



Core Strategy Issues and Options

November 2008



Consultation Arrangements

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Consultation Arrangements

Document Structure

Throughout the Core Strategy Issues and Options paper you will note a number of questions are posed. These questions have been provided to stimulate debate and thought. Whilst responses to the questions will be welcomed this does not preclude you making comments on any part of the document.

How to Comment

Consultation upon the Core Strategy Issues and Options commences at **9am 17th November 2008** until **5pm Friday 2nd January 2009**. Calderdale Council welcomes your comments on this Core Strategy Issues and Options Consultation. Comments can either be completed on-line via the councils website.

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1 Introduction

The New Planning System

What is a Local Development Framework (LDF)?

1.1 With the implementation of the Planning and Compulsory Purchase Act (2004) the Government fundamentally changed the planning system. The former Unitary Development Plans (UDPs) are to be re-placed by new Local Development Frameworks (LDF) . This will essentially be a folder containing a number of planning documents covering a range of subjects, which can be updated individually. The Government's intention is that individual documents can be updated more speedily in response to changing circumstances than the previous Unitary Development Plan style of development plans. The Replacement Calderdale Unitary Development Plan (RCUDP) adopted in August 2006 will be gradually replaced over the next few years by a series of planning documents within the new LDF.

What is a Core Strategy?

1.2 The Core Strategy is the key plan within the new LDF. It will set the scene for the future, provide planning policies, guidance and strategic site allocations for new development, whilst protecting the environment, addressing climate change and the myriad of infrastructure, economic, environmental and social factors that help shape a place. The Government has set down the main requirements of a Core Strategy which are:

- An overall vision which sets out how the area and the places within it should develop
- Strategic Objectives for the area focusing on the key issues to be addressed
- A delivery strategy for achieving these objectives
- Clear arrangements for managing and monitoring the delivery of the strategy

1.3 Documents prepared for the LDF can either be Development Plan Documents (DPDs) or Supplementary Planning Documents (SPDs). The former are documents that must go through the full scrutiny of the examination in public process overseen by an independent planning inspector whilst the latter do not have to go through this process. High level documents like the Core Strategy and other important documents such as those that allocate land must be prepared as DPDs.

1.4 Once a Core Strategy has been adopted other planning documents must be in conformity with it. In the case of Calderdale the next document to be produced will be the Land Allocations and Designations Development Plan Document (DPD). This will concentrate on the non-strategic land allocations whilst the strategic land allocations will be allocated in the Core Strategy. In order to optimise the use of resources the evidence gathering work for both of these documents is being undertaken at the same time.

Why prepare an Issues and Options Paper?

1.5 The purpose of this Issues and Options document is to encourage responses to key issues and opportunities which affect the development of Calderdale. These issues need to be raised from the start of the process of preparing the Core Strategy.

1.6 At this stage of the process the key issues must be considered at a high strategic level looking at the factors which affect the district now and also which may affect the district over the coming 15 years or so. They partially arise out of the evidence gathering exercises to date and the options for tackling these issues will be refined as these exercises are completed and further evidence gathered. Additionally matters raised through consultation exercises, such as this first one specifically geared to the issues and options for the Core Strategy, will inform the options to be pursued at later stages of the plan making process.

National Planning Policy

1.7 National policy is set out in the Government’s Planning Policy Statements (PPSs), which are gradually replacing the former Planning Policy Guidance notes (PPGs). The Core Strategy will provide a local interpretation of these policy statements.

1.8 PPS1: Delivering sustainable development, sets out the Government's overarching planning policies on the delivery of sustainable development through the planning system. The key principles from this document which are relevant to the Core Strategy are;

- Development plans should ensure sustainable development is pursued in an integrated manner;
- A spatial planning approach should be at the heart of planning for sustainable development
- High quality inclusive design of developments and individual buildings;
- Development plans should contain clear, comprehensive and inclusive access policies both in terms of location and and external physical access; and
- Community involvement is an essential element in delivering sustainable development and creating sustainable and safe communities.

Regional Spatial Strategy

1.9 The 2008 Yorkshire and Humber Regional Spatial Strategy (RSS) provides the regional framework within which local authorities must produce their LDFs. The RSS also forms part of the statutory development plan for the district and as such forms an integral part of Calderdale's planning framework.

1.10 A key feature of the RSS is that it provides a Core Approach, housing requirements and targets for job growth. These key issues are highlighted below.

Table 1 Regional Spatial Strategy Calderdale Key Requirements

Requirement	
Core approach	<ul style="list-style-type: none"> • Halifax is identified as a Sub Regional Town meaning it should be the prime focus for housing, employment, shopping, leisure, education, health and cultural activities and facilities within the district. • Brighouse is Calderdale's only Principal Town meaning it should be the main local focus for housing, employment, shopping, leisure, education, health and cultural activities and facilities within the district.
Housing completions (Net)	670 per annum (2008-2026)
Annual job growth	610 new jobs per annum

1.11 In addition to the RSS Calderdale is also set within Leeds City Region and due to its location is also heavily influenced by Manchester City Region. The Core Strategy needs to take advantage of the growth agendas proposed by both city regions for the benefit of Calderdale.

Sustainability Appraisal

1.12 The Core Strategy will be subject to a Sustainability Appraisal (SA). The purpose of the SA is to identify and report on the likely significant social, economic, and environmental impacts of the plan throughout its preparation, so that decisions can be made that accord with the objectives of sustainable development.

1.13 Similarly, the EU require that any plan or programme that may have significant effects on the environment to be formally assessed by a Strategic Environmental Assessment (SEA). However, in order to reduce duplication,

1 . Introduction



government guidance recommends that the SA and SEA are carried out in one single appraisal process. Therefore, the term 'Sustainability Appraisal' refers to both the SA and SEA.

1.14 The Council prepared a generic SA Scoping Report in early 2007, and issued this for consultation with statutory consultees and local sustainability groups. The scoping report has been updated, and will be re-issued for consultation, again to the statutory consultees and local interest groups. In addition, the report will be placed on the Council's consultation portal enabling any other interested parties to comment.

2 Issues for Calderdale

Introduction

2.1 The issues for Calderdale have been identified using a wide range of data sources, plans, strategies and programmes within the district as well as regionally and nationally. The key issues have been aligned to the Calderdale Sustainable Community Strategy (SCS), Calderdale Forward, and the Calderdale Local Area Agreement (LAA). The SCS and LAA have been developed into six key themes which are addressed in this chapter. The themes are;

- Economy and Enterprise
- Environment
- Healthier Communities
- Safer and Stronger Communities
- Older People
- Children and Young People.

2.2 The LDF Core Strategy will have the greatest influence upon achieving ambitions and key priorities within the SCS and LAA within the Economy and Enterprise and Environment themes. However it is also important to note that whilst the impact of the LDF will not be as great in the other themes there are still important issues which the LDF can help to address.

Calderdale in Context

2.3 Calderdale is a Metropolitan Authority located within West Yorkshire at the heart of the north of England. It lies within the Leeds City region and next to the Manchester City Region. Within 1 hour drive of the boundary of the district lie not only Leeds, and Bradford together with the towns of Greater Manchester, but Liverpool, Preston, Sheffield and York and a population of more than 5 million people. The Peak District and Yorkshire Dales National Parks are also within 1 hours drive

