring the delivery of water quality objectives through programmes of action in new statutory River Basin Management Plans. The LDF strategy and policies reflect the aims of the Water Framework Directive.
- 9.24** The Water Framework Directive sets out a set of criteria that must be applied when determining whether development, which affects water status, should be permitted. These include taking all practical mitigation measures; demonstrating overriding public interest or equivalent; and confirming that there are no technically viable, environmentally better options that are not disproportionately costly. The requirements for new development included in the Development Policies document will help to ensure it complies with the Water Framework Directive.

Contaminated Land

- 9.25** The reuse of previously developed land and buildings is encouraged to ensure the efficient use of scarce land resources. This includes the re-use of sites which have been contaminated by previous activity. Therefore, it is important to ensure that any contamination is dealt with as part of the re-development process, to ensure there are no adverse effects on future occupants or the environment. The Council has a duty to regulate the re-development process, but there is also a duty for developers to ensure the safe development of their site.

59 The Character of England; Landscapes, Wildlife and Natural Features, Countryside Agency/English Nature, 1996.

60 EU Water Framework Directive: Directive 2000/60/EC of the European Parliament and Council.

Delivery & Implementation

- 9.26** Protecting and enhancing the environment and ensuring proper management involves partnership working between the Council, national agencies like English Heritage, Natural England and the Environment Agency, and many local civic and environmental organisations. The LDF can make a contribution to achieving the objectives of the Wakefield District Local Biodiversity Report, which includes action plans to protect key habitats and species. Developers should consult the Wakefield District Biodiversity Action Plan to see how their proposal should protect and enhance biodiversity.
- 9.27** Planning applications will be accompanied by Design and Access Statements. The Council will require evidence to show high quality design, integration of safety and security measures into schemes and adequate assessment of environmental impact. Planning obligations may be used to secure improvements to the public realm and within Air Quality Management Areas.
- 9.28** Many of the agencies are also responsible for monitoring changes to the natural and built environment. The Council will monitor the effectiveness of policies by assessing the outcome of planning applications affecting designated buildings and areas. The results will be presented in the Annual Monitoring Report, which will inform future action.

Replaced UDP Policies

- 9.29** Policy CS10 replaces policies E2, E5, E6, E9, E11, E12, E13, E15, E16, E63, E20, E36, E43, E52 of the Wakefield UDP.

Leisure, Recreation and Open Space

Policy CS 11

Leisure, Recreation and Open Space

1. Good quality, well maintained leisure, recreation and open space facilities will be secured to address identified deficiencies and meet the needs of local communities, particularly deprived groups. Key measures will be:
 - a. increased and improved facilities for health and fitness in central Wakefield and in urban areas in the Five Towns and the South-East, particularly at Wakefield Council facilities, (such as Thornes Park and Lightwaves Leisure Centre in Wakefield, Knottingley Sports Centre and pool, and Minsthorpe Pool);
 - b. provision to address the needs of older people through increased indoor facilities;
 - c. new stadia development particularly in Wakefield and Castleford;
 - d. sports village concepts with links to new stadia development or existing facilities, such as Thornes Park, particularly in Wakefield, Castleford and Featherstone;
 - e. development of sport and leisure facilities on former colliery sites in Castleford, Pontefract and South Elmsall;
 - f. partnership provision in the South-East of the district, including linking future provision of sport, leisure and physical activity to other community facilities such as play and cultural provision;
 - g. the implementation of a hierarchy of playing pitch provision;
 - h. opening up formal play and play community access to school facilities across the district.
2. The provision of leisure and recreation facilities and open space will be of a scale appropriate to the type and size of settlement. Wherever possible those that attract large numbers of people will be located in the larger urban areas and be accessible by walking, cycling and public transport.
3. Development proposals will not result in the loss of an existing leisure or recreation facility or open space unless satisfactory alternative provision is made or there are cumulative community benefits identified as part of regeneration schemes or it can be demonstrated that the asset is no longer needed.
4. Within designated open land areas, development will not be permitted except in very special circumstances for purposes other than those which would be appropriate in a rural area and which would not substantially affect the character of the land or detract from its amenity value.

Policy Justification

- 9.30** National planning policy on open space, sport and recreation is set out in Planning Policy Guidance Note 17 ⁽⁶¹⁾ and its companion guide ⁽⁶²⁾. The aim is to ensure that there are sufficient high quality open spaces and sport and recreation facilities which are attractive to users and well managed and maintained. Policy guidance on leisure uses is included in Planning Policy Statement 6 referred to under Theme 1 – Meeting Local Needs in Sustainable Locations.
- 9.31** RSS policy ENV11 seeks to safeguard and enhance sports and recreation facilities and maximise opportunities for cycling and walking to improve health, in line with the Regional Strategic Framework for Health.
- 9.32** Spatial objective 8 aims to provide a range of high quality, accessible recreational and leisure opportunities across the district whilst objective 9 seeks to protect, maintain and enhance open spaces. Both are essential to making the district an attractive place to live and work in and visit and are key to achieving urban renaissance. This policy reflects the aims of national and regional policy and these LDF spatial objectives.
- 9.33** Major leisure uses which attract large numbers of people should, where possible, be located within city and town centres in accordance with national planning policy set out in Planning Policy Statement 6 and the principles for this are set out in the spatial development strategy and Policy CS2. The provision of high quality, well maintained facilities improves health and well being, promotes social inclusion and community cohesion and is essential to the quality of life of district residents. To be sustainable, suitable facilities must be provided locally, whilst ensuring those which attract larger numbers of visitors are accessible by walking, cycling and public transport. On occasions leisure or recreation facilities need to be provided where a particular attraction or feature is located. In these cases attention has to be paid to possible conflicts with environmental objectives. Open spaces are often threatened by competing land uses, and it is important that they are offered appropriate protection.
- 9.34** Developing new cultural activities in Wakefield city and town centres will help to implement the Wakefield District Cultural Strategy ⁽⁶³⁾. The strategy aims to place culture at the heart of future plans for social and economic development, improve the range and quality of cultural and leisure opportunities across the district and to improve residents' access to cultural facilities both in the district and the wider region. It also seeks to increase employment opportunities in the cultural sector for local people and to develop a strong identity for the Wakefield District as a centre of cultural excellence, building on existing facilities, the planned Hepworth Gallery and the Media and Creativity Sector proposed in the Regional Economic Strategy.
- 9.35** The Council's Sport and Active Lifestyle Strategy ⁽⁶⁴⁾ identifies the range of current facilities and where gaps exist, and puts forward opportunities for future provision. It is important to ensure that there is sufficient local sport and leisure facility provision, which is both accessible and affordable. Facilities should be accessible by public transport and where possible, should be located in centres with other services.
- 9.36** A Greenspace Strategy ⁽⁶⁵⁾ has also been adopted based on an audit of sites which establishes standards for the provision of different types of greenspace. It includes a procedure for assessing the value of open space to be used in identifying potential new sites in areas of deficiency, including guiding decision making on planning applications.
- 9.37** One of the aims of the Greenspace Strategy is to produce a Playing Pitch Plan ⁽⁶⁶⁾. This has been completed and shows that the district has 321 hectares of natural grass used for football, cricket and rugby and identifies a need for an additional 84 hectares some of which can be met from increased use of schools' playing fields and existing unused or partially used playing fields. Many pitches also need to be improved with better changing facilities.

61 Planning Policy Guidance Note 17: Planning for Open Space, Sport & Recreation, ODPM, 2002.

62 Assessing Needs and Opportunities: A Companion Guide to Planning Policy Guidance Note 17, ODPM, 2002.

63 Wakefield District's Cultural Strategy 2007 -2012, Wakefield Cultural Partnership, 2007.

64 Wakefield District Sport and Active Lifestyle Strategy 2007-2012, WMDC, May 2007.

65 The Wakefield District Greenspace Strategy 2004-2009, WMDC, 2004.

66 A Playing Pitch Plan for Wakefield District 2005-2015, WMDC, 2005.

- 9.38** These strategies and plans provide assessments of the existing and future needs of communities for open space, sports and recreational facilities, as required under national planning policy guidance, and will form the basis for reviewing leisure and recreation policies and proposals. They help to identify greenspace and recreation facilities of most value to the community which need to be protected and, where appropriate, enhanced. They also identify areas of the district which are deficient in specific types of greenspace and recreation facilities where new facilities need to be provided.
- 9.39** Proposals and activities that protect, retain or enhance existing recreational and amenity assets, or lead to the provision of additional high quality assets in line with these strategies will help to implement the LDF's spatial development objectives.
- 9.40** New housing developments create an additional need for both recreational facilities and open space. Where existing local facilities are inadequate, new developments must provide new or improved facilities to meet this need. The required amount of open space must be provided within the site boundary, unless the Council has approved off-site provision or funding in lieu of provision. Developers will be expected to make an appropriate contribution towards necessary improvements or additional provision arising from their development and the Council will negotiate to secure provision via a planning obligation. Local standards will be defined in the Leisure, Recreation and Open Space Development Plan Document or in a Supplementary Planning Document.
- 9.41** Saved local policies to guide the location of new leisure development, including countryside leisure, and to protect valued open spaces are included in Chapter 8 of Volume 2 of the UDP. Volumes 3, 4 and 5 include some open space and playing field allocations, but the UDP does not identify all sites which need to be protected or identify locations where deficiencies in provision exist. It is intended that a Leisure, Recreation and Open Space Development Plan Document will be prepared to replace the policies, proposals and reasoned justification in the UDP. This policy, together with the spatial development strategy and policy CS1 sets out the broad strategic approach to the provision of leisure, recreation and open space facilities in the district and provides a context for the future Leisure, Recreation and Open Space Development Plan Document, indicating locations in the district which will be the main focus for such development in accordance with other plans and strategies. This document will need to reflect the broad principles set out in this policy, the spatial development strategy and policy CS1, be based on the principles of relevant national planning policy and a robust evidence base of the needs of the district in relation to leisure, recreation and open space. It will identify in detail facilities which should be retained and protected from loss as well as new proposed areas to meet deficiencies in parts of the district.
- 9.42** Before the proposed Leisure, Recreation and Open Space document is in place, planning applications for new leisure or recreation facilities and those which would result in the loss of any existing facility or open space, will be considered in the light of saved UDP policies, policies in Planning Policy Guidance Note 17, RSS, the Sport and Active Lifestyle Strategy, Playing Pitch Plan and Greenspace Strategy, in consultation with the Council's Environment Services, Sport England and other agencies.

Delivery & Implementation

- 9.43** Responsibility for the provision of good quality, well maintained leisure, recreation and open space facilities which meet the needs of local communities rests with the Council and its partners, including the Wakefield Greenspace Partnership, appropriate agencies, including Sport England, and the voluntary sector.
- 9.44** Levels of provision in different settlements will be monitored and where deficiencies are found the Council will work with its partners to ensure investment is directed into these areas to increase provision through direct funding or through securing developer contributions from new development. Provision and protection of leisure, recreation and open-space will be considered in determining planning applications. Individual allocations of land relating to leisure and open space will also be set out in the Leisure, Recreation and Open Space document and in the Site Specific Proposals document.
- 9.45** Reporting on progress in implementing the action plans for the Sport and Active Lifestyle Strategy, the Greenspace Strategy and the Playing Pitch Plan will provide information which will be included in the Annual Monitoring Report, when available to inform future action.

Replaced UDP Policies

- 9.46** Policy CS11 replaces policy OL3 of the Wakefield UDP.

Saved UDP Policies

9.47 Policies L1-L7 of the Wakefield UDP.

Green Belt

Policy CS 12

Green Belt

The general extent of the Green Belt defined on the Local Development Framework Proposals Maps, should remain unchanged.

A review of the boundaries in association with a strategic review of the West Yorkshire Green Belt, will inform the identification of sites for delivering growth that is consistent with the spatial development strategy.

Only in exceptional circumstances where there is an overriding need to accommodate what would otherwise be inappropriate development, which cannot be met elsewhere and where Green Belt land offers the most sustainable option, will land be taken out of the Green Belt.

Policy Justification

- 9.48** The main purpose of the Wakefield District Green Belt is to keep land open and free from development to maintain the character and identity of individual settlements and to make a clear distinction between town and country, in support of spatial objective 9. The spatial development strategy aims to create sustainable communities by concentrating new development in urban areas and local service centres. The Green Belt's role is to help reinforce this strategy by strictly controlling development in the open countryside.
- 9.49** Advances in mapping techniques now enable the Green Belt boundary to be transferred from the small scale UDP Proposals Maps to large scale digital maps for the LDF. In making the transfer the Green Belt boundary will not be reviewed but where possible efforts will be made to ensure it follows a suitable, recognised feature on the ground such as a road, track, footpath, stream or hedgerow, particularly where it can be demonstrated the inclusion of the site within the Green Belt is clearly anomalous. The precise line of the Green Belt boundary follows the urban side of the boundary line and will be shown on the Proposals Maps.
- 9.50** National planning policy guidance is set out in Planning Policy Guidance Note 2 ⁽⁶⁷⁾ which describes the purposes and use of land in the Green Belt and the nature of Green Belt boundaries, and defines inappropriate development. The Wakefield District Green Belt has been established in accordance with this guidance.
- 9.51** The guidance also requires that, once established, the Green Belt boundary should remain in place over a long period and should only be changed in exceptional circumstances, extending beyond the proposed period for the initial LDF. The Green Belt boundary was established in the Local Plans of 1987. A number of changes were made in the 1994 UDP, mainly to meet an unexpected demand for employment land. Further minor alterations were made through the UDP in 2003, to meet regeneration objectives and where there were difficulties in interpreting the boundary.
- 9.52** Policy YH9 in RSS reinforces national guidance that the general extent of the Green Belts in the region should not be changed. However, it also indicates that localised reviews may be necessary in some places to deliver the Core Approach. In the case of parts of West Yorkshire it indicates a strategic review may be required to deliver longer term housing growth. The Core Strategy is consistent with this policy. All land currently in the Green Belt in Wakefield District serves a specific purpose and there is no need for a general review of the boundary. Any strategic review of the Green Belt in parts of West Yorkshire will inform options for delivering longer term housing growth. Its timing and conclusions will need

67 Planning Policy Guidance Note 2 - Green Belts, DoE, 1995.

to be taken into account in circumstances where a review of the Green Belt is carried out when a relevant LDF document is prepared or reviewed. Such circumstances could be an overriding need to accommodate development of the following types which can not be met elsewhere and where Green Belt land offers the most sustainable option:

- regeneration schemes which bring community benefits;
- long term housing sites;
- strategic employment sites.