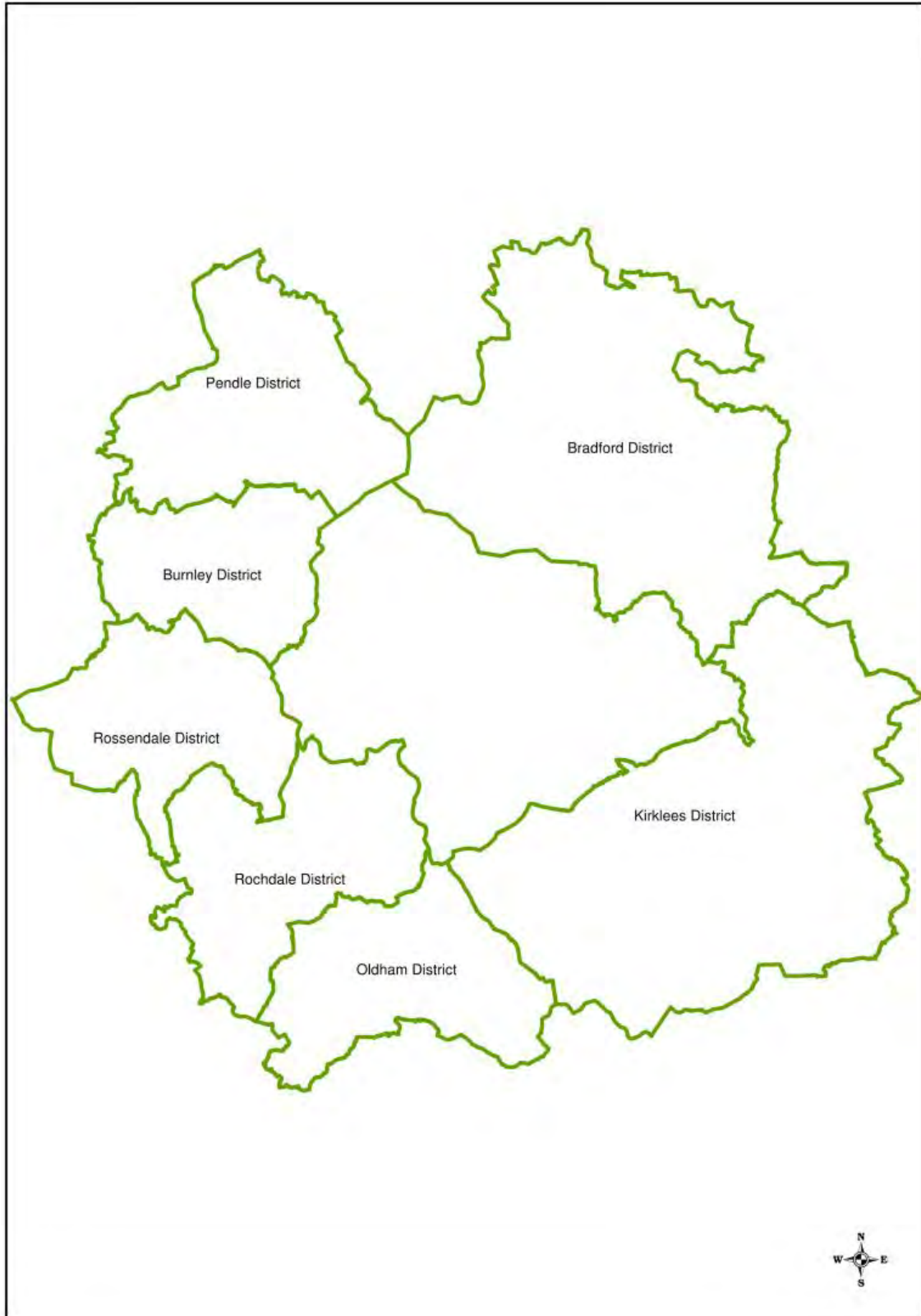
2.4 The two major economic drivers of the Greater Manchester and Leeds City Region economies help to sustain and drive forward Calderdale's own economy and social fabric and Calderdale makes its own distinctive contribution with the headquarters of the Halifax Bank of Scotland located in Halifax, which other than the Council itself is easily the district's largest employer.

2.5 Calderdale is the sixth largest of the 36 metropolitan boroughs in terms of land area (363sq km), yet the seventh smallest in terms of population 200,100 (2007 mid-year estimate). Despite having Metropolitan status the District is largely rural in character with over 85% being outside urban boundaries. Halifax is the main town which with the contiguous Sowerby Bridge covers nearly 2000ha or about 5% of the District and contains well over half the population (120,000).

2.6 The older population (65+) is projected to grow quite rapidly, with a sharp growth in numbers aged 65-74 and growth in the 85+ group of about 2% per annum. The number of under 15's is projected to decline over the next 10 years.

2.7 The non-white ethnic population was 8.9% of the total in 2005, slightly below the national average. Their age profile is young, with almost 1 in 3 being under 16 years old (compared to under 1 in 5 of the white population). Most non-white residents are of Pakistani/Kashmiri origin, living mainly in one area of Halifax, with small numbers living in Elland and Todmorden.

Figure 1 Neighbouring Local Authority Boundaries



2.8 The settlement pattern is largely influenced by the geography and the district's history. Towns follow the River Calder and its tributaries and are largely sited at ancient crossing points. The Caldervale railway line follows the valley of the River Calder and additionally has a link through Halifax to Bradford and Leeds. The M62 Motorway runs along the watershed between the Calder and Colne Valleys on the southern boundary of the district.

2.9 Over the last 200 years the economy of the district was largely focussed on textiles (carpets and woollen mill) with some cotton in the west at Todmorden. Large mill buildings acted as the focus for industrialisation (such as the Dean Clough Complex and Holdsworth Mills in Halifax).

LDF Evidence Base

2.10 It is essential that the documents which make up the LDF are based upon an up to date and reliable evidence base. The Council is undertaking research and has commissioned a number of technical studies which once complete will provide additional information and highlight further issues for the LDF to address. These issues and further information will be addressed later in the LDF process.

2.11 The following table shows the evidence which is currently being undertaken and its current progress.

Table 2 Calderdale LDF Evidence Base

Document	Progress
Employment Land Review	Final document anticipated December 2008
Strategic Flood Risk Assessment	Final document anticipated December 2008
Settlement Hierarchy	Complete and available for comment
Open Space, Sport and Recreation Study	Complete and available for comment
Retail Needs Study	Final document anticipated December 2008
Strategic Housing Land Availability Assessment	Final document anticipated March 2009
Green Belt Review	Final document anticipated March 2009
Amenity Land Study	To be commissioned
Spatial Atlas	Final document anticipated Summer 2009
Water Cycle Study	To be commissioned
Waste Element of Core Strategy	To be commissioned
Strategic Housing Market Assessment	To be commissioned
Green Infrastructure	Regional work commenced

Key Issues

Economy and Enterprise

2.12 The Economy and Enterprise theme of the Community Strategy and the Local Area Agreement indicate a number of priorities for Economy and Enterprise within Calderdale. These focus upon; improving employment opportunities for the disadvantaged, improving skills levels, creating dynamic and vibrant town centres and improving the number of sustainable existing and new businesses.

Unemployment and Deprivation

2.13 A healthy local economy is essential to the continued social, economic and environmental development of Calderdale's communities. The overall unemployment rate is 3.1%, which is above both the regional average and that for the UK, and a rise of 0.5% over the last year. In Calderdale, one in eleven people who are out of work have been without jobs for longer than 12 months and just under one third are under 25 years old. From 2001 Census data, 17% of those in the minority ethnic population seeking work were unemployed, compared to 5% in the white population.

2.14 Calderdale's diverse communities contain contrasts of affluence and poverty. The various Indices of Deprivation (2007) show that Calderdale ranks about 100th out of 354 districts in England and is the most prosperous West Yorkshire district. Areas with the highest levels of multiple deprivation are within the Halifax wards of Park, Ovenden, Illingworth & Mixenden and Town. Significant pockets of deprivation are also found in other wards. For those affected, particularly outside Halifax, difficulties with transport and access compound other aspects of social exclusion.

Job Growth

2.15 The Regional Spatial Strategy (May 2008) identifies that Calderdale should seek to achieve 610 new jobs every year until 2026. As can be seen this represents the lowest percentage annual growth of any of the West Yorkshire districts.

Table 3 Potential Annual Job Growth (from 2006)

Local Authority	Total Jobs, 2006	Annual Growth	Annual Growth %
Bradford	185,240	4,720	2.5%
Calderdale	77,970	610	0.8%
Kirklees	141,780	1,550	1.1%
Leeds	372,180	6,030	1.6%
Wakefield	130,020	1140	0.9%
West Yorkshire	907,190	14,050	1.5%
Yorkshire and Humber	2,148,040	29,160	1.4%

Source: Yorkshire and Humber Plan (RSS), May 2006

Question 1

Economy and Enterprise: Unemployment and Job Growth

Should employment opportunities be focused upon the areas of highest unemployment?