- 9.53** Planning Policy Guidance Note 2 makes it clear that most types of development in the Green Belt are inappropriate and can only be permitted in very special circumstances. Development Policies set out the types of use which can be considered in the Green Belt and the criteria which must be met. Planning applications on land within the Green Belt will be determined in accordance with Planning Policy Guidance Note 2 and Development Policies, where relevant.

Delivery & Implementation

- 9.54** As set out above, reviews of the Green Belt will be carried out with key partners, particularly the Regional Planning Body and surrounding authorities, together with developers, landowners and local communities. Development in the Green Belt will be managed and controlled through determining planning applications against national policy and detailed policies set out in the Development Policies document. The Green Belt will be maintained through the appropriate designation of land on the Proposals Maps, initially in the Site Specific Proposals document.

Replaced UDP Policies

- 9.55** None.

Safeguarded Land

- 9.56** To ensure that Green Belt boundaries last longer than the lifetime of a single plan, land has been identified on the edge of settlements in previous development plans for the district which may be suitable to meet longer-term development needs. These undeveloped areas, often substantial in size, have been protected from other forms of development to ensure that they are available to be used for development in the longer term, should the need arise. This 'safeguarded' land is designated as Protected Areas of Search for Long Term Development.
- 9.57** The emphasis in the development strategy on the use of brownfield land within the urban areas of the district, will impact on the need to retain a stock of mainly greenfield safeguarded land on the edge of settlements. Such land may be needed in the longer term, in which case it will fulfil an important function in maintaining the permanence of the Green Belt. If required for development, this land will be considered against the criteria set out in policies CS1, CS3 and the spatial development strategy.
- 9.58** The Site Specific Proposals document will determine which, if any, safeguarded land from the UDP should be proposed for housing or employment development in the period up to 2021. Most of the remaining land which is not required for development now will be retained in the Site Specific Proposals document for long term development and shown on the Proposals Maps.
- 9.59** Policy D2 in the Development Policies document sets out how development will be managed on safeguarded land.

Tackling Climate Change & Resource Management



10 Tackling Climate Change & Resource Management

- 10.1** Probably the greatest challenge to achieving sustainable development is climate change. Everyone has a responsibility to modify his or her lifestyle to offset the potential impact of climate change. Local authorities, agencies and businesses need to be aware of the predicted impacts of climate change and plan to adapt to the resulting effects. They also need to ensure that their actions do not continue to contribute to climate change by adopting and implementing sustainable policies. This means encouraging renewable energy technologies; conserving scarce resources; requiring new buildings to incorporate sustainable construction technologies, including water and energy conservation measures; reducing the need to travel; and seeking to minimise waste and providing recycling facilities. To be sustainable, development should make a contribution towards meeting specific targets (national, regional and sub-regional) for reducing greenhouse gas emissions, production of renewable energy, waste recycling and moving towards zero carbon development.

Mitigating and Adapting to Climate Change and Efficient Use of Resources

Policy CS 13

Mitigating and Adapting to Climate Change and Efficient Use of Resources

1. In order to be sustainable, development must minimise the impact and mitigate the likely effects of climate change on existing and future occupants, the wider community and the environment and minimise the use of natural resources. This will be achieved by:
 - a. avoiding unacceptable levels of flood risk, particularly in areas of high flood risk such as the Calder River Valley, the Went River Basin, and river tributaries in the south east of the district;
 - b. taking measures to reduce carbon emissions and adapt to climate change during the construction and operation of new developments through, for example, orientation, layout, design and material selection;
 - c. the prudent and efficient use of natural resources including energy, water, soil and the best and most versatile agricultural land and the use of re-used and recycled materials;
 - d. proactively managing surface water through the promotion of sustainable drainage techniques and positive land management.
2. In order to achieve the indicative renewable energy generation target for the district of 11 mega watts by 2010 and 41 mega watts by 2021 and to contribute to sub-regional and regional targets the Council will:
 - a. encourage the development of new sources of renewable energy generation where there is no adverse environmental impact on nearby communities;
 - b. encourage all development to incorporate energy from decentralised and renewable, or low carbon sources. All larger developments will be required to incorporate on-site renewable energy generation capacity, unless it is not feasible or viable or there are demonstrable alternative decentralised and renewable, or low carbon sources.

Policy Justification

- 10.2** Two of the main objectives of national and regional planning policies for sustainable development are to reduce greenhouse gas emissions and to take account of the potential effects of climate change. The Community Strategy challenges focus on 'Safer, Stronger and Healthier Communities'. In turn these issues are reflected in the Core Strategy spatial objectives 11 and 12.
- 10.3** Planning Policy Statement 25 provides the national planning principles for the location of new development in relation to flood risk. Annex D of Planning Policy Statement 25 sets out the sequential and exception tests which must be applied to new development.

- 10.4** Planning Policy Statement 22 states that development plans should contain policies which promote the development of renewable energy resources and set out the key criteria used to judge applications. Plans may also include policies that require a percentage of the energy used in new residential, commercial or industrial developments to come from on-site renewable sources. Policies of this type are seen to be the most effective way of ensuring that sub-regional targets are met.
- 10.5** Addressing climate change is part of the core approach in RSS. Policy YH2 requires plans, strategies and investment decisions to set a target to reduce regional greenhouse gas emissions and to plan for the successful adaptation to the predicted impacts of climate change.
- 10.6** RSS includes policies to manage flood risk and locate development in the lowest flood risk areas (ENV1), to safeguard water resources (ENV2), maintain high standards of water quality (ENV3) and to increase energy efficiency and increase regional renewable energy capacity (ENV5). Policy CS12 draws together issues relating to climate change and use of resources in line with national and regional policy advice. Development Policies address specific topics in more detail and will be applied to individual development proposals. The Council has also adopted Supplementary Planning Guidance ⁽⁶⁸⁾ which encourages energy efficient development and sustainable construction.

Environmental Impact

- 10.7** The state of the local environment affects quality of life. It is necessary to ensure that new development does not increase the adverse effects of climate change on existing neighbours and future occupants and takes account of likely impacts, especially the increased risk from flooding. The LDF can make a significant contribution to protecting people and the environment from the potential adverse effects of climate change by controlling the type and location of new development.

Climate Change and Flood Risk

- 10.8** Climate change is the biggest threat to our future. In recent years floods, storms and droughts have shown how vulnerable the UK is to the weather. Climate change means more extreme weather events will become more frequent and destructive. Recent flood activity has caused widespread damage in Wakefield District and is likely to be repeated. Development in inappropriate locations such as flood plains or areas where there are shortages of water will exacerbate the problems associated with climate change. In order to avoid problems in the future it is essential to ensure that development is located away from areas at risk such as flood plains and is resilient to climate change.
- 10.9** Impacts of climate change:
- An increased flood risk will be caused by wetter winters, greater storminess and rising sea levels.
 - Strain on the availability of water for people and ecosystems brought on by longer, drier, hotter summers and aggravated by development where water resources are scarce.
 - Although it is expected that summers will get drier, when it does rain it will be stormy with heavy downpours. Land cannot absorb heavy rain fast enough, resulting in localised, severe flash flooding.
 - An increase in air pollution and water pollution can be triggered by longer, hotter summers.
- 10.10** Climate change is already having a significant impact on the increased risk of flooding in some places. Development can exacerbate flood risk in downstream areas by impeding the flow or storage of flood water or by causing increased run-off. Development with large areas of non-porous hard standing also exacerbate flood problems, as they impede surface absorption of heavy rain bursts and should be avoided.
- 10.11** The Environment Agency Flood Zone maps show areas at high (1 in 100 year), medium (1 in 1,000 year) and low (< 1 in 1,000 year) risk of flooding. Planning Policy Statement 25 requires a sequential approach to be adopted to identifying sites for development in plans and when determining planning applications to take account of flood risk. Wakefield, Calderdale and Kirklees Councils, the Environment Agency and the Regional Planning Body, have completed a Strategic Flood Risk Assessment of the three districts which identifies in more detail the degree of flood risk in different locations. Together these sources will assist with identifying sites for development in the LDF.

68 Sustainable Development Guide (SPG5), WMDC, March 2004.

- 10.12** Wakefield District drains into four major catchments of the Rivers Calder, Aire, Dearne and Don. The Aire and Calder flow eastwards, joining at Castleford, where they form the northern district boundary. An extensive area south of Pontefract is drained by the River Went which flows into the River Don. The River Dearne and Frickley Beck form the southern boundary of the district. The river corridors are important for their amenity value and the wildlife they support. However, significant areas of land in the Aire, Calder and Went river valleys have a high risk from flooding, including parts of Wakefield and Castleford which are also areas offering significant redevelopment opportunities. Planning Policy Statement 25 requires a sequential test to be applied to all development proposals to steer development to areas with the lowest probability of flooding. An 'exception test' must be met before some types of development can be permitted in a high risk zone. Ensuring flood risk can be managed effectively is an important consideration when identifying suitable sites for development, particularly housing.
- 10.13** The Council's Strategic Flood Risk Assessment has helped inform the spatial development strategy, along with other key baseline evidence such as the Calder and Aire Flood Management Plans as set out in the Location of Development policy. Applicants should make reference to these documents when preparing detailed flood risk assessments.

Sustainable Drainage

- 10.14** Sustainable drainage systems provide a method of discharging surface water in a sustainable way to reduce the risk of flooding and pollution and should be employed where practicable. They may take different forms depending on the nature of the development and the area. Some also offer opportunities for environmental and landscape enhancement improving biodiversity and local amenity. Even where sustainable drainage systems alone cannot provide total surface water drainage solutions, they can be used beneficially in conjunction with conventional piped systems. The Council will promote sustainable drainage systems with support from the Environment Agency. Developers will normally be expected to fund sustainable drainage systems and their future management, which will be secured by planning condition or obligation.
- 10.15** To be sustainable, development must be energy-efficient, minimise the use of scarce resources and adopt sustainable construction principles.
- 10.16** The government has announced its intention that all new housing should be 'zero carbon rated' by 2016 ⁽⁶⁹⁾. This will be achieved in stages through spatial planning policies affecting the location and design of new development, together with the 'Code for Sustainable Homes' ⁽⁷⁰⁾ and changes to the Building Regulations which relate to buildings themselves. The Code builds on the Building Research Establishment's EcoHomes System and is intended to be a national standard for the building industry relating to energy and water efficiency, construction materials and waste recycling. The Code is voluntary and incorporates minimum standards which are set above the requirements of Building Regulations. Higher levels of the Code relating to energy and water efficiency may become mandatory in future changes to the Regulations.

Renewable Energy

- 10.17** Energy from renewable sources makes an important contribution to reducing greenhouse gas emissions which are the main cause of global warming and climate change. The promotion and use of renewable energy resources is now a key element of regional and national planning policy guidance ⁽⁷¹⁾ and is an important aspect of sustainable development. RSS includes minimum targets for installed grid-connected renewable energy capacity for West Yorkshire of 88 mega watts by 2010 and 295 mega watts by 2021.
- 10.18** RSS also gives a figure for indicative renewable energy targets for each local authority based on the Sub-Regional Renewable Energy Assessments & Targets Study of 2004. The study suggests that the scope for developing new renewable energy sources in Wakefield District is relatively small and renewable energy generation potential figures of 11 mega watts by 2010 and 41 mega watts by 2021 are indicated.
- 10.19** Part of the target can be achieved through the development of renewable energy sources and renewable energy generation schemes will be encouraged where appropriate. Ferrybridge Power Station is currently a major employer in the district and plays an important role in energy production. It is expected that this site will remain as a centre of power generation. The continued use of the site for coal fired power generation is supported, but it is also recognised that additional energy

69 Consultation on Building a Greener Future: Towards Zero Carbon Development, DCLG, December 2006.

70 Code for Sustainable Homes: A step change in sustainable home building practice, DCLG, December 2006.

71 Planning Policy Statement 22: Renewable Energy, ODPM, 2004.

related development incorporating alternative technologies may be introduced, including the use of renewable energy sources. However, the best way of meeting targets in this district is by encouraging major new developments to provide at least part of their predicted energy requirement from on-site renewable energy technology. Given the likely scale of new development, the potential contribution from this source is considerable. It could take various forms including localised wind generators or solar panels and photo-voltaic cells incorporated into buildings.

Delivery & Implementation

10.20 The Council will proactively engage with key partners to implement this policy. The advice of the Environment Agency will be crucial in relation to flood risk. The Regional Planning Body will need to play a role in monitoring renewable energy provision to ensure that sub-regional targets are met. Where targets are not being met, the Council will approach renewable energy providers and work in partnership to improve the generation of renewable energy in the district. It will approach key members of the construction industry to ensure more sustainable construction and more stringently apply policy if required. Other policy and legislation will play an important role in minimising impact of flood risk, and maximising the use of sustainable construction and drainage.

Replaced UDP Policies

10.21 Policy CS13 replaces policy OL5, OL6, OL20 of the Wakefield UDP.

Influencing the Demand for Travel

Policy CS 14

Influencing the Demand for Travel

The Council will work with relevant national, regional and sub-regional agencies to develop a co-ordinated long term approach to manage the demand for travel. The spatial development strategy will maximise the use of sustainable modes of travel – public transport, walking and cycling and reduce the need to travel by concentrating development in city/town centres. Alongside this strategy, the Council will influence the demand for travel through:

- a. limiting the amount of car parking in new development through the application of maximum parking standards, particularly in urban areas with higher levels of accessibility by public transport, and lesser standards in local service centres, villages and smaller settlements, where accessibility by public transport is limited and where the level of parking is appropriate in relation to the scale and type of development proposed;
- b. reducing car parking provision on city/town centre sites where public car parking or alternative modes of transport are available, particularly in Wakefield city centre, and Pontefract and Castleford town centres;
- c. reducing long stay parking (other than at railway stations and park and ride sites) and transfer spaces to short stay, where appropriate;
- d. introducing park and ride facilities on major transport routes in association with public transport service improvements and measures which give priority to public transport in the use of road-space;
- e. securing local and area wide Travel Plans to reduce the number of single occupancy car trips generated by or attracted to new development working in partnership with relevant organisations including the Highways Agency and Metro.

Policy Justification

10.22 Spatial objectives 3 and 4 seek to make it easier to travel around the district by non-car modes, to make sure places are accessible safely and conveniently, and to minimise the overall need to travel. Achieving these objectives will have a significant impact on congestion and greenhouse gas emissions. Land use policies in the LDF have an important role to play in managing travel demand. The location of development, housing densities and the layout and design of development in general influence the number of journeys and the chosen mode of transport, which in turn has an impact on congestion and accessibility.

- 10.23** In parallel with these actions which encourage and facilitate the use of non-car modes, demand management measures are also necessary. Demand management (particularly of demand to travel by road), forms an integral part of transport policies. Local Transport Plan strategy C2 outlines the West Yorkshire local authorities' approach to demand management.
- 10.24** A number of measures are available to help manage demand but their potential impact on economic development and regeneration needs to be considered. Measures which encourage the use of alternative modes to the private car must be balanced with those that deter inefficient use of the car. Demand management measures will be co-ordinated with improvements to public transport services.
- 10.25** The Local Transport Plan has targets for increasing public transport use (5% by 2010/11), and limiting traffic growth across a cordon around Wakefield city centre to 3% (2003/04 to 2010/11). In addition the congestion target seeks to limit increases in person throughput to 3% and person delay to 5% for the period 2005/06 to 2010/11 on the 3 monitored corridors in Wakefield. Demand management is essential to help meet these targets.
- 10.26** In the short and medium term the following measures will be introduced:
- maximising the use of sustainable modes of travel – public transport, walking and cycling;
 - reducing the need to travel by concentrating development in city/town centres;
 - managing the number, location and use of car parking spaces;
 - provision of park and ride facilities.
- 10.27** The location of development and accessibility by sustainable modes are addressed under 'Sustainable Transport', the other points are considered below.
- 10.28** In the long term, consideration will be given to area-wide road user charging and other mechanisms such as a workplace parking levy. To be effective these will have to be introduced at a regional or even a national level and will require joint working between all the relevant agencies, including the Council and the Highways Agency.

Car Parking

- 10.29** Planning Policy Guidance Note 13 urges the use of parking policies, along with other measures, to promote sustainable transport choices and reduce reliance on the car.
- 10.30** Policy T2 in RSS advocates a consistent, integrated approach to parking across the region including the use of maximum parking standards in line with those set out. Parking strategies should also include:
- progressive reduction in long stay parking (other than at railway stations/park and ride facilities) and transfer of some spaces to short stay, subject to consideration of possible implications for traffic congestion;
 - reduction of on-street parking to maximise pedestrianisation with high quality walking and cycling networks and environmental improvements;
 - park and ride facilities where appropriate – coupled with increased use of public transport through service level improvements;
 - considering the use of parking levies on non-residential parking;
 - relating parking charges to demand and economic prosperity and to discourage all day parking.
- 10.31** A parking strategy for managing overall car park supply and demand, including private car parks, has been developed in the Local Transport Plan. The strategy is in line with RSS and includes:
- continuing to reduce the number of long stay spaces in urban areas;
 - continuing to convert long stay spaces to short stay;
 - outward extension of city centre control zones;

- continuing to increase long stay parking charges in main urban centres (prices to reflect local circumstances and impact on mode choice); and
- use of additional revenue to fund initiatives linked to park and ride and improvements to car park infrastructure e.g. security measures such as the 'park mark' safer parking status; as well as providing additional and better car parking capacity at railway stations for commuters.

10.32 Wakefield has adopted maximum car parking standards which are set out in Supplementary Planning Guidance ⁽⁷²⁾ Different maximum values apply depending on the level of accessibility in each case. The current standards may need to be revised in a new Supplementary Planning Document. This will be looked at in a future review of the Local Development Scheme.

10.33 Through its Town Centre Partnerships the Council aims to ensure that public car parking provision in the city and town centres is managed to support the RSS/Local Transport Plan aims, whilst meeting the needs of traders and shoppers. Priority will be given to short stay parking to maximise the use of available parking spaces and safeguard the attractiveness and viability of shopping and commercial centres. Long stay parking will be restricted to sites on the peripheries of the town centres adjacent to the main radial corridors. Issues relating to parking in Wakefield city centre are addressed in the Central Wakefield Area Action Plan document. A parking strategy for the city centre has been prepared ⁽⁷³⁾ which proposes a relocation of long stay parking spaces from the centre to the edge, coupled with the development of park and ride facilities.

10.34 In residential areas in and adjacent to town centres parking spaces for residents will be safeguarded to minimise the environmental and safety problems arising from commuters and shoppers parking in residential streets.

Park and Ride

10.35 Park and ride facilities situated on major bus corridors and at railway stations promote the use of public transport in urban areas, improve access to jobs and services in central areas and, by reducing the number of cars, help to use highway space more efficiently and reduce the need for town centre parking. Park and ride may also be appropriate on corridors where public transport is currently infrequent, by providing a new dedicated public transport alternative. If introduced as part of a demand management strategy, including measures which give priority to public transport in the use of road-space, park and ride can help to alleviate problems of air quality, safety and congestion and improve accessibility in a manner that is equitable and socially inclusive.

10.36 A study has been undertaken to review the development of park and ride provision in West Yorkshire to identify sites with potential to be implemented through a phased Local Transport Plan programme. A number of potential sites have been identified in Wakefield District. It will be necessary to consider with bus and rail operators and METRO whether it is now appropriate to identify specific park and ride sites on the LDF Proposals Maps, to accompany planned improvements in public transport.

Travel Plans

10.37 Travel Plans are an integral part of the planning process and an essential measure to mitigate the impact of traffic generated by new development. A Travel Plan will be used as the foundation for a Transport Assessment prepared in accordance with the Department for Communities and Local Government / Department for Transport guidance and it should be in conformity with prevailing guidance. Travel Plans should demonstrate a firm commitment by developers and occupiers to reduce the number of single occupancy car trips generated by, or attracted to, their site. They should set out mode options available to travellers, identify interventions to enhance the availability and capacity of sustainable transport modes (such as walking, cycling and public transport), set mode share targets based on those modes, identify a system for monitoring the effectiveness of the plan and a programme for reviewing and modifying it to ensure agreed outcomes are achieved.

⁷² District Wide Parking Standards (SPG7), WMDC, March 2004.

⁷³ Wakefield Parking Strategy, WMDC, 2006.

- 10.38** Working with the Council the Highways Agency will advise developers how to prepare, implement, monitor, review and update Travel Plans to support their development and will consider tri-partite agreements with the Council and developers where appropriate. The Highways Agency has developed toolkits of Active Traffic Management and Integrated Demand Management which can be used to regulate traffic on the Strategic Road Network. These interventions are preferred to capacity improvements.

Other Charging Mechanisms

- 10.39** The Local Transport Plan acknowledges that it is almost inevitable that congestion will increase to a point where more radical measures are needed. The Local Transport Plan partnership will investigate and plan the measures that will be needed in the future. Research will be undertaken in the current Local Transport Plan period to develop a better understanding of the circumstances under which bolder demand management measures (such as road user charging, or workplace parking levies) would improve economic performance.

Delivery & Implementation

- 10.40** The provision of car parking, the need for measures to reduce the demand for travel and increasing travel by non-car modes, will be addressed when planning applications for major developments are considered. Where appropriate, this will require the preparation of a Travel Plan and Transport Assessment. Travel Plans and Transport Assessments will help determine what transport improvements are necessary. These could include making a contribution to transport improvements planned by the Council, or other agencies. Agreed measures and targets will be secured through planning obligations or conditions. Details of how contributions will be assessed will be set out in a separate Supplementary Planning Document.
- 10.41** The Council is a significant provider of parking, both as owner of public car parks and as employer. It will need to review its supply of parking to make sure it reflects the proposed parking strategy.
- 10.42** Funding for the provision of park and ride schemes will largely come from the Local Transport Plan with contributions from developers, where appropriate.
- 10.43** Monitoring the quality, quantity and type of car parking is one of the town centre health checks proposed in Planning Policy Statement 6. Information from health checks will be included in the Annual Monitoring Report, which will inform future action.

Replaced UDP Policies

- 10.44** Policy CS14 replaces policies T1, T3, T11, T12, T13 and T14 of the Wakefield UDP.

Waste Management

Policy CS 15

Waste Management

The Council will work with partners including the Environment Agency, regional bodies, other local authorities, the waste industry and community groups to ensure the integration of strategies and proposals for sustainable waste management at the local, sub-regional and regional level. Waste management is a regional and sub-regional issue. Municipal waste is imported into the district from surrounding areas including Leeds, Bradford and to a lesser extent Barnsley. Volumes of waste movements out of the district are smaller, with some limited export of waste materials to North Yorkshire from the eastern parts of the district. Commercial and industrial waste patterns are more complex with movements into and out of the district to other parts of the Yorkshire & Humber region depending on type.

1. Waste will be managed using the 'waste management hierarchy', in the following order:
 - a. waste reduction - across the district;

- b. re-use, recycling and composting - making the best use of civic amenity sites across the district, the waste transfer stations at Denby Dale Road and Owl Lane and the Council's proposed waste management facility in the south-east of the district;
 - c. energy recovery - making the best use of available technologies, possibly including incineration;
 - d. disposal, including the use of landfill at the Council's landfill facility at Welbeck.
2. Sites for waste management facilities will be identified to deal with all forms of waste arisings within the district, which best meet environmental, social and economic needs, based on the following general principles:
- a. moving the management of all waste streams up the waste hierarchy;
 - b. promoting opportunities for on-site management of waste where it arises at retail, industrial and commercial locations, particularly in the main urban areas;
 - c. dealing with the forecast tonnages for different waste streams in the Regional Spatial Strategy
 - d. achieving the objectives and targets for recycling/recovery for waste set out in the Regional Spatial Strategy and the Council's Municipal Waste Management Strategy;
 - e. achieving regional, sub-regional, local authority and neighbourhood self-sufficiency, at the lowest practicable level for the waste stream concerned;
 - f. promoting opportunities to co-locate facilities together and with complementary activities (reflecting the concept of resource recovery parks);
 - g. giving priority to:
 - i. established and proposed industrial sites where most modern waste management facilities can be appropriately developed particularly where the co-location of complementary activities, such as "resource recovery" or "sustainable growth" parks is possible;
 - ii. the use of other previously-developed land before greenfield sites, including use of mineral extraction and landfill sites during their period of operation for the location of related waste treatment activities in sustainable locations;
 - iii. redundant farm buildings and associated land.

Policy Justification

10.45 Waste has traditionally been seen as a by-product of living, to be disposed of by the cheapest possible method, normally direct to landfill without pre-treatment. In the drive to achieve sustainable development, this approach is no longer acceptable. It is essential that greater emphasis is placed on avoiding waste production and managing waste produced in the most sustainable way, making use of waste as a resource and only disposing of the residue that has no value. National planning policy on waste management is set out in Planning Policy Statement 10: Planning For Sustainable Waste Management.

10.46 The Council's aim for sustainable waste management is that an adequate range of waste management facilities should be provided to ensure that waste is treated and disposed of in a sustainable and environmentally acceptable way, balancing the economic, social and environmental needs of the district. The move away from landfill disposal towards more sustainable means of dealing with waste arisings, through promotion of waste management, brings a requirement to improve the number and range of facilities in the district. A range of new facilities will be needed to deal with the tonnages of waste arising from the following waste streams:

- municipal;
- commercial and industrial;
- construction and demolition;
- hazardous.

- 10.47** There is local support for provision of small scale recycling points and 'bring' sites; kerbside collection of recyclables; and more composting. New initiatives are needed to incorporate opportunities for recycling into design of new development. There are mixed views about the acceptability of producing energy from waste by mass-burn incineration as a means of waste management.
- 10.48** The Council's Municipal Waste Management Strategy provides the local framework for managing municipal waste. The Council has significantly improved recycling performance in recent years but non-recycled waste is currently sent to landfill. This will change. New facilities will be brought into operation to increase recycling rates further. Relocating some household waste recycling centres to provide better access for more people and improving the recycling facilities will allow more waste to be recycled. Other recycling services, such as the local recycling banks at supermarkets, are being expanded to make it more convenient for residents to recycle rubbish. Overall, the target is to recycle 52% of municipal waste in the long term. The residual waste will be treated at a mechanical biological treatment facility.
- 10.49** To assist with the management of municipal waste the Council is developing a Private Finance Initiative to include household waste recycling centres and recycling and treatment facilities. When identifying sites and locations for all types of new waste management capacity the Council will adopt the approach in Planning Policy Statement 10 and RSS.
- 10.50** Policy CS15 provides the strategic framework for developing policies in the LDF to achieve sustainable waste management. The Council is preparing a separate Development Plan Document dealing with waste. It will be consistent with the latest national and regional policy guidance and will make provision for the waste tonnages identified in RSS, as well as taking account of local circumstances. It will set out the strategy and spatial context for the provision of waste management facilities for the next ten years. It will also include criteria-based Development Policies to replace those in the UDP, as well as sites for new waste management facilities. These will include municipal waste sites identified through the Private Finance Initiative. In the interim, planning applications for waste management facilities will be considered in the light of policies CS15 and saved UDP policies, together with Planning Policy Statement 10 and RSS.
- 10.51** The Waste document will need to make provision for managing the amounts of waste arising in the district set out below when considering the location and scale of waste facilities. It will need to take into account the targets for recycling, composting and recovery of waste and the best estimates of existing capacities. The likely capacities needed to manage the forecast waste arisings up to 2026 are also set out below. It should be noted that waste data is continually updated and targets change. This will be reflected in the Waste document and updates of the waste evidence base.