Should Calderdale encourage growth above, equal to, or lower than the figures shown in the RSS?

Skills agenda

2.16 Weaknesses exist in Calderdale concerning levels of skills and qualifications in the adult working population. Currently 30% of the working population do not hold a Level 2 qualification and only 23.5 % hold a Level 4. A more adaptable, flexible, better trained and skilled workforce is required if the local economy is to prosper.

Employment Sectors and trends

2.17 Manufacturing is a significant sector in the borough, particularly in the Upper and Lower Calder Valley areas where it accounts for nearly a quarter of all jobs. However in common with other areas across the country manufacturing jobs have declined in recent years. Financial and Business Services are the key employer within Calderdale, accounting for nearly a quarter of all the employment within the district, however the recent 'credit crunch' indicates this sector is vulnerable to change.

Employment Land

2.18 The Replacement Calderdale Unitary Development Plan (RCUDP) safeguards land for employment uses and provides a range and choice of employment sites aimed at meeting the needs of current and future employers and to attract and nurture employment opportunities. The RCUDP designates existing employment land as Primary Employment Areas (PEAs). The Council are currently assessing these areas for their continued suitability for current and future employment uses through an Employment Land Review. In addition to PEAs the RCUDP also provided 120ha of new employment sites, of which 13.65ha already have planning permission or have been developed. In addition to the new employment sites 39.5ha of land have been allocated for mixed-use development including employment uses.

2.19 Early indications from the Employment Land Review identifies that much of the PEA and allocated employment land is required for current and future employment uses. However it is also noted that many of the new employment site allocations are currently constrained, restricting their development potential. Calderdale has a difficulty in providing bigger, flatter employment sites due to its topography, particularly in the Upper Calder Valley where access to the motorway network is also poor.

2.20 The RSS indicates that Calderdale should have a net reduction of 20ha in its industrial and storage/ distribution uses. Calderdale is the only district in West Yorkshire which the RSS is recommending a reduction in industrial and storage/ distribution uses.

Question 2

Economy and Enterprise: Employment Land

Do you think the LDF should continue to protect Primary Employment Areas from other types of development?

What do you think the LDF should do with constrained new employment sites?

Should the M62 motorway corridor be the key location for new employment sites?

Do you think the LDF should conform to the RSS recommendations of a net reduction in industrial and storage/ distribution uses?

Commuting patterns

2.21 Calderdale's labour market is close to balance with a net balance of just 6% of the workforce, needing to find jobs outside of the district. But this net balance hides large gross flows in and out of the district. Some 43,000 people commute out of Calderdale to work, and around 38,000 of Calderdale's workplace jobs, nearly half the district's total, are filled by people who live in other districts.

2.22 The Halifax area is a net importer of labour. The number of workplace jobs in the area exceeds that of resident workers by around 9,000. 65% of residents work in the area.

2.23 In contrast both East and West Calderdale are net exporters of labour, with more workers than jobs, and 60% or more of their resident workers commute to work outside their area. But these out-commuters do not go very far;

- From East Calderdale, the main commuting destinations are the adjacent areas of Halifax (accounting for 23% of the workforce), Bradford (12%) and Kirklees (12%). Just 13% of the workforce travel to other areas.
- From West Calderdale, the main destinations are Halifax (22%), East Calderdale (8%), Bradford (7%) and districts in the North West region (7%).
- Similarly, the bulk of out-commuters from Halifax work in adjacent areas, comprising East Calderdale (10% of the workforce), Bradford (7%), Kirklees (5%) and West Calderdale (5%).

2.24 Thus, one reason why so many people cross Calderdale's district boundary to go to work is simply geography. Much of the district's population lives at the periphery of the district, close to major employment centres in other districts. For example, much of West Calderdale, including Todmorden, is closer to parts of Greater Manchester than to Calderdale's main employment centre, Halifax. Much of East Calderdale, including Elland, is closer to Huddersfield than to Halifax. People who work in other districts do not necessarily travel further than people who work in the district.

Question 3

Economy and Enterprise: Commuting

Should Calderdale aim to make more of its connections to Leeds and Manchester and access to the jobs market in those major centres?

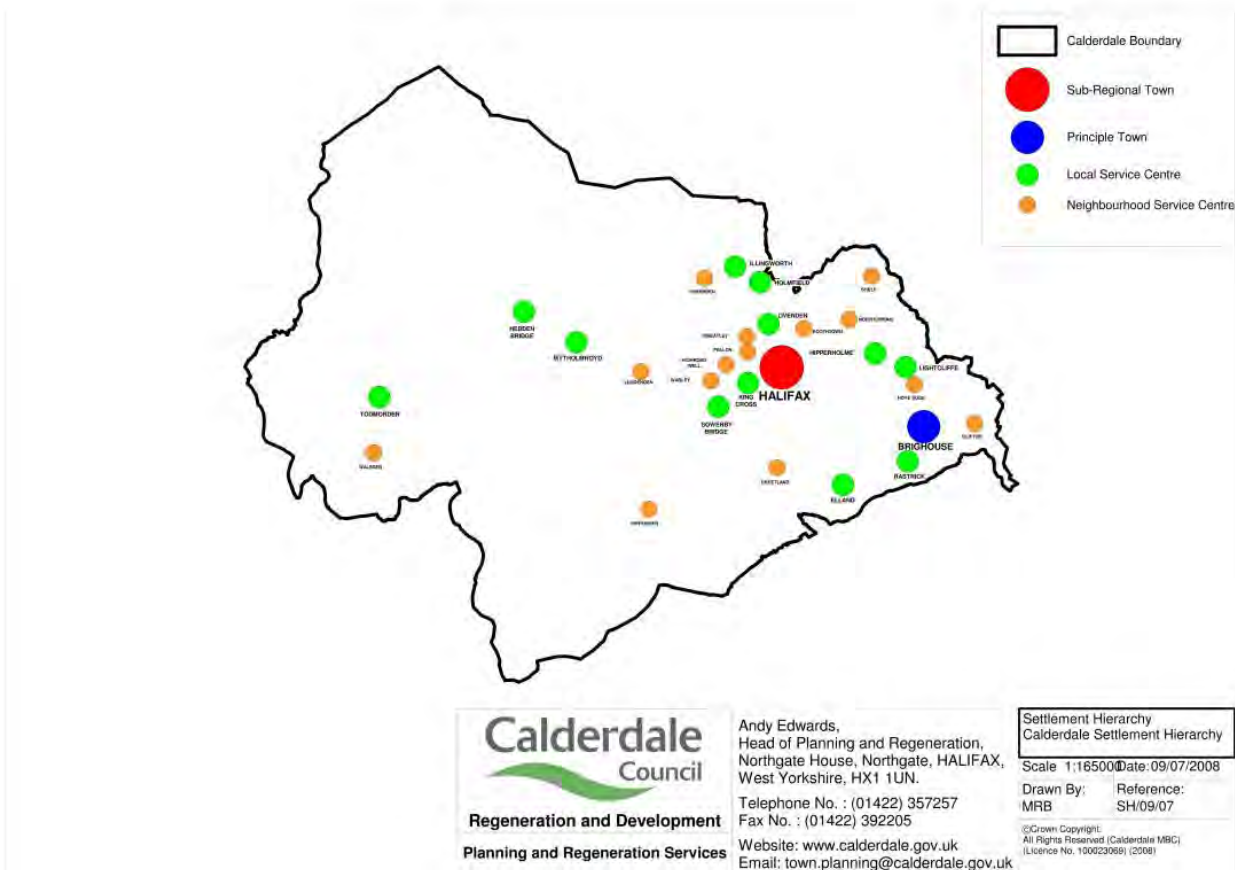
Should Calderdale aim to ensure we provide enough jobs for everyone of working age in the district?

Town Centres

2.25 Calderdale's town centres have been recognised as the key drivers of economic growth within the district and will be the prime location for new residential, employment and leisure developments. Over time a settlement hierarchy has developed in the district with Halifax being placed at the top of the hierarchy providing the majority of the services. The smaller settlements have been limited to providing local services.