	Municipal Waste ^{(a) (b)} (tonnes per year)	Commercial and Industrial Waste (tonnes per year)	Other Types of Waste ^(c) (tonnes per year)
Total Waste Arisings 2005	196,000	392,000	939,000
Estimated Actual Recovery Capacity at 2005	40,000	200,000	400,000 ^(d)
Estimated Actual Disposal Capacity at 2005	RSS estimates landfill capacity in Wakefield of 12,568,000 cubic metres for non-inert waste and approximately 9 years supply for West Yorkshire.		
Total Waste Arisings 2010	203,000 – 216,000	393,000	919,000
Recovery Capacity Required 2010	107,000 – 114,500	263,000	No specific target. Key contributor to be new facilities for the on-site management of construction demolition and excavation waste.
Disposal Capacity Required 2010	95,000 – 101,500	130,000	Limited inert disposal capacity.
Total Waste Arisings 2015	211,000 – 233,000	399,000	906,000

	Municipal Waste ^{(a) (b)} (tonnes per year)	Commercial and Industrial Waste (tonnes per year)	Other Types of Waste ^(c) (tonnes per year)
Recovery Capacity Required 2015	141,000 – 156,000	267,000	No specific target. Key contributor to be new facilities for the on-site management of construction demolition and excavation waste.
Disposal Capacity Required 2015	70,000 – 77,000	132,000	Limited inert disposal capacity.
Total Waste Arisings 2021	223,000 - 240,000	406,000	906,000
Recovery Capacity Required 2021	167,000 – 180,000	272,000	No specific target. Key contributor to be new facilities for the on-site management of construction demolition and excavation waste.
Disposal Capacity Required 2021	56,000 – 60,000	134,000	Limited inert disposal capacity.
Total Waste Arisings 2026	225,000 – 246,000	412,000	912,000
Recovery Capacity Required 2026	167,000 – 184,500	276,000	No specific target. Key contributor to be new facilities for the on-site management of construction demolition and excavation waste.
Disposal Capacity Required 2026	58,000 – 61,500	136,000	Limited inert disposal capacity.
<p>Note: all figures subject to rounding</p> <ol style="list-style-type: none"> 1. range includes higher forecasts prepared by Wakefield Council. 2. lower figure of range for 2026 extrapolated from the RSS. 3. largest component is construction, demolition and excavation waste which accounts for approximately 80% of other types of waste. Includes smaller quantities of agricultural and hazardous waste. 4. this is an estimate based upon Environment Agency data for waste handled in Wakefield at 2005. 			

Table 3

Delivery & Implementation

- 10.52** The spatial strategy for waste management in the region is being implemented by local authorities, the Regional Planning Body and the waste industry. Local authorities have two roles, firstly as waste authority through investment in waste management facilities and secondly as planning authority through determining planning applications. Information on the number of new facilities permitted will be monitored from planning application records. Annual reports will record progress in implementing the Municipal Waste Management Strategy and achieving targets. The Council has committed to the production of a Waste development plan document that will set out detailed criteria based policies for determining planning applications for waste facilities and allocate land for specific waste management purposes. The Council has also entered into a Private Finance Initiative scheme for a major waste management facility within the district which will significantly increase the capacity to deal with waste arising.
- 10.53** At the regional level the Regional Technical Advisory Body advises on waste planning issues and offers technical advice on the implementation and review of the RSS policies. This body also collects and provides annual waste and waste facility monitoring data.

Replaced UDP Policies

10.54 None.

Minerals

Policy CS 16

Minerals

In conjunction with other authorities, the Council will maintain an appropriate contribution towards the regional supply of aggregates and provide an adequate and steady supply of other minerals:

1. Aggregates
 - a. Known mineral resources of economic value will be identified as Mineral Safeguarding Areas within the Upper Magnesian Limestone belt in the Knottingley and Darrington area, adjacent to existing mineral extraction sites. The known remaining unworked deposits of alluvial sand and gravels are identified in the Lower Calder Valley between the settlements of Horbury and Calder Grove and to the north of Stanley Ferry and the M62. Mineral Safeguarding Areas will be protected from development that could result in their sterilisation;
2. Aggregates and Other Minerals
 - a. Existing mineral reserves throughout the district which have planning permission will be protected from inappropriate development that could result in their sterilisation;
 - b. Working of mineral resources from land reclamation schemes may provide secondary aggregates and other minerals in association with restoration and/or development wherever practicable and environmentally acceptable;
 - c. Sustainable transport will be used wherever practicable in connection with mineral extraction, particularly existing rail-heads and the wharf at Pioneer Way/Whitwood;
 - d. The district includes areas where land reclamation is required, particularly on older colliery workings at Fryston Wheldale, the former Prince of Wales Colliery site at Pontefract and Sharlston Colliery. Land reclamation will be supported and limited extraction will be acceptable where it enables reclamation;
 - e. Mineral extraction before development commences will generally be acceptable, particularly where the development would result in a considerable extension to an urban area, provided the extraction is carried out in a reasonable time-scale and in an environmentally acceptable manner.

The contribution to the supply of alternative materials for use as secondary aggregates will be maximised by securing opportunities for recycling, processing and transfer of materials wherever practicable and environmentally acceptable.

Policy Justification

10.55 National minerals policy guidance and RSS require the district to contribute to the regional supply of aggregates and provide an adequate and steady supply of other minerals (excluding energy minerals). The implications are discussed above. The Core Strategy aims to deliver national and regional objectives and policies for minerals planning.

Mineral Reserves

10.56 Primary minerals are important to the local economy providing essential raw materials for industry and employment. Mineral reserves are relatively scarce in the district and Wakefield relies on imports from other areas for the majority of aggregate minerals used. It is important that known mineral resources are not sterilised by other forms of development.

- 10.57** The LDF will protect permitted reserves (Mineral Reserves) and also safeguard known economically viable deposits of minerals from sterilisation for future working (Mineral Safeguarding Areas). A specific designation will be used on the LDF Proposals Maps to denote protected resources as Mineral Safeguarding Areas.

Mineral Production

Primary Aggregates

- 10.58** National and regional guidelines ⁽⁷⁴⁾ set out the provision of aggregates in England for the period of 2001 to 2016. For the Yorkshire and Humber region the production requirements are 73 million tonnes of sand and gravel and 220 million tonnes of crushed rock supplies. The apportionment figures for West Yorkshire included in RSS are 5.5 million tonnes and 17.8 million tonnes respectively. Mineral planning authorities will work together to meet the sub-regional aggregates apportionment for crushed rock and sand & gravel.
- 10.59** RSS policy direction for aggregate production is based on maximising the use of secondary aggregates and reducing output from the national parks and Areas of Outstanding Natural Beauty. Phase two of the Yorkshire & Humber Sand & Gravel Study will seek to identify potential areas for future extraction and to indicate areas warranting more detailed investigation. RSS requires mineral planning authorities to make provision for extraction on the basis of this study.
- 10.60** Permitted reserves of sand and gravel are very low in West Yorkshire. There is currently one major sand and gravel site with permitted reserves, known as The Strands at Horbury Bridge in the western part of the district. There is capacity at this site to provide approximately 650,000 metric tonnes of sand/gravel over a planned period of between 4-5 years. Further resources remain in un-worked areas of the lower Calder Valley in the western and the northern parts of the district. In order to safeguard resources these areas will be identified on the LDF Proposals Maps as Mineral Safeguarding Areas. These areas may become of economic importance in the future, where phased extraction may be acceptable, particularly maximising use of water-borne methods of haulage to local wharf, e.g. Whitwood and the local rail and/or motorway network.
- 10.61** To the east of the district the Magnesian Limestone provides potential for crushed rock production. The Regional Aggregates Working Party figures indicate there are adequate reserves (25.7 million tonnes) of crushed rock sources both within West Yorkshire and elsewhere within the region for the period 2001 to 2016 to enable the required provision to be met. The preferred approach is therefore not to identify specific sites for extraction, but to safeguard known resources for potential future extraction, subject to environmental acceptability as Mineral Safeguarding Areas.

Secondary Aggregates

- 10.62** Government policy aims to maximise the opportunities where wastes can be recycled and materials can be recovered for use as secondary aggregates. The region performs poorly at present but government guidance assumes that 136 million tonnes of alternative materials may be sourced within the region between 2001 and 2016.
- 10.63** RSS encourages mineral planning authorities to maximise the contribution made by substitute/secondary materials and to develop more reuse/ recycling centres, particularly in West Yorkshire where demand is highest.
- 10.64** Core Strategy policy CS15 requires the reuse and recycling of materials wherever practical. Policy CS16 provides a policy framework for developers to recycle construction and demolition wastes and recovery of secondary and other minerals on reclamation sites. Establishing recycling centres to provide secondary aggregate materials close to sources and local markets will be encouraged where there are good transport links and they can operate in an environmentally acceptable way.

Coal

- 10.65** The Coal Measures Series provides an abundance of resources across the district. However, closure of the last deep mine at Prince of Wales Colliery, Pontefract, means that only parts of the Kellingley Colliery complex encroach within the district. Deep mining and colliery spoil disposal are unlikely to be significant developments in the future. Any future potential for coal extraction lies in the extensive shallow coalfield which covers most of the district.

74 Minerals Policy Statement 1: Planning & Minerals, DCLG, November 2006 and the Regional Aggregates Working Party Annual Report(s)

- 10.66** Shallow coal extraction by opencast methods is most likely to occur before some other form of development takes place on a site, whether greenfield or previously developed, during reclamation of a brownfield site and/or remediation of a former colliery working or tip site. Shallow coal extraction can provide an opportunity to work other economic minerals, such as fireclay and brick clay. It is also important to avoid unnecessary sterilisation of coal and associated mineral resources by other forms of development where these can be extracted, within a reasonable timescale and in an environmentally acceptable way or where local or community benefits clearly outweigh the likely impacts to justify the grant of planning permission. Proposals must also comply with government guidance⁽⁷⁵⁾.

Other Minerals

- 10.67** Other minerals which occur in the district in economic quantities include the fireclays and brick clays and sandstones within the extensive Coal Measures series and the Basal Permian Sands. Current extraction is mainly confined to clays for local brick making. Existing permitted reserves and working sites indicate the extent of current mineral interest in non-aggregate minerals and will be shown on the LDF Proposals Maps as 'Mineral Reserves'. In some cases, e.g. fireclay, economic minerals may be won alongside energy minerals. In other cases the extension to existing workings may be more sustainable and economically acceptable than working new sites.

Land Reclamation

- 10.68** In the past the environment of much of the district has been damaged by coal mining and other industrial activity which have left a legacy of pollution, contamination and dereliction. In recent years progress has been made. Dereliction has been cleared, land restored and new environmental assets like Anglers and Pugneys Country Parks have been created. The Council will work with partners to ensure that remaining areas of contamination and dereliction are reclaimed as far as possible.
- 10.69** Policy CS16 establishes the broad approach to the protection of mineral resources and support for mineral production. National minerals planning statements provide detailed criteria for assessing proposals for mineral extraction to ensure that any proposal for extraction is acceptable environmentally, that controls are in place to minimise disturbance whilst extraction is in progress and that a satisfactory restoration scheme is agreed before work begins, with particular attention given to creating new wildlife habitats, geological conservation, the need for public access and extended aftercare. Known mineral reserves and Mineral Safeguarding Areas will be identified on the Proposals Maps and until these are adopted, policy CS16 will apply to the mineral reserves identified in the UDP.

Delivery & Implementation

- 10.70** Mineral production primarily rests with private companies operating within planning consents granted by minerals planning authorities. The number of consents will be monitored and reported in the Annual Monitoring Report. However, should monitoring indicate that the districts supply of aggregates for the region is not being provided the Council will proactively encourage its key partners to bring forward economically and environmentally appropriate mineral extraction.
- 10.71** Reports prepared by the Yorkshire and Humber Regional Aggregates Working Party based on returns from operators, set out monitoring data for primary and secondary mineral production and reserves. This information will help to show whether sub-regional targets for aggregate production are being achieved and to evaluate the need for new mineral workings.
- 10.72** The Council considers that, whilst defining Mineral Safeguarding Areas carries no presumption that the mineral resource will be worked, MSAs nevertheless recognise that potential mineral resources are not sterilised by other development, leading to insufficient supplies for the future. Safeguarding should also help to ensure that the planning system retains the flexibility to identify sites which have the least environmental impacts.

Replaced UDP Policies

- 10.73** Policy CS16 replaces policy OL7 and OL8 of the Wakefield UDP.

⁷⁵ Minerals Planning Guidance 3: Coal Mining and Colliery Spoil Disposal, ODPM, 1999.

Delivery & Monitoring



11 Delivery & Monitoring

- 11.1** Review and monitoring are key aspects of the planning system with emphasis on delivering sustainable development and sustainable communities. They are crucial to the successful delivery of the spatial vision and spatial objectives set out in the Core Strategy. Monitoring and reviewing policies set out in LDF documents will indicate:
- what impact the policies are having in respect of national, regional and local policy targets and other specific targets set out in the LDF;
 - whether policies need adjusting or replacing because they are not working as intended; or
 - whether they need to be changed in the light of changes to national or regional policy.
- 11.2** In accordance with the Planning and Compulsory Purchase Act 2004, the Council produces an Annual Monitoring Report. This contains an assessment of LDF documents that are being prepared against the milestones set out in the Local Development Scheme, and the extent to which policies are being achieved and targets met. The Annual Monitoring Report is the main mechanism for assessing the LDF's performance and effect. As well as linking with spatial objectives and policies, indicators in the Annual Monitoring Report also link to sustainability appraisal objectives in order to identify the significant effects of implementing the policies. If, as a result of monitoring, areas are identified where a policy is not working, or key policy targets are not being met, this may give rise to a review of the Core Strategy, Development Policies document, or other parts of the LDF.
- 11.3** The Annual Monitoring Report includes an updated housing trajectory showing housing delivery in terms of net additional dwellings, within the context of past achievement and estimated future performance.
- 11.4** The following table sets out the indicators, targets, main bodies involved in delivering each policy and a broad indication of how the policy will be implemented. The spatial themes, LDF objectives and sustainability appraisal objectives are also shown to demonstrate how each policy will deliver its strand of the LDF and to indicate the link between policies and objectives. Further details of the types of indicator and sources of information are included in the Annual Monitoring Report.
- 11.5** The indicators have been developed in accordance with the national guidance on monitoring.⁽⁷⁶⁾ Where possible they are based on national core indicators or links with monitoring work being undertaken for other plans, programmes and strategies.
- 11.6** The initial indicators and targets set out in this document may be reviewed in order to take into account the development of more advanced monitoring systems, new sources of information and changes in government guidance in relation to monitoring. The indicators and targets will be reported annually unless otherwise stated, together with any updates in the Annual Monitoring Report.
- 11.7** A number of indicators depend on assessing whether a particular policy has been complied with. This assessment is carried out when determining planning applications. Development Control data recording systems are being revised to ensure that the Annual Monitoring Report can identify the success or otherwise of these policies.

Theme 1: Meeting Local Needs in Sustainable Locations

LDF Objectives:	<ol style="list-style-type: none"> 1. To ensure that all new development, activities and uses of land adhere to and promote the principles of sustainable development and enhance the quality of life for district residents. 2. To meet the needs of the district by building on its strengths and the opportunities provided through good links with the wider Leeds City Region, enabling it to play a prominent role in the creation of sustainable communities, in line with the strategy and policy framework provided by the Regional Spatial Strategy (RSS) for Yorkshire & the Humber. 3. To locate development where it will provide the opportunity for people to satisfy their day-to-day needs for employment, shopping, education, leisure, health and other services locally or in places
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76 LDF Monitoring: A Good Practice Guide, DCLG, March 2005.

Theme 1: Meeting Local Needs in Sustainable Locations

	<p>which minimise the need to travel and are accessible safely and conveniently by non-car modes of travel – walking, cycling, public transport. This will be achieved by:</p> <ol style="list-style-type: none"> concentrating most new development within urban areas, with major developments located in the largest settlements; focusing development activity in Wakefield City and other town centres, taking advantage of existing services and high levels of accessibility; allowing small scale development in local service centres, villages and rural areas which meets identified local needs or maintains the viability of local services. <ol style="list-style-type: none"> To make it easier to travel around the district and the wider Leeds City Region and to access local services and amenities using sustainable transport modes (walking, cycling, public transport), by increasing transport choice and improving public transport accessibility. To provide sufficient good quality housing of the appropriate sizes, types, tenures and affordability to meet the identified needs of the district, in line with the housing requirement of RSS, by promoting efficient use and improvement of the existing housing stock and providing new housing in sustainable locations. To create attractive, successful and accessible city and town centres by encouraging development which provides a range of services and activities which are appropriate to the function and size of the centre. To reduce the impact of development on climate change by reducing greenhouse gas emissions, notably by conserving resources, and to adapt to the potential effects of climate change by managing and reducing risks, particularly flood risk. 			
SA Objectives:	<ul style="list-style-type: none"> SA4 - Conditions and services to engender good health; SA6 - Vibrant communities to participate in decision making; SA7 - Create, enhance and provide accessibility to culture, leisure and recreation activities; SA8 - Local needs met locally; SA10 - To provide a transport network which maximises access whilst minimising detrimental impacts; SA11 - A quality built environment that protects and enhances its historic assets, and efficient land use patterns that make good use of derelict sites, minimise travel and promote balanced development; SA13 - Minimal pollution levels; SA14 - Minimal greenhouse gas emissions and a managed response to the effects of climate change; 			
Core Strategy Policy	Indicators	Targets	Delivery Agency	Implementation
CS1 – Location of Development	<ol style="list-style-type: none"> Amount of floorspace developed for employment, by type, in employment or regeneration areas Amount of floorspace by 	<ol style="list-style-type: none"> At least 95% within Urban Areas At least 40% for all types 65% Increasing proportions in city and town centres 	Developers, Wakefield MDC and partners	Proactively manage planning applications and allocation of land through the LDF

Theme 1: Meeting Local Needs in Sustainable Locations

	<p>employment type, which is on previously developed land</p> <p>3. Percentage of new and converted dwellings on previously developed land</p> <p>4. Total amount of floorspace for town centres</p> <p>5. Proportion of residential development in urban areas, local service centres, villages and other areas</p> <p>6. Number of planning permissions granted contrary to the advice of the Environment Agency on flood risk grounds</p>	<p>5. Achieved proportions by settlement type</p> <p>6. Zero</p>		
CS2 - Retail & Town Centres	<p>1. Total amount of floorspace for town centres uses</p>	<p>1. Increasing proportions in city and town centres</p>	Retailers, Local Business, Wakefield First, Town Centre Management, Wakefield MDC	Proactively manage planning applications and allocation of land through the LDF. Policy and strategy for city and town centres to be set out in Area Action Plans and Retail and Town Centres DPD
CS3 – The Scale & Distribution of Additional Housing	<p>1. Housing Trajectory</p> <p>2. Housing completions compared with indicative housing requirements for settlements</p> <p>3. Percentage of new dwellings completed at (i) less than 30 dwellings per hectare (dph); (ii)</p>	<p>1. 100% of annual housing requirement.</p> <p>2. At least 100% for each settlement over a 3 year period & 4</p> <p>3. i. at least 50 dph in Wakefield City Centre, Castleford Town Centre and Pontefract Town Centre</p>	Housebuilders, Registered Social Landlords, Wakefield District Housing, Wakefield MDC	Proactively manage planning applications, allocation of land through the LDF, grant funding and developer investment

Theme 1: Meeting Local Needs in Sustainable Locations					
	<p>between 30 and 50 dph; (iii) above 50 dph</p> <p>4. Density of dwellings on completed sites of 10 dws/0.4 ha by settlement type</p> <p>5. Five year supply of land for housing</p>	<p>ii. at least 40 dph in the rest of Wakefield, Castleford and Pontefract Town Centres</p> <p>iii. at least 30 dph in other urban areas and local service centres</p> <p>5. Have deliverable land to accommodate five times annual housing requirement</p>			
CS4 – Sustainable Transport	<p>1. Percentage of new dwellings completed (in schemes of 10 dwellings or more) which conform with the RSS Accessibility Criteria</p> <p>2. Percentage of new employment related uses (B1, B2, B8) over 1000m2 and retail uses over 2500m2 which conform with the RSS Accessibility Criteria</p>	<p>1. 100%</p> <p>2. 100%</p>	METRO, Public Transport Providers, Developers, Wakefield MDC and partners	Proactively manage planning applications, allocation of land through the LDF, public transport investment	
CS5 – Community Facilities & Services	<p>1. Number of planning permissions approved where it would result in the loss of a viable</p>	<p>1. None</p> <p>2. Increasing</p> <p>3. Increasing</p> <p>4. 100%</p>	Wakefield PCT, Mid-Yorkshire Hospitals NHS Trust, Wakefield MDC, Community	Proactively manage planning applications, direct funding from health/community facility/education	

Theme 1: Meeting Local Needs in Sustainable Locations

	community facility/service without replacement		Groups, Parish/Town Councils, Developers and other partners	providers, public transport providers
	2. Number of community facilities/services granted planning permission in local service centres and villages			
	3. Number of higher level health facilities granted planning permission in wards of highest health deprivation			
	4. Number of secondary schools with Travel Plans			

Table 4 Theme 1: Meeting Local Needs in Sustainable Locations

Theme 2: Creating Mixed and Balanced Communities

LDF Objectives:	<ol style="list-style-type: none"> To ensure that all new development, activities and uses of land adhere to and promote the principles of sustainable development and enhance the quality of life for district residents. To provide sufficient good quality housing of the appropriate sizes, types, tenures and affordability to meet the identified needs of the district, in line with the housing requirement of RSS, by promoting efficient use and improvement of the existing housing stock and providing new housing in sustainable locations. 			
SA Objectives:	<ul style="list-style-type: none"> SA1 - Good quality employment opportunities available to all. SA5 - Safety and security for people and property. 			
Core Strategy Policy	Indicators	Targets	Delivery Agency	Implementation
CS6 – Housing Mix, Affordability & Quality	<ol style="list-style-type: none"> Affordable Housing Completions Completed new dwellings by number of bedrooms and dwelling type 	<ol style="list-style-type: none"> At least 100% of HSSA Section N requirement for relevant year To match housing mix requirement set out in SHMA 	Housebuilders, Registered Social Landlords, Housing Corporation, Wakefield District Housing, other partners & Wakefield MDC	Proactively manage planning applications, housing corporation funding and developer investment
CS7 - Accommodation for Gypsies, Travellers and Travelling Showpeople	<ol style="list-style-type: none"> Meeting needs identified through regional/ sub-regional/ local surveys 	<ol style="list-style-type: none"> 100% of identified need met 	Wakefield MDC, Gypsy, Traveller & Travelling	Carrying out need assessments at regional, sub-regional and local levels. Allocation of land in Sites DPD and

Theme 2: Creating Mixed and Balanced Communities

			Showpeople groups, Yorkshire & Humber Assembly	determination of planning applications
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Table 5 Theme 2: Creating Mixed and Balanced Communities

Theme 3: Supporting a Dynamic & Efficient Local Economy

LDF Objectives:	<ol style="list-style-type: none"> 1. To ensure that all new development, activities and uses of land adhere to and promote the principles of sustainable development and enhance the quality of life for District residents. 2. To meet the needs of the district by building on its strengths and the opportunities provided through good links with the wider Leeds City Region, enabling it to play a prominent role in the creation of sustainable communities, in line with the strategy and policy framework provided by the Regional Spatial Strategy (RSS) for Yorkshire & the Humber. 4. To make it easier to travel around the district and the wider Leeds City Region and to access local services and amenities using sustainable transport modes (walking, cycling, public transport), by increasing transport choice and improving public transport accessibility. 5. To provide sufficient good quality housing of the appropriate sizes, types, tenures and affordability to meet the identified needs of the district, in line with the housing requirement of RSS, by promoting efficient use and improvement of the existing housing stock and providing new housing in sustainable locations. 7. To support the growth of a dynamic local economy which increases prosperity for all sections of the community by: <ol style="list-style-type: none"> a. encouraging investment and enterprise in the district and the development of clusters of economic activity; b. building on the competitive advantages enjoyed by the district; c. the urban renaissance of Wakefield City; d. reconnecting the Coalfield Communities in the South East; e. the urban renaissance of the Five Towns; f. encouraging the diversification of the rural economy. 			
SA Objectives:	<ul style="list-style-type: none"> • SA1 - Good quality employment opportunities available to all; • SA2 - Conditions which enable business success, economic growth and investment; • SA3 - Education and training opportunities to build skills and capacities; 			
Core Strategy Policy	Indicators	Targets	Delivery Agency	Implementation
CS8 – The Local Economy	<ol style="list-style-type: none"> 1. Amount of floorspace developed for employment by type 2. Employment land available by type 3. Total amount of floorspace for town centres 	<ol style="list-style-type: none"> 1. At least 95% within urban areas 2. Maintain 5 year supply of prime employment land based on previous 5 years take-up rates 3. Increasing proportions in city and town centres 	Developers, Wakefield MDC and partners, Wakefield <i>First</i> , Yorkshire Forward, Mid-Yorkshire Chamber of Commerce & Industry, West Yorkshire Learning & Skills Council, Wakefield College	Proactively manage planning applications and allocation of land through the LDF. Funding through West Yorkshire Investment Plan and other agencies

Theme 3: Supporting a Dynamic & Efficient Local Economy

CS9 – Transport Network	1. Person delay/congestion	1. 3.5% increase in through-put and limiting the deterioration in person journey time to 5.5% between 2005-2011	Wakefield MDC, Highways Agency, METRO, Network Rail, Rail Operators, Bus Operators	Proactively manage planning applications, allocation of land through the LDF, public transport investment
	2. Peak period rail patronage	2. Increase peak time rail patronage on local train services into Leeds by 20% to 2010/2011		

Table 6 Theme 3: Supporting a Dynamic & Efficient Local Economy

Theme 4: Creating High Quality, Distinctive & Safe Environments

LDF Objectives:	<ol style="list-style-type: none"> 1. To ensure that all new development, activities and uses of land adhere to and promote the principles of sustainable development and enhance the quality of life for district residents. 8. To provide a range of high quality, accessible cultural, recreational and leisure opportunities across the district to improve the quality of life for residents and visitors. 9. To protect and enhance the historic heritage, character and identity of the individual settlements of the district by: <ol style="list-style-type: none"> a. ensuring that the scale and location of development in each settlement is in keeping with its size, form and character; b. ensuring that the buildings and open spaces which create character are protected, maintained and enhanced; c. ensuring high quality, sustainable, design in all new development; d. retaining the Green Belt to make a clear distinction between town and country. 10. To ensure that the district's natural environment, including wildlife habitats and landscape character, is conserved and protected and that new development identifies, protects and enhances important assets. 			
SA Objectives:	<ul style="list-style-type: none"> ● SA5 - Safety and security for people and property; ● SA7 - Create, enhance and provide accessibility to culture, leisure and recreation activities; ● SA11 - A quality built environment that protects and enhances its historic assets, and efficient land use patterns that make good use of derelict sites, minimise travel and promote balanced development; ● SA13 - Minimal pollution levels; 			
Core Strategy Policy	Indicators	Targets	Delivery Agency	Implementation
CS10 – Design, Safety & Environmental Quality	1. Number of planning applications referred to CABE/Design Panels	<ol style="list-style-type: none"> 1. Increasing number per annum 2. Zero 3. 75% or higher 	English Heritage, Natural England, Environment Agency, CABE, Developers, Wakefield MDC and partners	Proactively manage applications and defining areas of protection