2.26 As noted earlier the Core Approach within the RSS identifies Halifax as the Sub regional city or town meaning it will be the prime focus for growth and Brighouse is identified as the districts only principal town meaning it will be a local focus for growth. The smaller settlements within Calderdale, according to the RSS approach will be confined to providing for local needs.

Figure 2 Calderdale Settlement Hierarchy



Question 4

Economy and Enterprise: Town Centres

Do you agree that Halifax and Brighouse should contain the majority of new employment and leisure facilities?

Are there any other towns in Calderdale which you think should become a principal town?

Environment

2.27 The Environment theme of the Community Strategy and the Local Area Agreement indicate a number of priorities for the Environment within Calderdale. These focus upon: access to affordable, sustainable good quality housing, tackling climate change, conserving, enhancing and enjoying the built and natural heritage, meeting transport needs, road safety, narrowing the gap in terms of access to key services and recycling rates in priority areas, and ensuring residents enjoy living in Calderdale.

Climate Change

2.28 The Government recently announced a statutory target of a 80% reduction of 1990 levels in greenhouse gas emissions by 2050, with real progress by 2020. The Regional Spatial Strategy outlines how Calderdale's and the wider region's climate will get warmer, with winters becoming milder and wetter, and summers becoming drier. Rainfall will increase in intensity, and extreme events such as droughts and floods will occur more frequently, all of which will impact on people's quality of life. The Regional Spatial Strategy targets a reduction in greenhouse gas emissions in the region in 2016 by 20-25% (compared to 1990 levels) and reducing this still further after 2016. In terms of reducing the districts greenhouse gas emissions, the district has an agreed target to reduce CO₂ emissions per capita by 11.6% (7.2 tonnes per capita) from the baseline of 7.4 tonnes per capita, broken down as follows:

- 2008/2009 – 1.5% reduction of the baseline.
- 2009/2010 – 3.96% reduction of the baseline
- 2010/2011 – 6.14% reduction of the baseline.

2.29 The Core Strategy must take into account the predicted impacts of climate change, whether it is planning for housing, employment, infrastructure and utilities, as well as biodiversity. Mitigation measures (for example reducing car travel and therefore CO₂ emissions) of the effects we are having on local and global environments are an essential element in achieving sustainable development. Alongside mitigation measures, the LDF must look at how Calderdale's environment, economy and society can adapt to the consequences of climate change (for example an increased risk of flooding).

2.30 Climate change impacts will be felt not only in the environment, but also in the economy and society. For example, businesses may be faced with higher insurance premiums as a result of increased flood risk, allied to a disruption in supply lines. Socially, hotter, summer temperatures could result in higher levels of heat stress related illnesses.

2.31 There may be some opportunities that emerge from the changes in temperature that occur whatever action is taken. These include extended tourism seasons, an increase in the use of, and demand for, high quality public open spaces, and a reduction of fuel costs from energy efficient buildings.

2.32 The main issues for the Core Strategy concerning climate change are as follows:

- Planning for increased levels of flood risk;
- Reducing levels of CO₂ emissions and other greenhouse gases;
- Adapting the urban environment to cope with predicted impacts of climate change;
- Improving the energy efficiency of homes and businesses;
- Reducing the need to travel by car and increasing sustainable transport choices;
- Reducing the levels of waste produced;
- The impacts on Biodiversity habitats;
- Supporting the economy to deal with the impacts;
- Ensuring the social impacts are addressed;
- Accessing the opportunities that emerge as a result of climate change.

Question 5

Environment: Climate Change

Should the Core Strategy aim for a reduction in CO₂ emissions higher than the Local Area Agreement target? If so, what should that target be?

Flooding

2.33 The River Calder rises in the Pennine uplands around Todmorden and flows east through Todmorden, Hebden Bridge, Mytholmroyd, Luddendenfoot, Sowerby Bridge, southern Halifax, Elland and Brighouse, to enter Kirklees, Wakefield and ultimately the Humber system and into the North Sea. The Calder catchment has an area of approximately 960 km² and contains a population of approximately 800,000. Overall, there are approximately 13,300 properties at risk of flooding in the Calder, Colne, Holme, Spen and Ings Beck catchments.

2.34 Historically, the River Calder and its tributaries have experienced serious flooding, which has strongly impacted on life and property, not least in the upper valley settlements, particularly Todmorden. Calderdale, Kirklees and Wakefield jointly commissioned a Strategic Flood Risk Assessment (SFRA) in 2005. The SFRA provided a detailed assessment of flood risk areas throughout the district, and is currently being updated to reflect the policies set out in Planning Policy Statement 25: Development and Flood Risk.

2.35 The settlement pattern is largely influenced by the geography and the district's history. Towns follow the River Calder and its tributaries and are largely sited at ancient crossing points. The Caldervale railway line follows the valley of the River Calder. This also means that some urban areas are at a greater risk of flooding, especially with the extreme rainfall events that have occurred in the past few years. The RSS recognises that it may not be possible to ensure all new development is located outside flood risk areas, and calls instead for flood management to facilitate development in areas such as Halifax where there is little development land available outside high flood risk zones, provided that the sequential approach required by PPS 25 has been followed.

2.36 Flood risk is predicted to increase as a result of climate change and the associated extreme weather events. However, climate change is not the sole factor to take into account, other factors include the capacity of existing infrastructure. Sustainable Drainage Systems (SUDS) can assist existing infrastructure in dealing with heavy rainfall, as they mimic natural drainage processes and control surface water as near to the source as possible.

Question 6

Environment: Flooding

What kind of flood management policies should be adopted in the Core Strategy?

In addition to SUDS, are there any other approaches the Core Strategy should require developments to incorporate to reduce surface water run off?

Renewable Energy

2.37 The LDF should promote and encourage the development of renewable energy resources, in order that the government's renewable energy targets are met. The UK Government signed an agreement with the EU that 20% of the EU's overall energy consumption must be from renewable energy sources by 2020, the UK's proposed share of this target is 15% . The RSS includes indicative targets for installed grid connected renewable energy, by 2010 the target for Calderdale is set at 19 Megawatts (MW), and by 2021 the figure is 53MW.

2.38 There are a number of different ways in which renewable energy can be generated, these include biomass, energy from waste, small hydro, solar electricity, solar heating, and wind. The main generator of renewable energy in Calderdale is the Ovenden Wind Farm, which has an operating capacity of 9.2MW.

2.39 Micro generation and the cumulative effect of many small installations will form a crucial part in meeting national and regional targets. Generating energy at the point of use is the most sustainable form of generation, with the added benefits of the security of supply and reducing energy losses that occur in the transmission and distribution system.

2.40 The main planning pressure continues to be energy generation from wind, reflecting the topographical characteristics of the area and its wind resource. However, it is important that all potential renewable energy resources are encouraged, including wind.

2.41 The Replacement Calderdale Unitary Development Plan (RCUDP) has a requirement that developments of 1000 square metres or more, or 25 dwellings, are subject to a requirement to incorporate on site renewable energy generation to provide at least 10% of predicted energy requirements up until 2010, 15% up until 2015, and 20% up until 2020. The RSS has an interim policy requiring new developments over a certain size (1000 square metres or 10 dwellings) to provide 10% of their energy from decentralised and renewable or low carbon sources.

Question 7

Environment : Renewable Energy

Are there particular areas in Calderdale that should be identified for renewable energy generation?

Taking the RCUDP as a starting point, what future levels of on site renewable energy generation should the Core Strategy set?

Sustainable Construction

2.42 Building materials and orientation can contribute significantly to sustainable development by reducing greenhouse gas emissions and utilising natural resources, for example natural lighting. The Building Regulations legislation (Part L) largely promotes energy conservation in buildings, although the government introduced the Code for Sustainable Homes in an attempt to increase the energy efficiency of new dwellings and to enable them to meet their target of all new homes being zero carbon rated by 2016.

2.43 The Code for Sustainable Homes is an assessment which gives each dwelling a 1-6 star rating, (6 being the highest, and awarded to houses classed as zero carbon) which indicates each properties level of sustainability. The RSS currently requires any publicly funded housing development to meet level 3 of the Code as a minimum.