Theme 4: Creating High Quality, Distinctive & Safe Environments

	<p>2. Number of planning permissions granted contrary to the advice of English Heritage, West Yorkshire Archaeology Service or the Council's Conservation Officer where it is considered that the development would have a significant adverse impact upon the historic environment</p> <p>3. Percentage of residents in the district stating they feel safe in their local area after dark</p> <p>4. Change in areas & populations of biodiversity importance, including (i) change in priority habitats & species (by type); and (ii) change in areas designated for their intrinsic environmental value including sites of international, national, regional, sub-regional or local significance</p> <p>5. Quality of SSSI's in the district</p> <p>6. Number of planning applications refused on landscape grounds</p> <p>7. Amount of derelict land in the district</p> <p>8. NO2 annual average</p>	<p>4. An increase in areas and populations</p> <p>5. 95% of SSSI's to be in favourable or unfavourable recovering condition by 2010.</p> <p>6. Zero</p> <p>7. Reducing area per annum</p> <p>8. 40mg/cubic metre annual average or lower</p> <p>9. Reducing number</p> <p>10. Increasing number</p>		
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Theme 4: Creating High Quality, Distinctive & Safe Environments

	<p>concentration in designated AQMAs</p> <p>9. Number of 'sites of potential concern' within the local authority area, with respect to land contamination</p> <p>10. Number of sites for which sufficient detailed information is available to decide whether remediation of the land is necessary, as a percentage of 'sites of potential concern' BVPI</p>			
CS11 – Leisure, Recreation & Open Space	<p>1. Percentage of residents within 120m of Accessible Greenspace - comprises of Natural Areas, sports fields, church-grounds and amenity areas (not visual-only)</p> <p>2. Percentage of residents having access to woodland</p> <p>3. Facilities provided as part of new development</p>	<p>1. 70%</p> <p>2. 0% of residents more than 500m from at least one area of accessible woodland of no less than 2 ha in size</p> <p>3. Increase in provision and/or quality</p>	Sport England, The Woodland Trust, Developers, Wakefield MDC and partners	Proactively manage planning applications and allocation of land through the LDF
CS12 – Green Belt	<p>1. Extent of Green Belt</p>	<p>1. Maintain general extent of Green Belt</p>	Developers, Wakefield MDC and partners	Allocation of land through the LDF

Table 7 Theme 4: Creating High Quality, Distinctive & Safe Environments

Theme 5: Tackling Climate Change & Resource Management

LDF Objectives:	<div><div>1.</div><div>To ensure that all new development, activities and uses of land adhere to and promote the principles of sustainable development and enhance the quality of life for district residents.</div></div> <div><div>10.</div><div>To ensure that the district's natural environment, including wildlife habitats and landscape character, is conserved and protected and that new development identifies, protects and enhances important assets</div></div> <div><div>11.</div><div>To promote and maintain a clean, attractive and safe environment by reducing waste, avoiding pollution, addressing climate change including flood risk, ensuring efficient use of resources and promoting high quality design in all new development.</div></div> <div><div>12.</div><div>To reduce the impact of development on climate change by reducing greenhouse gas emissions, notably by conserving resources, and to adapt to the potential effects of climate change by managing and reducing risks, particularly flood risk.</div></div>				
SA Objectives:	<div><div>•</div><div>SA10 - To provide a transport network which maximises access whilst minimising detrimental impacts;</div></div> <div><div>•</div><div>SA11 - A quality built environment that protects and enhances its historic assets, and efficient land use patterns that make good use of derelict sites, minimise travel and promote balanced development;</div></div> <div><div>•</div><div>SA12 - A bio-diverse and attractive natural environment;</div></div> <div><div>•</div><div>SA13 - Minimal pollution levels;</div></div> <div><div>•</div><div>SA14 - Minimal greenhouse gas emissions and a managed response to the effects of climate change;</div></div> <div><div>•</div><div>SA15 - Prudent and efficient use of energy and natural resources with minimal production of waste.</div></div>				
Core Strategy Policy	Indicators	Targets	Delivery Agency	Implementation	
CS13 – Mitigating and Adapting to Climate Change & Efficient use of Resources	<div><div>1.</div><div>NO2 annual average concentration in designated AQMAs</div></div> <div><div>2.</div><div>Renewable energy capacity installed by type</div></div> <div><div>3.</div><div>Number of planning permissions granted contrary to the advice of the Environment Agency on either flood risk or water quality grounds</div></div>	<div><div>1.</div><div>40ug/cubic metre annual average or lower</div></div> <div><div>2.</div><div>10.7 Megawatts by 2010 and 40.9 Megawatts by 2021</div></div> <div><div>3.</div><div>None</div></div>	Developers, Housebuilders, Wakefield MDC and partners, Environment Agency, Yorkshire Water, Mineral and Waste operators, Renewable Energy operators	Proactively manage planning applications	
CS14 – Influencing the Demand for Travel	<div><div>1.</div><div>Amount of completed non-residential development within UCOs A, B and D complying</div></div>	<div><div>1.</div><div>100%</div></div>	Developers, Wakefield MDC and partners	Proactively manage applications, Parking Standards SPD	

Theme 5: Tackling Climate Change & Resource Management				
	with car parking standards set out in the LDF			
CS15 – Waste Management	<ol style="list-style-type: none"> 1. Capacity of new waste management facilities by type 2. Amount of municipal waste arising, and managed by management type, and the percentage each management type represents of the waste managed 	<ol style="list-style-type: none"> 1. Increasing recovery capacity by type of waste as set out in Policy CS15 2. a) reducing amount going to landfill, & b) reducing total municipal waste 	Waste operators, Yorkshire & Humber Assembly, RTAB, Wakefield MDC and partners	Proactively manage planning applications and allocation of land through the LDF
CS16 - Minerals	<ol style="list-style-type: none"> 1. Production of primary land won aggregates 2. Production of secondary/recycled aggregates 	<ol style="list-style-type: none"> 1. For primary aggregates, 5.5 million tonnes of sand and gravel and 17.8 million tonnes of crushed rock by 2016 2. 136 million tonnes of secondary aggregates by 2016 	Mineral operators, Wakefield MDC and partners	Proactively manage planning applications and allocation of land through the LDF

Table 8 Theme 5: Tackling Climate Change & Resource Management

Replaced Unitary Development Plan Policies



Appendix 1 Replaced Unitary Development Plan Policies

The policies contained in the Core Strategy will replace a number of policies which are contained in the UDP. The following table is a guide to show how policies have been replaced. In some cases, new policy areas have been introduced and some policies have been replaced by one or more new policies.

Core Strategy Policy:	Wakefield UDP Policy
Policy CS1 - Location of Development	R1, T2, I3, I7, H6
Policy CS2 - Retail and Town Centres	None
Policy CS3 - The Scale & Distribution of Additional Housing	H1, H6, H18
Policy CS4 - Sustainable Transport	T1, T2, T3, T9, T10, T12, T20
Policy CS5 - Community Facilities & Services	C1
Policy CS6 - Housing Mix, Affordability & Quality	H3
Policy CS7 - Accommodation for Gypsies, Travellers & Travelling Showpeople	None
Policy CS8 - The Local Economy	I1, I3, I7
Policy CS9 - Transport Network	T1, T3, T5, T6, T18, T19, I2
Policy CS10 - Design, Safety & Environmental Quality	E2, E5, E6, E9, E11, E12, E13, E15, E16, E63, E20, E36, E43, E52
Policy CS11 - Leisure, Recreation & Open Space	OL3
Policy CS12 - Green Belt	None
Policy CS13 - Mitigating & Adapting to Climate Change & Efficient Use of Resources	OL5, OL6, OL20
Policy CS14 - Influencing the Demand For Travel	T1, T3, T11, T12, T13, T14
Policy CS15 - Waste Management	None
Policy CS16 - Minerals	OL7, OL8

Table 9 Core Strategy Policies

The following UDP policies have not been specifically replaced by new LDF policies, as the matters are covered by planning legislation and national planning policy:

- Policies R2, E25, H5, OL17, OL21, OL22

With the adoption of the Core Strategy and the Development Policies documents the policies are no longer saved.

National, Regional & Local Policy Context



Appendix 2 National, Regional & Local Policy Context

National Planning Policy

One of the Government's main objectives is to build sustainable communities. At the heart of sustainable development is the simple idea of ensuring a better quality of life for everyone, now and for future generations. The Government has set five guiding principles for sustainable development in its UK strategy, *Securing the Future*, March 2004. These are:

- Achieving a Sustainable Economy;
- Ensuring a Strong, Healthy and Just Society;
- Promoting Good Governance;
- Living with Environmental Limits;
- Using Sound Science Responsibly.

These guiding principles have been further developed into an action plan to build successful, thriving and inclusive communities in, *Sustainable Communities: Building for the Future* (known as the 'Communities Plan'). The intention is to create communities in which people want to live and:

- are economically prosperous;
- have decent homes at a price people can afford;
- safeguard the countryside;
- enjoy a well-designed, accessible and pleasant living and working environment;
- are effectively and fairly governed with a strong sense of community.

Planning has a significant role to play in helping to create sustainable communities. Recent legislation ⁽⁷⁷⁾ requires regional and local plans to be prepared with a view to contributing to the achievement of sustainable development and this is the overriding aim of national planning policy.

The Government sets out its national planning policy aims in a series of Planning Policy Guidance Notes (PPGs) which are being replaced by Planning Policy Statements (PPSs). PPGs and PPSs provide the high level policy guidance for the preparation of LDFs. Details can be found on the Office of the Deputy Prime Minister's (ODPM) web-site at: www.communities.gov.uk

National policy ⁽⁷⁸⁾ states that planning should facilitate and promote sustainable and inclusive patterns of urban and rural development by:

- making suitable land available for development in line with economic, social and environmental objectives to improve people's quality of life;
- contributing to sustainable economic development;
- protecting and enhancing the natural and historic environment, the quality and character of the countryside, and existing communities;
- ensuring high quality development through good and inclusive design, and the efficient use of resources; and,
- ensuring that development supports existing communities and contributes to the creation of safe, sustainable, liveable and mixed communities with good access to jobs and key services for all members of the community.

The LDF will be a means of ensuring that new development in Wakefield District is sustainable and will help to build sustainable communities.

It is intended that the LDF should explain and apply, but not repeat, national planning policy. Where the LDF does not directly address a particular issue the local planning authority will rely on any relevant national policy. Relevant national planning policy is taken into account when planning applications are determined.

⁷⁷ The Planning and Compulsory Purchase Act 2004

⁷⁸ Planning Policy Statement 1: *Delivering Sustainable Development*, ODPM, 2005.

Regional Spatial Strategy

The Regional Spatial Strategy is the Yorkshire and Humber Plan, 2008 and this provides the regional policy context for the preparation of the Council's LDF. Recent legislative changes ⁽⁷⁹⁾, mean that the RSS now forms part of Wakefield's statutory development plan, alongside any saved parts of the UDP. RSS has been prepared by the Yorkshire & Humber Assembly. The strategy and policies in the LDF must generally conform to those in RSS. During the preparation of the early stages of the Core Strategy the previous RSS (Yorkshire & the Humber to 2016, issued by the First Secretary of State in December 2004) was in place.

RSS supports national planning policy guidance on creating sustainable development based around four strategic themes:

- Economic regeneration and growth
- Promoting social inclusion
- Urban and rural renaissance
- Conserving and enhancing natural resources.

It gives priority for regional regeneration initiatives and programmes to South Yorkshire and the Coalfields and includes a spatial strategy which:

- aims to concentrate development in the region's main urban areas (Wakefield city in this district);
- provides for smaller scale development in coalfield and market towns;
- gives priority to the re-use of previously developed land and buildings;
- states that new housing development in smaller towns and villages should be to meet local needs or support local services and should not increase long-distance commuting.

RSS includes the number of houses to be provided in each local authority area, the regional transport strategy, sub-regional targets for renewable energy production and waste recycling and policies on a range of topics such as climate change and sustainable construction.

RSS proposes overall regional policies providing high-level direction and providing the rationale for sub-area policies, housing requirement figures and the approach to employment land. RSS is based around the Regional Settlement Hierarchy comprising:

- Regional Cities
- Sub Regional Cities and Towns
- Principal Towns
- Local Service Centres

The policies endorse the generally accepted national approach to managing growth and change to create more sustainable communities:

- concentrating most new development in cities and major towns, transforming them into attractive, safe places where people want to live and work;
- spreading the benefits and opportunities arising from growth to excluded communities;
- enhancing natural and built assets;
- improving accessibility to housing, employment and services;
- diversifying urban and rural economies to help job creation;
- reducing greenhouse gas emissions and adapting to the impact of climate change.

Key spatial priorities include:

- transforming conditions in the older industrialised parts of the region, including West Yorkshire;
- spreading the benefits of continued growth of the Leeds economy;
- support for the rural economy and local service centres;
- improve key north-south and east-west transport connections.

79 The Planning and Compulsory Purchase Act 2004

Regional and Sub-Regional Cities (including Wakefield) will be the prime focus for housing, employment, shopping, leisure, education, health and cultural activities and facilities, whilst Principal Towns (Castleford and Pontefract in this District) will be the focus for local development and services. A smaller category of Local Service Centres is defined, although these are not identified individually in RSS. In these centres the priority will be to retain and improve services and facilities by allowing very limited development to meet local needs. In rural areas the priority is to protect and enhance settlement and landscape diversity and character and to create vibrant communities by retaining and improving services, supporting economic diversification and meeting locally generated housing need.

The Core Strategy settlement hierarchy and spatial development strategy support and conform to the proposed regional development strategy outlined above. More details about RSS, can be found on the GOYH web-site at <http://www.gos.gov.uk/goyh>

The Leeds City Region

RSS places greater emphasis on strategies and policies for different parts of the region. These sub areas are intended in particular to help in drawing up policies on the distribution of new development – economy, housing, transport – and the role of cities and towns. One of the sub areas identified is the Leeds City Region which comprises the five West Yorkshire Districts plus Barnsley in South Yorkshire, York and parts of the North Yorkshire Districts of Craven, Harrogate and Selby.

RSS envisages that the Leeds City Region will continue to be the major engine for economic growth and employment in the region. Its economic success is crucial to implementing the overall regional strategy. The sub area strategy proposes that the area takes the greatest share of new development in future, including new housing. This is in line with the overall regional strategy of concentrating most new development in the regional and sub regional cities and towns. A key aim is to make the existing urban areas more attractive places for housing. Within the Leeds City Region, it is intended that most development should take place in the south of the sub area where regeneration needs are greatest, with less in the northern part where pressures for new development, particularly housing, are strongest. There will also be a need to increase accessibility between the different centres in the sub area, necessitating significant improvements to public transport services and infrastructure.

Though sub areas will be used to develop strategy, implementation will depend on existing local structures, such as those involving the West Yorkshire Districts working together. West Yorkshire offers the greatest potential for further economic growth in the region, but growth needs to be sustainable and the benefits need to be spread more evenly to address inequalities within and between communities. To realise potential, there needs to be closer collaboration between sub regional partners to maximise competitive advantages and produce a more socially equitable and sustainable spatial balance.

Local Policy Context

As noted in the main body of the report the main local policy context for the LDF is provided by the Community Strategy which begins with a vision of Wakefield's aims and aspirations:

In 25 years time Wakefield District will be a place:

- Moving forward motivated by pride and its heritage.
- Where our people look after themselves and each other so that they are safe and healthy, having the skills and confidence to take more control over their lives.
- With places that are attractive to live, learn, work and invest in and where our diverse towns and villages work together to promote the well being of the whole of the District.
- Where together with the younger people of the District we will ensure that the work we do now will stand the test of time.

A number of key challenges were identified in *Fast Forward*⁽⁸⁰⁾ which continue to be relevant and need to be tackled if the vision is to be realised:

- *Feeling and being safer* – dealing with issues that make people feel unsafe now and starting a series of actions to tackle underlying causes;
- *Looking after ourselves* – not simply dealing with disease and infirmity but aiming to meet fundamental needs and contributing to a healthy life and a caring community;

80 Fast Forward: The Wakefield District Community Strategy 2003, Wakefield District Partnership, March 2003.

- *Developing a dynamic local economy* – encouraging investment and business growth by developing a new entrepreneurial spirit and raising and developing new skills. Supporting the development of cultural industries and service sectors, which are national growth sectors. Making it possible for town centres to undergo an urban renaissance and reconnecting coalfield communities;
- *Investing in our people* - promoting a culture of lifelong learning, encouraging continuous improvement and achievement, providing accessible and inclusive services for all and raising aspirations;
- *Improving our places* - creating and maintaining quality environments that are clean, safe, healthy, accessible and pleasant.

More details of these are given in the Community Strategy. Under each challenge a number of priorities have been identified. To ensure that progress is made on all the challenges an approach has been adopted that is based on clear principles:

- Engaging with and reflecting the needs of local communities.
- Developing cohesive communities.
- Leading to sustainable improvements.

The Community Strategy has been rolled forward and reviewed ⁽⁸¹⁾. The original vision, principles and challenges have been largely retained but priority for the next three years is 'developing knowledge communities', i.e. building up levels of skills and confidence in individuals and communities.

The priorities have been reflected in revised challenges that embrace the *Fast Forward* challenges:

- *Safer and Stronger Communities* - dealing with issues relating anti social behaviour, neighbourhoods, domestic abuse, young people involved in crime, and supporting families and strengthening communities;
- *Healthier Communities* - working to improve health and life expectancy, and reduce health inequalities;
- *Skills and Enterprise* - bringing more people into employment, improving skills, and building a more entrepreneurial district.

Cross Cutting Challenges:

- *Voluntary and Community Sector* - working to increase the capacity and involvement in delivery;
- *Children and Young People* - working to improve their well being;
- *Culture* - putting culture at the heart of social and economic regeneration, encouraging and developing sport.

The Council entered into a Local Area Agreement in April 2006 which focuses on Families and Neighbourhoods and is the main delivery plan for the revised Community Strategy. The Agreement includes 21 key improvements to be achieved over the next 3 years. These include:-

- increasing business formation in the district;
- increasing educational attainment;
- increasing employment;
- reducing domestic violence;
- reducing homelessness.

Aspects of the vision, particularly creating a dynamic local economy, achieving attractive environments, improving the quality of housing, improving accessibility and increasing the range of services available locally, have a spatial dimension (i.e. they take a different form in different parts of the district) which the LDF can help deliver. A number of priorities for action to meet the Community Strategy challenges are proposed. These are being co-ordinated by the Wakefield District Partnership through a Local Area Agreement, to ensure a framework is in place to secure funding and deliver the necessary action.

Different parts of the District have distinctive characteristics and different needs and aspirations which should be reflected in the actions proposed. The priorities set out under the challenge of 'developing a dynamic local economy' recognise the need to develop co-ordinated approaches at a sub-district level based around regeneration:

- **The Urban Renaissance of Wakefield City**

81 Developing Knowledge Communities: The Wakefield District Community Strategy 2006, Wakefield District Partnership, March 2007.

Look to transform the city centre as part of the urban renaissance project turning the city into a more attractive and accessible centre. Culturally focused projects at the Wakefield Waterfront, Marsh Way (Trinity Walk) and Westgate and the creation of public spaces in the centre will be components of the redevelopment.

- **The Five Towns Initiative**

We will develop a strong urban renaissance vision linked to new developments at Castleford and use the motorway as a catalyst for development and investment to promote growth in cultural, environmental and manufacturing industries in the Five Towns.

- **Reconnecting the Coalfield Communities in the South East**

The major efforts already being undertaken will be continued to deal with the difficult problems in the South East. This will include neighbourhood renewal and reversing a process of abandonment of some housing areas, improving accessibility and tackling low skills and educational attainment together in an integrated regeneration programme.

The LDF vision, objectives, strategy and policies need to be closely linked to the vision, challenges and priorities identified in Community Strategy. The table in Appendix 3 shows how the objectives for the Core Strategy link to the Community Strategy, current and previous RSS and the Government's guiding principles for sustainable development. This demonstrates that the LDF Core Strategy is clearly rooted in and conforms with higher level strategies and objectives.

Other Strategies

The LDF will also need to take account of the spatial implications of other plans, strategies and programmes at regional, sub-regional and local level. In turn, the LDF should influence future reviews of these documents. They include:

Regional –

- *Advancing Together* – the overarching regional strategy document
- Regional Sustainable Development Strategy
- Yorkshire & the Humber Regional Housing Strategy 2005-2021
- Yorkshire & the Humber Regional Economic Strategy 2006-2015
- The Yorkshire and The Humber Rural Framework 2006
- The Regional Freight Strategy (Freight and Logistics Intelligence for the Regional Transport Strategy) 2005
- Lets Take it from the Tip: Yorkshire & Humber Regional Waste Strategy 2003

Sub Regional –

- West Yorkshire Investment Plan
- West Yorkshire Local Transport Plan 2006-2011
- West Yorkshire Bus Strategy 2006-2011
- West Yorkshire Rail Plan 6 2006-2011
- West Yorkshire Strategic Economic Assessment 2006
- Leeds City Region Development Programme 2006
- Leeds City Region Transport Vision 2006

Local –

- Knowledge Communities: The Wakefield District Community Strategy 2006 Review
- Wakefield Council Corporate Plan
- Wakefield District Housing Strategy 2004-2008
- Regenerating the Wakefield District Strategy Report 2003-2006
- Economic Regeneration Strategy for the Wakefield District 2007-2015
- Strategic Flood Risk Assessment
- Calder Catchment Flood Management Plan (Environment Agency)
- Aire Catchment Flood Management Plan (Environment Agency)

- Wakefield District Greenspace Strategy 2004-2009
- Wakefield District Tree and Woodland Strategy 2004-2009
- Wakefield District Sport and Active Lifestyle Strategy 2007-2012
- A Playing Pitch Plan for Wakefield District 2005-2015
- Wakefield District's Cultural Strategy 2007 - 2012
- Wakefield District Community Safety Strategy 2005-2008
- *Safe, Supported, Fulfilled: Wakefield Children and Young People's Plan* 2006-2009
- Wakefield Play Strategy
- Wakefield District Local Bio-diversity Report
- Wakefield Transport Strategy 2007
- Wakefield Cycling Strategy 2002
- Wakefield Parking Strategy 2006
- Wakefield District Rights of Way Improvement Plan
- Strategy for the Management of Municipal Waste in Wakefield
- Castleford Town Centre Strategy 2002-2012
- Getting Connected: Wakefield – A Strategic Framework for the District 2005.
- Getting Connected: Wakefield – Developing the Vision 2005.
- Five Towns Strategic Development Framework 2005
- The Green Corridor Strategic Framework and Spatial Plan 2005.
- Wakefield and District Housing strategy and programmes
- Waste Public Finance Initiative
- Street Lighting
- Neighbourhood Action and Enforcement
- Parish Plans

Links to Higher Level Strategies



Appendix 3 Links to Higher Level Strategies

Government's Sustainable Development Guiding Principles	Regional Spatial Strategy Core Approach Headlines	Previous Regional Spatial Strategy Themes	Community Strategy Challenges - <i>Fast Forward</i>	Community Strategy Review Challenges - <i>Developing Knowledge Communities</i>	LDF Core Strategy Objectives	LDF Strategic Themes
Achieving a Sustainable Economy	Diversify urban and rural economies	Economic regeneration and growth	We are part of a dynamic local economy	Skills, Enterprise and Work	1. To ensure that all new development, activities and uses of land adhere to and promote the principles of sustainable development and enhance the quality of life for District residents. 2. To meet the needs of the District by building on its strengths and the opportunities provided through good links with the wider Leeds City Region, enabling it to play a prominent role in the creation of sustainable communities, in line with the strategy and policy framework provided by the Regional Spatial Strategy for Yorkshire & the Humber.	Meeting Local Needs in Sustainable Locations
	Reverse dispersal from cities and major towns	Urban and rural renaissance				Supporting a Dynamic and Efficient Local Economy
	Transform cities and major towns as attractive places to live, work and invest					
	Support roles of market towns					
	Improve accessibility and increase use of public transport				3. To locate development where it will provide the opportunity for people to satisfy their day-to-day needs for employment, shopping, education, leisure, health and other services locally or in places which	Meeting Local Needs in Sustainable Locations

Government's Sustainable Development Guiding Principles	Regional Spatial Strategy Core Approach Headlines	Previous Regional Spatial Strategy Themes	Community Strategy Challenges - Fast Forward	Community Strategy Review Challenges - Developing Knowledge Communities	LDF Core Strategy Objectives	LDF Strategic Themes
					<p>minimise the need to travel and are accessible safely and conveniently by non-car modes of travel – walking, cycling, public transport. This will be achieved by:</p> <p>a) concentrating most new development within urban areas, with major developments located in the largest settlements;</p> <p>b) focusing development activity in Wakefield city and other town centres, taking advantage of existing services and high levels of accessibility;</p> <p>c) allowing small scale development in local service centres, villages and rural areas which meets identified local needs or maintains the viability of local services.</p>	<p>Meeting Local Needs in Sustainable Locations</p>
					<p>6. To create attractive, successful and accessible city and town centres by encouraging development which provides a range of services and activities which</p>	

Government's Sustainable Development Guiding Principles	Regional Spatial Strategy Core Approach Headlines	Previous Regional Spatial Strategy Themes	Community Strategy Challenges - <i>Fast Forward</i>	Community Strategy Review Challenges - <i>Developing Knowledge Communities</i>	LDF Core Strategy Objectives	LDF Strategic Themes
					are appropriate to the function and size of the centre.	
					<p>7. To support the growth of a dynamic local economy which increases prosperity for all sections of the community by:</p> <p>a) encouraging investment and enterprise in the District and the development of clusters of economic activity;</p> <p>b) building on the competitive advantages enjoyed by the District;</p> <p>c) the urban renaissance of Wakefield City;</p> <p>d) reconnecting the Coalfield Communities in the South East;</p> <p>e) the urban renaissance of the Five Towns;</p> <p>f) encouraging the diversification of the rural economy.</p>	Supporting a Dynamic and Efficient Local Economy

Government's Sustainable Development Guiding Principles	Regional Spatial Strategy Core Approach Headlines	Previous Regional Spatial Strategy Themes	Community Strategy Challenges - Fast Forward	Community Strategy Review Challenges - Developing Knowledge Communities	LDF Core Strategy Objectives	LDF Strategic Themes
Ensuring a Strong, Healthy and Just Society	Focus development and investment to connect better with excluded communities and areas requiring regeneration	Promoting Social Inclusion	We are safe and feel safer	Safer and Stronger Communities	1. To ensure that all new development, activities and uses of land adhere to and promote the principles of sustainable development and enhance the quality of life for District residents.	Creating Mixed and Balanced Communities
Promoting Good Governance	Improve accessibility and increase use of public transport		We are healthy and look after ourselves	Healthier Communities		Creating High Quality, Distinctive and Safe Environments
			We are skilful and confident by investing in our people	Skills, Enterprise and Work Voluntary and Community Sector Children and Young People Culture	4. To make it easier to travel around the District and the wider Leeds City Region and to access local services and amenities using sustainable transport modes (walking, cycling, public transport), by increasing transport choice and improving public transport accessibility.	Meeting Local Needs in Sustainable Locations Supporting a Dynamic and Efficient Local Economy
					5. To provide sufficient good quality housing of the appropriate sizes, types, tenures and affordability to meet the identified needs of the District, in line with the housing requirement of the RSS, by promoting efficient use and improvement of the existing housing stock and providing new housing in sustainable locations.	Meeting Local Needs in Sustainable Locations Creating Mixed and Balanced Communities Supporting a Dynamic and Efficient Local Economy

Government's Sustainable Development Guiding Principles	Regional Spatial Strategy Core Approach Headlines	Previous Regional Spatial Strategy Themes	Community Strategy Challenges - <i>Fast Forward</i>	Community Strategy Review Challenges - <i>Developing Knowledge Communities</i>	LDF Core Strategy Objectives	LDF Strategic Themes
					8. To provide a range of high quality, accessible cultural, recreational and leisure opportunities across the District to improve the quality of life for residents and visitors.	Creating High Quality, Distinctive and Safe Environments
Living Within Environmental Limits	Raise environmental quality and respond to climate change	Conserving and enhancing natural resources	We live in attractive environments by improving our places	Safer and Stronger Communities Healthier Communities	1. To ensure that all new development, activities and uses of land adhere to and promote the principles of sustainable development and enhance the quality of life for District residents.	Tackling Climate Change and Resource Management
Using Sound Science Responsibly	Maintain strategic Greenbelts				9. To protect and enhance the historic heritage, character and identity of the individual settlements of the District by: a) ensuring that the scale and location of development in each settlement is in keeping with its size, form and character; b) ensuring that the buildings and open spaces which create character are protected, maintained and enhanced;	Creating High Quality, Distinctive and Safe Environments