2.44 Together with the Code for Sustainable Homes , planning plays an important part in ensuring that the design and siting of development schemes maximises the energy efficiency of homes. Given the zero carbon target of 2016, the Core Strategy will need to set out strict criteria in relation to the construction of dwellings.

Question 8

Environment: Sustainable Construction

What should be included in the Core Strategy Policy on Sustainable Construction?

Should the Core Strategy aim to ensure all new homes built are zero carbon (level 6) prior to 2016?

Natural Environment

2.45 Over 80% of Calderdale is rural in character with the high open moorland in the west of the district and attractive wooded valleys surrounding and leading into the urban areas. The area also supports a rich variety of wildlife and its associated habitats, and forms an important part of the South Pennines. The upland moors form part of the South Pennine Moors Special Protection Area (SPA) and Special Area of Conservation (SAC), which are designations of European significance.

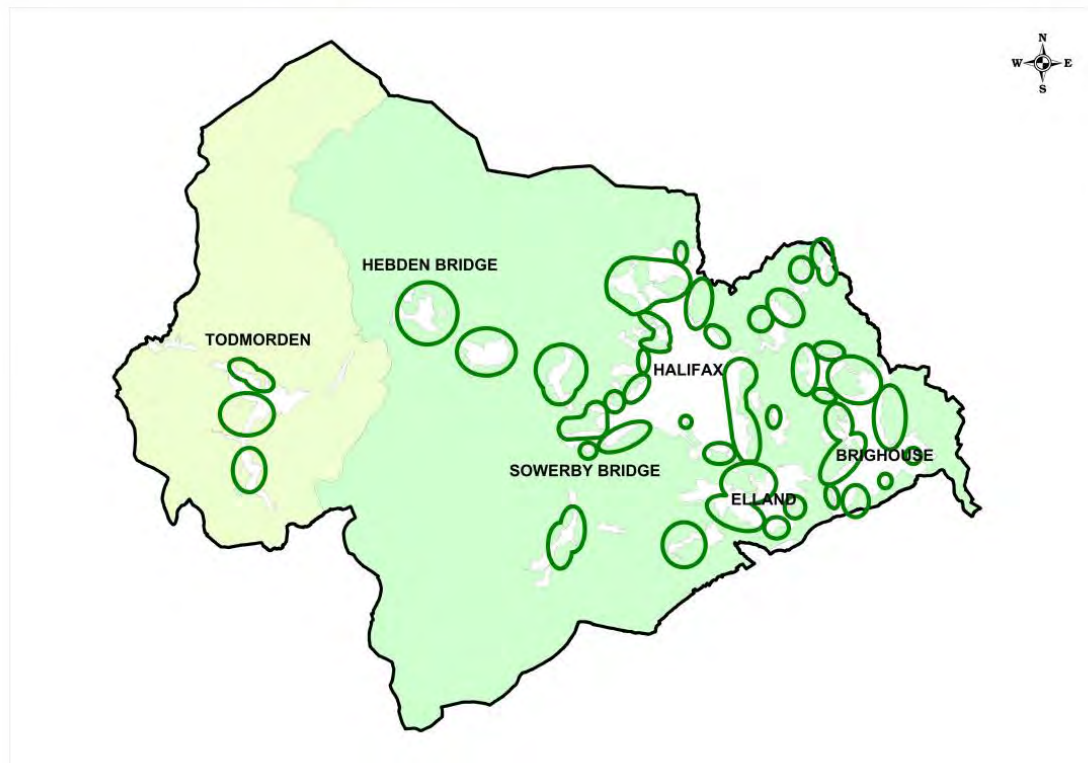
2.46 As well as the SPA and SAC, the district has 5 sites of national importance, known as Sites of Special Scientific Interest (SSSI), located at Withens Clough, Crimsworth Dean, Broadhead Clough, the South Pennine Moors, and Elland By-Pass Cutting. The SSSI s are subject to statutory protection, and any development proposals either in or adjacent to them must be subject to special scrutiny. Since the international and national designations are protected under national policy, the issues and options paper will not ask questions about them.

2.47 There are also some 40 sites of significant local interest in Calderdale, known as Sites of Ecological or Geological Interest (SEGI), and those which are designated for their Geological interest are also known as Regionally Important Geomorphological Sites (RIGS). The district has also a number of Local Nature Reserves which provide an important resource, not only ecologically, but also in educating and involving the local community in the natural environment.

2.48 The landscape and biodiversity of Calderdale is under pressure from a variety of sources, including commercial and housing development, traffic increases, leisure and recreation, rural diversification, and some forms of large scale renewable energy generation. In planning for the future development of Calderdale, the Core Strategy will need to achieve a balance between conservation and development.

2.49 The Calderdale Green Belt Subject Local Plan (1989) provided the precise boundaries for the Green Belt area in the district. As part of the evidence base for the LDF, the Council is conducting a Green Belt Review, which once complete will provide an understanding of the current strengths and weaknesses of existing Green Belt designations and provide recommendations to change the Green Belt where appropriate to provide certainty for the next 30 years or more. The first stage of this process to identify potential areas for further investigation has already been completed.

Figure 3 Green Belt Areas for Further Investigation



2.50 The RSS calls for increased levels of tree planting, not only in the rural areas of the district, but also in the urban environments. The development of a 'Green Infrastructure Network', (i.e. Parks, woodlands, open spaces, green corridors, waterways etc which link areas), can assist in improving the quality of the environment and enhance people's quality of life, as well as attracting new investment into the district.

Question 9

Environment: Natural Environment

Do you agree that the protection and enhancement of the natural environment is a priority for the Core Strategy?

How should the Core Strategy set out to be proactive in its protection and enhancement of the natural environment ?

Built Environment

2.51 The rich variety of architectural and historic features in the District need protecting and enhancing for the benefit of future generations. According to English Heritage the district has 2114 listed buildings, broken down into 16 Grade I buildings, 105 Grade II*, and 1992 Grade II (One building is not graded). Of all the listed buildings in the district, 11 are categorised by English Heritage as being 'at risk'. Preservation of the listed building is the primary aim of the Council, with demolition regarded as a last resort.

2.52 There are 32 Scheduled Ancient Monuments in the district, which are split into Class I and Class II. Class I are of national significance, whilst Class II are regionally significant, but have the potential to be designated as Class I.

2.53 Calderdale has 6 Parks and Gardens of Special Historic Interest, which are of national interest. Alongside nationally important parks and gardens, the Council has some 38 other parks and gardens that are designated as Locally Designated Historic Parks and Gardens.

2.54 The district has 25 Conservation Areas, allowing the Council to apply stricter development controls and higher standards of design in order to preserve and enhance the special character of an overall area. It is important to remember that it is not solely buildings that contribute to a Conservation Area's character, street furniture, paving, open spaces and trees are important elements.

2.55 The townscape and landscape of Calderdale is dominated by buildings comprising of predominantly local natural stone with stone or blue slate roofs, together with a vernacular style that reflect its historic influence. Such a locally distinctive built environment should be maintained and not 'diluted' by future development.

2.56 The Core Strategy will therefore need to set out strict design criteria that ensures future development continue to make a contribution to the distinctive built environment. Design should also take into account safety and security issues, concerning both users and visitors to the development and surrounding area. An attractive built environment is vital in attracting people to live and work in the district, as well as encouraging visitors.

2.57 The Core Strategy will need to set out how future development will contribute to cleaner, greener and safer public spaces, which have an important role in enhancing people's quality of life and provide associated health benefits.

Question 10

Environment: Built Environment

What pro-active measures could the Core Strategy take in protecting and enhancing the built heritage and Conservation Areas?

Are there any other built assets that you can suggest that may be in need of protection?

What should be the priority in the design of new development?

Waste

2.58 In 2006/07, the total amount of municipal solid waste generated in Calderdale was 88,981 tonnes. Of this, 13,483 tonnes of household waste was recycled, 5,469 tonnes were composted, 50 tonnes went to incineration, 680 tonnes of waste was used for energy recovery, and 69,299 tonnes went to landfill. Over the past few years, huge efforts have been made by businesses and the community to reduce, reuse and recycle more of their waste.