Government's Sustainable Development Guiding Principles	Regional Spatial Strategy Core Approach Headlines	Previous Regional Spatial Strategy Themes	Community Strategy Challenges - Fast Forward	Community Strategy Review Challenges - Developing Knowledge Communities	LDF Core Strategy Objectives	LDF Strategic Themes
					<p>c) ensuring high quality, sustainable, design in all new development;</p> <p>d) retaining the Green Belt to make a clear distinction between town and country.</p> <p>12. To reduce the impact of development on climate change by reducing greenhouse gas emissions, notably by conserving resources, and to adapt to the potential effects of climate change by managing and reducing risks, particularly flood risk.</p>	

Government's Sustainable Development Guiding Principles	Regional Spatial Strategy Core Approach Headlines	Previous Regional Spatial Strategy Themes	Community Strategy Challenges - <i>Fast Forward</i>	Community Strategy Review Challenges - <i>Developing Knowledge Communities</i>	LDF Core Strategy Objectives	LDF Strategic Themes
					<p>10. To ensure that the District's natural environment, including wildlife habitats and landscape character, is conserved and protected and that new development identifies, protects and enhances important assets.</p> <p>11. To promote and maintain a clean, attractive and safe environment by reducing waste, avoiding pollution, addressing climate change including flood risk, ensuring efficient use of resources and promoting high quality design in all new development.</p> <p>12. To reduce the impact of development on climate change by reducing greenhouse gas emissions, notably by conserving resources, and to adapt to the potential effects of climate change by managing and reducing risks, particularly flood risk.</p>	Tackling Climate Change and Resource Management

Table 10 Links to Higher Level Strategies

Settlement Appraisal



Appendix 4 Settlement Appraisal

Sources of Guidance

Planning Policy Statement 3: Housing

Planning Policy Statement 3 states that the focus for additional housing should be existing towns and cities and that when identifying sites to be allocated for housing highest priority should be given to previously developed land and buildings in 'urban' areas. 'Villages' will only be suitable locations to accommodate significant additional housing where it can be demonstrated that the housing will support local services which would become unviable without some modest growth or additional houses are needed to meet local needs, such as affordable housing.

Planning Policy Statement 7: Sustainable Development in Rural Areas

Planning Policy Statement 7 states that away from larger urban areas, most new development should be focused in or near to 'local service centres' where employment, housing (including affordable housing), services and other facilities can be provided close together. These centres should be identified in the LDF as the preferred location for such development. The LDF should also set out policies for allowing some limited development in, or next to, rural settlements that are not designated as local service centres, in order to meet local business and community needs and to maintain the vitality of these communities.

RSS

Based on a Regional Settlement Study, RSS defines a settlement hierarchy of 'Regional Cities', 'Sub Regional Cities and Towns', 'Principal Towns' and 'Local Service Centres'. Regional Cities and Sub Regional Cities and Towns should be the prime focus of development. Principal Towns should be the main local focus of development and Local Service Centres should provide local services and facilities to meet the needs of surrounding rural areas.

This guidance has been used alongside the Council's settlement appraisal to identify a settlement hierarchy that will deliver the RSS Core Approach of focusing development in the larger urban areas and reflects the characteristics and needs of settlements in the district. Information on the Core Strategy settlement hierarchy and the spatial development strategy is set out in Chapter 5.

Settlement Appraisal

Notes:			
U. Minimum services half hourly peak-time and hourly off-peak.			

Glossary of Terms



Appendix 5 Glossary of Terms

Term/Acronym	Definition
Air Quality Management Area	Designated under Environmental Act 1995 as areas where local authorities are required to prepare action plans to enable them to achieve national air quality objectives.
Annual Monitoring Report	Part of the Local Development Framework which the Council is required to prepare annually showing progress in preparing Local Development Documents compared to targets in the Local Development Scheme, and monitoring the implementation and effectiveness of its policies and proposals in Local Development documents.
Area Action Plan	Area action plans should be used to provide the planning framework for areas where significant change or conservation is needed. They should identify the distribution of uses and their inter-relationships, including specific site allocations, and set the timetable for the implementation of the proposals.
Community Strategy	The plan which Local Strategic Partnerships are required to prepare for improving the economic, environmental and social well being of local areas and by which Councils are expected to co-ordinate the actions of the public, private, voluntary and community organisations that operate locally. Wakefield's Community Strategy is called 'Fast Forward' and has been subject to partial review entitled 'Knowledge Communities: The Wakefield District Community Strategy 2006 Review'.
Core Strategy	A Development Plan Document setting out the spatial vision and objectives of the planning framework for an area.
Department for Environment, Food and Rural Affairs (DEFRA)	The government department responsible for animal health & welfare, environmental protection, exports & trade, farming, marine & fisheries, food & drink, horticulture, plants & seeds, research & analysis, rural affairs, sustainable development and wildlife & countryside.
Department for Communities & Local Government (DCLG) [formerly Office of the Deputy Prime Minister (ODPM), Department of Environment, Transport and the Regions (DETR), or Department of the Environment (DOE)]	The government department responsible for local and regional government, housing, planning, regeneration, social exclusion and neighbourhood renewal. It works with other Government departments, local councils, businesses, the voluntary sector, and communities themselves to help create sustainable communities.
Development Plan	The statutory plan setting out the local planning authority's policies and proposals for the development and use of land and buildings in the authority's area. In Wakefield the current plan is the Unitary Development Plan First Alteration, which is being replaced by the Local Development Framework.
Development Plan Document	A Local Development Document which forms part of the statutory development plan, including the Core Strategy, Proposals Maps and Area Action Plans.
Environment Agency	Public body charged with protecting and improving the environment in England and Wales. Aims to make sure that air, land and water are looked after to help achieve sustainable development and ensure that future generations inherit a cleaner, healthier environment.
Government Office for Yorkshire & the Humber (GOYH)	Represents Central Government in the region and aims to work with regional partners and local people to increase the prosperity of the region, promote sustainable development and tackle social exclusion.

Term/Acronym	Definition
Highways Agency	Executive agency of the Department for Transport which manages and maintains the motorway and trunk road network in England.
Inset Map	May form part of the adopted Proposals Map probably at a more detailed scale than the rest of the map. Proposals for area action plans may be shown on inset maps.
Key Diagram	May be used to illustrate the broad strategy for the area, including locations for change or strategic development, major transportation issues, and main patterns of movement and constraints. It provides the means to show links and relationships with other strategies and with the plans of neighbouring areas.
Leeds City Region	The sub-area comprising Barnsley, Bradford, Calderdale, Craven, Harrogate, Kinglees, Leeds, Selby, Wakefield and York local authorities, for which specific policies are included in the Regional Spatial Strategy.
Local Development Document	Comprising two main types, Development Plan Documents, which will form part of the statutory development plan, and Supplementary Planning Documents, which do not. Together LDDs form the main part of the Local Development Framework.
Local Development Framework (LDF)	A portfolio of Local Development Documents which sets out the planning policy framework for the District. It also includes the Local Development Scheme, the Statement of Community Involvement and the Annual Monitoring Report.
Local Development Scheme	A three year project plan setting out the Council's programme for the preparation of Local Development Documents, reviewed annually in the light of the Annual Monitoring Report.
Local Government Yorkshire and the Humber (LGYH) [formerly Yorkshire & Humber Assembly]	Acts as the Regional Planning Body and strategic regional partnership for the Yorkshire & the Humber region. One of its tasks is to prepare the Regional Spatial Strategy on behalf of the Secretary of State.
Local Strategic Partnership	Umbrella organisation which aims to improve the quality of life and governance in a particular locality. Partnerships seek to align and co-ordinate services and priorities to meet the needs and aspirations of those who use them. The Wakefield District Partnership is responsible for producing the Community Strategy.
Local Transport Plan	The West Yorkshire Local Transport Plan is the statutory long-term transport strategy for the county and five year action plan which is used by the Department for Transport (DfT) to allocate funds for local transport improvements. Prepared by a partnership of the five West Yorkshire local authorities and Metro.
Natural England	Formed by bringing together English Nature, the Countryside Agency and the Rural Development Service. Aims to conserve and enhance the natural environment for its intrinsic value, the wellbeing and enjoyment of people and the economic prosperity that it brings.
Northern Way	A strategy to promote regeneration and growth in the three northern English regions (the North East, North West and Yorkshire and the Humber).
Planning Policy Guidance	Guidance produced by central Government setting out its policies on specific planning topics. Being updated and replaced by Planning Policy Statements.
Planning Policy Statement	Statements produced by central Government setting out its policies on specific planning topics. Regional Spatial Strategies and Local Development Frameworks must take account of and conform to national planning policy.

Term/Acronym	Definition
Proposals Map	A map, illustrating clearly on an Ordnance Survey or similar base the spatial extent of policies and proposals, must be prepared and maintained to accompany all Development Plan Documents. This may contain inset maps, where necessary.
Protected Area of Search for Long Term Development	A term used in the Wakefield Unitary Development Plan First Alteration and the Local Development Framework to denote areas to be safeguarded for possible long term development beyond the period of the current plan.
Regional Aggregates Working Party	Partnership of members of mineral planning authorities (including Wakefield), the aggregates industry and Government, set up to prepare guidelines on the provision of aggregates in the Region.
Regional Development Agency	Government agencies set up to co-ordinate regional economic development and regeneration, enable the English regions to improve their relative competitiveness and reduce imbalances within and between regions. Yorkshire Forward is the RDA for Yorkshire & the Humber.
Regional Economic Strategy	A 10-year plan that provides a framework of common priorities for businesses, public agencies, voluntary groups and communities in the region to focus their investment. It highlights a number of strategic objectives, themes and priority actions for the region and is co-ordinated by Yorkshire Forward.
Regional Housing Strategy	Produced by the Regional Housing Board, the RHS sets out priorities for housing in the region and includes a Regional Investment Plan for funding housing initiatives and interventions.
Regional Planning Body	Body charged with preparing and monitoring a draft of the Regional Spatial Strategy for the region.
Regional Planning Guidance	Non-statutory guidance prepared by the Regional Planning Body and issued by the Secretary of State. Now replaced by the Regional Spatial Strategy.
Regional Spatial Strategy (RSS)	The statutory replacement for Regional Planning Guidance prepared by the Regional Planning Body and issued by the Secretary of State. It forms part of Wakefield's statutory development plan and provides a spatial framework to inform the preparation of Local Development Documents, the Local Transport Plan and regional and sub regional strategies and programmes that have a bearing on land-use activities
Regional Sustainable Development Framework	A strategic framework which provides the context for regional activity, and sets targets and indicators, identifies necessary regional action and sets out a mechanism for sustainability appraisal.
Regional Technical Advisory Body	The body which gives impartial technical advice on waste management and disposal issues.
Regional Transport Strategy	Sets out the policies and investment priorities for transport in the region. Forms part of the Regional Spatial Strategy.
Saved Policy / Proposal	A policy or proposal in a current Unitary Development Plan (or Local Plan) which is automatically retained for three years from commencement of Part 2 of the Planning & Compulsory Purchase Act 2004 i.e. until 28th September 2007. Policies and proposals can be saved for longer with the agreement of the Secretary of State.

Term/Acronym	Definition
Special Policy Area	A term used in the Wakefield Unitary Development Plan First Alteration and the Local Development Framework to denote areas proposed for mixed use development where special policy considerations will apply to achieve the desired outcome.
Statement of Community Involvement	Sets out the Council's vision and strategy for the standards to be achieved in involving the community and stakeholders in the preparation of all Local Development Documents and in decisions on planning applications.
Strategic Environmental Assessment	All major strategies and plans, including Local Development Documents, must be subject to the requirements of the European Union Directive on Strategic Environmental Assessment. Environmental impacts have to be assessed and monitored and necessary mitigation measures identified. (See also Sustainability Appraisal).
Strategic Flood Risk Assessment	An assessment of the risk of flooding within a defined area, usually a local authority area or river basin, carried out for strategic planning purposes.
Supplementary Planning Document	A Local Development Document which is part of the Local Development Framework but does not form part of the statutory development plan. Supplementary Planning Documents elaborate upon policies and proposals in a Development Plan Document or the saved Unitary Development Plan and include development briefs and guidance documents.
Supplementary Planning Guidance	Guidance which elaborates upon policies and proposals in the Unitary Development Plan. SPG can not be 'saved' but can still be relevant if related to a policy or proposal in a saved plan or a Development Plan Document. SPG will need to be replaced by an appropriate Supplementary Planning Document.
Sustainable Development	Activity which achieves mutually reinforcing economic, social and environmental benefits without compromising the needs of future generations.
Sustainability Appraisal	The process of assessing and weighing the economic, social and environmental costs and benefits of development proposals, both individually and collectively. (See also Strategic Environmental Assessment). All Local Development documents must be subject to SA prior to submission and adoption.
Unitary Development Plan (UDP) First Alteration	The statutory development plan for the district adopted by the Council in January 2003 which forms the basis for determining planning applications. Its policies and proposals will be 'saved' for at least three years. Its policies and proposals will be replaced eventually by new Development Plan Documents.
Yorkshire Bus Initiative	A partnership between the West Yorkshire LTP Partnership, bus operators, South Yorkshire authorities and the City of York Council which aims to improve infrastructure, vehicles and priorities on the core bus network and to address accessibility to bus services.
Yorkshire Forward	The regional development agency (RDA) responsible for the sustainable economic development and regeneration of the Yorkshire & the Humber region.
Yorkshire & Humber Assembly [renamed Local Government Yorkshire and the Humber (LGYH)]	Acts as the Regional Planning Body and strategic regional partnership for the Yorkshire & the Humber region. One of its tasks is to prepare the Regional Spatial Strategy on behalf of the Secretary of State.

Table 11