2.59 Regional government estimates that the amount of municipal solid waste (MSW) produced in the District will continue to grow – meaning that by 2021 the amount of municipal solid waste that we need to manage could have increased to 99,000 tonnes.

2.60 In addition to municipal waste, commercial and industrial waste arisings are forecast to increase from an estimated 234,000 tonnes per annum in 2005, to 241,000 tonnes by 2021, according to the RSS.

2.61 The National Waste Strategy (2007) sets out targets for the recycling and composting of household waste. These are for at least 40% by 2010, 45% by 2015, and 50% by 2020. In terms of the recovering value from municipal waste; these are given as 53% by 2010, 67% by 2015, and 75% by 2020.

2.62 By simply land filling the majority of our waste, we are currently not making best use of our natural resources. Also, the way we currently dispose of our waste may cause problems in the future. Not only will landfill space eventually run out, environmental concerns relating to the generation of gases and the potential polluting of ground and surface waters exist.

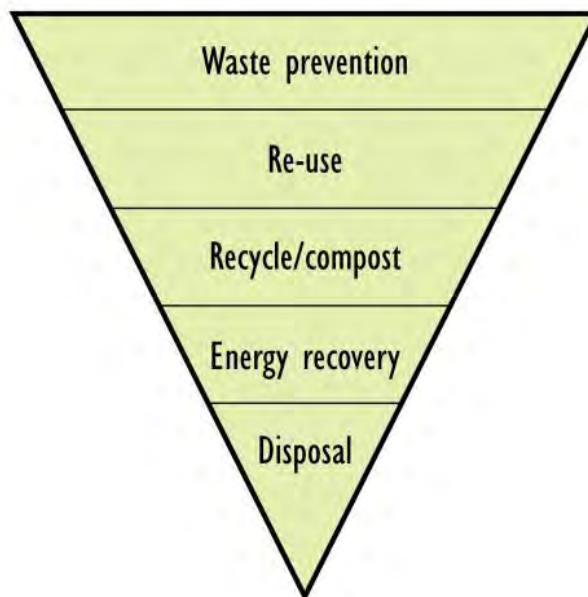
2.63 European legislation means that the costs of sending waste to landfill will increase, therefore the government has introduced the Landfill Tax Escalator, increasing the cost of each tonne of waste sent to landfill by £8 per year until at least 2010/2011. An aggregates levy is also in place to encourage the use of recycled construction materials. In addition to the LTA, the Landfill Allowances Trading Scheme (LATS) has been implemented by the government in response to the EU Landfill Directive. Mandatory UK targets for reducing the amounts of Biodegradable Municipal Waste (BMW) have been set as follows:

- By 2010 to reduce BMW landfilled to 75% of that in 1995;
- By 2013 to reduce BMW landfilled to 50% of that in 1995;
- By 2020, to reduce BMW landfilled to 35% of that in 1995.

2.64 Each local authority is allocated an annual landfill allowance up to 2020, although it is recognised that some local authorities with existing waste management plants (such as incinerators or energy from waste plants) will not need all of their allowance. Where this is the case, landfill allowance trading will take place between Councils in the form of traded permits. Although this may help reduce the huge costs that would fall on the local authority, traded permits will still increase the costs of landfill for the authority.

2.65 With this in mind, steps are required to not only reduce the amount of waste we generate in the first place, but to gain value from the waste that we do produce (for example by reusing it or recycling it), in essence considering waste a resource rather than an end by product. The following diagram illustrates the governments approach to reducing the amount of waste produced.

Figure 4 Waste Hierarchy



2.66 The waste element will deal only with planning the use of land for waste management in the District. It will not set out policy on how to reduce the amount of waste produced, waste management and disposal strategies, and waste collection services.

2.67 Given the financial implications of failing to reduce the amount of waste going to landfill, the Core Strategy will be required to identify land that is suitable for waste management facilities and will contain policies and guidelines, which will be used to determine planning applications for waste-related developments.

2.68 Specific site proposals will be included to show that enough opportunities are provided for the waste industry to achieve sustainable and effective waste management for Calderdale, although some of this work may be undertaken within the Land Allocations and Designations Development Plan Document.

Question 11

Environment: Waste

Since waste will have to be diverted away from landfill, the District will need to establish additional waste treatment facilities. Please indicate your preference as to whether these are located in:

- Existing / proposed industrial sites
- Brownfield sites i.e. mineral / landfill sites
- Redundant farm buildings

What is your preferred method of dealing with waste that does not go to landfill.

Should new waste facilities only serve the waste generated within Calderdale?

Housing

Housing Numbers and the Amount of New Housing

2.69 The RCUDP provides for 450 dwellings per annum over the period of the plan (2001 - 2016) which accorded with the housing requirement set for the district in the Regional Spatial Strategy (RSS) current at the time. Subsequently RSS was reviewed and a new RSS adopted in May 2008. This Plan contains a housing requirement for Calderdale of 670 dwellings per annum from 2008 to 2026. However, due to a number of factors including new population and household projections an early partial review of the current RSS is underway, primarily to update the housing elements of the Plan. Whilst this is not due for adoption until at least 2010, the early indications are that it will increase the overall housing requirement of the region and individual districts. Since the RSS Update will have reached an advanced stage of preparation by the time the Core Strategy is submitted for Examination, the levels of housing provision in the Core Strategy will have to reflect those in the RSS Update. Also of relevance is the fact that RSS requirements are no longer a ceiling for housing provision but a floor above which housing levels can go in individual districts providing the locations are in accordance with the core approach in the adopted RSS.

2.70 The provision of housing must also be viewed against the backdrop of Government Policy as set out in Planning Policy Statement 3 - Housing (2006) and the Government green paper, "Homes for the Future: more affordable, more sustainable" (2007) in which the Government makes clear their intention is to significantly increase the amount of housebuilding nationally to achieve 3 million new homes by 2020. In order to attain this ambitious target Government have created a number of new growth points around the country, including in Calderdale where additional funding can be accessed to assist with infrastructure provision. This in turn requires Calderdale and other districts with New Growth Point status to provide above the RSS requirement. In Calderdale this could raise the requirement to 800 new dwellings. Whilst such targets may appear ambitious in the current economic climate, it should be borne in mind that plans such as the Core Strategy look forward 15 years (to 2026) and therefore have to assume average market conditions over the period of the Plan.

2 . Issues for Calderdale

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2.71 Over the last 5 years Calderdale has been achieving well above the requirement set down in both the RCUDP and the new RSS (adopted May 2008) as shown in the table below.

Table 4 Total completions from start of RCUDP period (2001)

Year	Total Completions
2001/2002	558
2002/2003	520
2003/2004	724
2004/2005	1023
2005/2006	1171
2006/2007	1318
2007/2008	1260
TOTAL	6574

Table 5 Documents containing housing requirement figures

Document	Housing Requirement for Calderdale
Replacement Calderdale Unitary Development Plan (adopted August 2006)	450 dwellings per annum
Adopted RSS (May 2008)	670 dwellings per annum
RSS Update (anticipated adoption 2010)	Not known but likely to be above adopted RSS

2.72 The provision of housing is a major user of land and whilst it is impossible to directly translate a housing requirement figure into the number of hectares required an approximation can be attempted by employing an average density figure as a multiplier. By taking an average density figure of 35 dwellings per hectare, purely for forward planning purposes, gives in the order of 287 hectares. Over the past few years the provision of apartments has boosted the completion rates for dwellings but the market for this form of accommodation has declined sharply largely due to the numbers of such accommodation built. In the case of old mills where conversion is the only viable option, then this form of accommodation will continue to contribute to the overall number of dwellings built. The land take is therefore likely to be greater than in recent years.

2.73 In conclusion on the issue of housing numbers, whilst a major issue, is not an area where the Council has much discretion since the housing requirement is set down in RSS and with which districts have to be in general conformity. The actual distribution of the housing requirement for individual districts is not based on purely demographic factors but reflects wider policy objectives including the relationship between the location of housing and employment and environmental considerations. It is worth noting that currently the RSS requirement for Calderdale is significantly below that of the other West Yorkshire districts.

Question 12

Level of Housing Provision

Bearing in mind that the minimum housing requirement is set in RSS, should higher levels of housing be planned for above the RSS requirement?

Location of Housing Development

2.74 The RCUDP housing allocations lie within the existing urban areas. Most of the allocations were on previously developed land (brownfield) with only limited allocations on land not previously developed (greenfield). This was despite numerous sites being put forward by landowners and developers.

2.75 A major issue for the LDF is where to locate new residential development. This affects both the Core Strategy and the Land Allocations and Designations DPDs. The Core Strategy will actually allocate strategic sites whilst non-strategic allocations will be included in the subsequent Land Allocations and Designations DPD. Strategic allocations are those necessary to ensure delivery of the Core Strategy and will be defined in more detail as the process continues. Whilst location is a major issue it should be borne in mind that the strategy for locating new residential development must conform to the core approach in RSS. The essence of the RSS core approach is that sub-regional centres (Halifax) are to be the prime focus for development and Principal Towns (Brighouse) the main local focus for development. For local service centres (the remaining towns in the district) development is to be confined to that required to meet locally generated needs for market and affordable housing.

2.76 There are three main locational issues. The first is how should new housing development be apportioned between the main towns, particularly the proportions allocated to Halifax and Brighouse. The second is where should development be located in relation to settlements, for example within the existing urban area or by creating settlement extensions (with consequential implications for the green belt). The existing green belt boundary, subject to a few alterations, dates from 1989 and is tightly drawn around the settlements it surrounds leaving little room for expansion. There is therefore a tension between town cramming and the consequent environmental conditions for future and existing residents and settlement expansion with its effects on the green belt and possibly the rural area (outside the green belt) around Todmorden. One of the principles underlying decisions as to where any new development may take place is their accessibility and sustainability. The third issue is whether employment land should be used for housing with the consequent implications for the economic base of the district.

Question 13

Location of new housing development

Should as much development as possible take place within the existing urban areas even if this leads to town cramming?

Has the time come to look at expanding some settlements in order to provide the housing the district must build?

If settlement expansion is the way forward, and bearing in mind what RSS says about most development taking place in Halifax and to a lesser extent in Brighouse, where should this expansion take place?

Will concentrating development according to the RSS core approach (Halifax and Brighouse) undermine the long term viability of other settlements and if so which?

Are there any other settlements which should grow significantly and if so which ones are they?

Size and Type of Housing

2.77 The size and type of housing together with the density at which it is built has implications for the amount of land required. Whilst the number of smaller households is increasing this does not necessarily mean that such households wish for corresponding accommodation. The Government has recognised the need for more family homes. Densities are required by Government to be higher than historically and this is reflected in the RCUDP. Whilst the RCUDP also seeks to influence the size and type of dwellings built, given the Government

agenda this needs to be refined in the Core Strategy. Evidence to determine the types of houses needed will be produced as part of the Strategic Housing Market Assessment (SHMA) soon to be undertaken by the Council and will inform the Core Strategy.

Table 6 Types & Sizes of dwellings built since commencement of RCUDP (2001-2008)

Dwelling Type	Number Bedrooms				
	1	2	3	4	5 or more
Terraced	11	246	926	373	3
Semi-detached	2	29	254	87	5
Detached	8	38	175	449	127
Flat	494	1672	37	2	0

Note: Totals do not equal overall completion figures as comprehensive data is not available on dwelling types and sizes.

Question 14

Type and Size of Housing

What types of housing are required in the district?

Affordable Housing

2.78 The RCUDP recognised the need for affordable housing in the district and the Strategic Housing Market Assessment will update the evidence on which the RCUDP was based. The Supplementary Planning Document on Affordable Housing was adopted by the Council in order to increase the amount of affordable housing in the district but more needs to be done, a factor recognised by the Government in the Housing Green Paper. The issues centre around how much affordable housing is required and where in the district is it most needed together with meeting the particular needs of the more rural communities for affordable housing where land is not generally available.

Question 15

Affordable Housing

Is there a significant need for affordable housing in the district and where is this?

Gypsies and Travellers

2.79 The RCUDP included a criteria based policy against which to assess planning applications for gypsy and traveller sites. Government policy has moved on and now requires local authorities to actually allocate land for gypsy and traveller sites according to the need in their district. Currently available evidence suggests that whilst the need in Calderdale is not great compared to some other authorities, there remains a need to make some provision for gypsy and traveller sites in the LDF. The main issue therefore is where could land be allocated for a gypsy and traveller site or sites.

Question 16

Sites for Gypsies and Travellers

Are there any sites suitable for allocation as gypsy and traveller sites and if so where within the district are they located?

Healthier Communities

2.80 This theme from the Sustainable Community Strategy is less likely to be directly influenced by the Core Strategy due to the nature of the issues it involves. However, the cross cutting nature of the themes means that some of the issues covered above and particularly under the Environment theme will assist in addressing these issues whilst others will be addressed indirectly through the Core Strategy. Objectives such as improving the health of the population and reducing health inequalities involve a number of issues and consequently require a range of approaches. However, those where the Core Strategy can have the most influence centre around transport issues, the provision of recreational opportunities, fuel poverty and access to health facilities.

Transport Issues

2.81 The main issue is how to achieve a modal shift from the private car to walking/cycling, an objective included in the Replacement Calderdale Unitary Development Plan (RCUDP) as part of its approach to sustainability. The Core Strategy needs to develop this approach further through the ways in which it achieves place shaping and how places are linked to one another. The health benefits of regular exercise undertaken travelling to and from work are well documented.

Question 17

Increasing levels of cycling and walking

How can the levels of walking and cycling be increased?

What other measures could be taken to increase the activity levels of the population?

Health Facilities

2.82 The RCUDP contains policies against which proposals for health facilities will be assessed. As part of the place shaping agenda such facilities need to be addressed through the Core Strategy with the development plans of health organisations woven into it.

Question 18

Additional health facilities

Is there a need for additional health facilities in the district and if so where?

Sport and Recreation

2.83 The RCUDP contains policies to protect and increase the amount of open space within the district. There is a clear link here to the theme of Healthy Communities since increased levels of physical activity will help to improve the health of the population including reducing obesity. When shaping places the Core Strategy will need to address the question of open space. The main issues centre around the amount, quality and type of open space in relation to the population in the locality. This will draw on the results of the Open Space Study undertaken by consultants for the Council in 2006. This informed the Open Space, Sport and Recreation Strategy and Action Plan (2006) and the Supplementary Planning Document on Developer Contributions Towards Meeting Open Space, Sport and Recreation Facilities. Through these documents the Council has developed locally devised open space standards.

2.84 Most of the current issues with regard to open space of a formal recreational nature should have been addressed in the Open Space, Sport and Recreation Strategy and Action Plan, based as it is on an up-date assessment of open space across the district. However, this work did not examine those areas of informal open space whose primary purpose is that of amenity value. This category of sites is yet to be assessed in the Amenity Land Survey, due to commence shortly. Many of these sites include the incidental open areas around community buildings such as schools but there are other areas dotted around the urban and in some cases rural parts of the district which are not related to any other function. This study will assess which of these areas must be retained and which could be released for development, often with adjoining areas of land to create a larger site.

2.85 Whilst the background information and strategy relating to open space was put in place relatively recently, the position needs to be monitored to ensure adequate open space provision and of the right type and quality to meet the needs of the population, particularly as new housing developments are built.

Question 19

Open Space Provision

Is there sufficient open space in the district?

If not where are there deficiencies and of what type (eg amenity open space, sports pitches, children's play areas)?

Where is the most valuable open space?

Are there any areas of surplus open space which could be released for development either wholly or in part (eg Skircoat Moor)?

Fuel Poverty

2.86 The link between poor health and fuel poverty or affordable warmth is well documented including in the Council's "Affordable Warmth Strategy". Again this is a cross cutting theme and likely to be only indirectly influenced by the Core Strategy but decisions about where development should go, including programmes of dwelling demolition and replacement, will affect the energy efficiency of the overall dwelling stock.

Safer and Stronger Communities

2.87 This theme from the Sustainable Community Strategy is less likely to be directly influenced by the Core Strategy due to the nature of the issues it involves. However, the cross cutting nature of the themes means that some of the issues covered above under the Environment theme will assist in addressing these issues whilst others will be addressed indirectly through the Core Strategy. Issues such as crime and cleaner, safer and greener public spaces, empowerment of local communities to participate in decision making and access

to good quality public services are all matters that the Core Strategy will address through its approach to place shaping. The spatial choices of where new housing is located and how residential developments and individual houses are designed together with how such development is supported by services, open spaces and other facilities that communities need will all influence how communities are formed and evolve. A strong community will in turn have implications for reducing crime levels. The process itself by which the Core Strategy and other LDF documents are prepared involves a substantial amount of public participation and consultation and accords with one of that objective of the Community Strategy concerning participation in local decision making. Indeed the RCUDP already contains policies regarding the issue of safety and security in new developments and this approach will be developed and extended in the Core Strategy with its broader focus on spatial planning as opposed to purely land use planning as in the RCUDP.

Question 20

Safer and Stronger Communities

What are the main issues around safer and stronger communities theme that the Core Strategy should address?

Older People

2.88 In today's society, people are living longer; the government population projections are that in 2011, there will be 8% more people of 65 or over living in Calderdale than was the case in the middle of 2006. The biggest projected increase in this is within the 65-74 age bracket, which is predicted to experience a 13% increase.

2.89 This means that the Core Strategy will need to address issues over the design of housing, by considering the needs of an increasing older population, to allow them to live independently for as long as possible. The elderly are also one of the most vulnerable groups in society where increases in fuel costs are concerned, which places additional emphasis on the need for energy efficient housing, to avoid instances of 'Fuel poverty'.

2.90 The Community Strategy calls for the Council to ensure potential public access barriers such as public transport, pavements (and the wider public realm) and safety are addressed. These issues all have the potential to prevent older people accessing services and opportunities.

Question 21

Older People

How can the Core Strategy ensure that older people are able to access the services they require, especially in relation to housing needs?

Children and Young People

2.91 The Children and Young People Theme of the Community Strategy and the Local Area Agreement indicate a number of priorities for Children and Young People within Calderdale. These focus upon; being healthy and enjoying and achieving.

2.92 Education attainment rates in the district have risen significantly in recent years and on several measures exceed national averages. Up to age 14, pupils generally make better than average progress. However, despite

steady improvement at 16, recently the rate of progress has slowed and we need to do more to build on the successes of our primary schools and ensure that all students achieve the best possible progress by age 16.

2.93 Calderdale is facing a major public health challenge. Locally, 19.5% of 4-5 year old children and 28% of 10-11 year olds were confirmed as being either overweight or obese in 2006/2007. This means that 1 in 4 Reception age children and 1 in 3 Year 6 children are either overweight or obese. Of great concern is that for 2007/2008, unconfirmed data suggests that both figures have increased. For adults the picture is less clear but we do know from general practices that of those measured, 1 in 3 are overweight or obese. Without action, it's been estimated that this could rise to two thirds of children and almost 9 in 10 adults by 2050.

Question 22

Children and Young People

How could the Core Strategy help raise educational achievement in the district?

What activities and opportunities do you think should be available to young people to help minimise childhood obesity?

3 Developing a Vision for the Future

Introduction

3.1 The spatial vision for Calderdale will be informed by the local and regional context and will be set out in detail in the Summer 2009 Preferred Options document that will follow consultation on the Issues and Options paper. The spatial vision for the Core Strategy will identify what Calderdale is aiming to achieve over the coming years. The vision will be supported by aims, strategic objectives and a spatial strategy for development within the district.

3.2 The Core Strategy will be the spatial interpretation of the Sustainable Community Strategy (Calderdale Futures Plan), produced by Calderdale Forward. Calderdale Forward is the district's Local Strategic Partnership (LSP). It brings together leaders from the public, private, business, community and voluntary sectors to establish priorities for joint action and develop a long-term strategic framework for Calderdale (the Sustainable Community Strategy).

3.3 In addition to the Calderdale Futures Plan the Core Strategy Vision will take account of other strategic documents within the district and comments either on this document or which have already been made.

What you have told us.

3.4 The Council have already undertaken a number of early discussions with partners and the public to identify how the LDF can spatially represent the Sustainable Community Strategy and other visions and strategies. The meetings, discussions and consultations already undertaken upon the LDF are set out below;

Table 7 LDF Early Community Engagement

Date	Group	Main Outcomes
15 January 2008	Member Training Seminar (Calderdale Councillors, Parish/Town Councillors and Officers)	<ol style="list-style-type: none"> 1. Halifax identified as main location for growth, Brighouse area secondary 2. Regeneration and Public Transport key district wide issues 3. Their were distinct issues within different parts of the district such as better leisure and recreation facilities in East Calderdale and the issue of windfarms in the Upper Calder Valley
7 March 2008	Employment Land in Calderdale (Councillors, Officers, Developers, Land Owners, Partners)	Discussions around the need for good quality employment sites across the district. The lower valley was identified as an area of potential growth.
13 June 2008	Planning Advisory Service Training Day (Calderdale Councillors, Parish/Town Councillors, Officers and Partners)	<p>The event identified a number of issues considered important in the LDF vision these were;</p> <ul style="list-style-type: none"> • Create an attractive district with a conserved natural and built heritage a dynamic economy and sustained enterprise and business; • Respond to climate change (low carbon economy, plan for the effects of climate change); • Sustainable communities – education, skills and adaptability; • Tourism/ arts;

3 . Developing a Vision for the Future

Date	Group	Main Outcomes
		<ul style="list-style-type: none"> • Narrowing the gap; • Economic diversity;
3 July 2008	Environment Delivery Partnership (Partners and Officers)	Identified strong links between LDF and Environment
3 June 2008	Safer Stronger Communities Partnership (Partners and Officers)	Identified need for LDF to actively engage residents and links with design agenda
5 July 2008	Planning Aid BME Training Day (Planning Aid, Members of the Black and Minority Ethnic Community, Partners)	<p>The event identified that the LDF vision should include issues around;</p> <ul style="list-style-type: none"> • Small business growth; • Good quality housing; • Community cohesion; • Cleaner, greener environment; • Better rail links within and outside the district • Consider release of Green Belt to relieve development pressures upon existing urban areas • More community facilities - not just religious
18 July 2008	Halifax North and East Safer, Cleaner Greener Group (Officers and Partners)	Identified the need to ensure North and East Halifax needs are identified in the LDF
22 July 2008	Healthier Communities Partnership (Partners and Officers)	Identified links between the LDF and healthier communities through provision of services and opportunities for sport, recreation, walking and cycling.
3 September 2008	Park Ward Neighbourhood Board (Partners, Officers, residents)	Identified the need to ensure engagement with wider community accessible and need to represent the aspirations of all residents and groups.
9 September 2008	Lower Valley Area Forum (Councillors, Residents, Partners and Officers)	Discussions around the LDF content and process
10 September 2008	Halifax North and East Area Forum (Councillors, Residents, Partners and Officers)	Discussions around the LDF content and process
18 September 2008	Economy and Enterprise Delivery Partnership (Partners and Officers)	Identified strong links between LDF and Economy and Enterprise
18 September 2008	Older Peoples Delivery Partnership (Partners and Officers)	Identified need for LDF to deal with issues regarding ageing population in district.

3.5 In addition to the specific LDF consultations and discussions noted above the Council and its partners have also been undertaking a wide range of other consultations which will be useful in determining a vision and direction for the LDF Core Strategy. Most recently this has included consultations undertaken by Calderdales four Area forums. The main items, which are relevant to the LDF, are set out below;

Table 8 Calderdale Area Forums Issues

Area Forum	Issues Raised
Upper Valley	<ul style="list-style-type: none"> • Todmorden Town Centre • Housing development • Open spaces and recreation • Access to services
Halifax Central	<ul style="list-style-type: none"> • Facilities for young people • Town centre improvements • Transport • Housing • Waste • Swimming pools
Halifax North and East	<ul style="list-style-type: none"> • Facilities for older people • Access to health facilities
Lower Valley	<ul style="list-style-type: none"> • Facilities for young people • Transport

3.6 These discussions and consultation events have highlighted that whilst Calderdale is an area of diversity many of the needs and aspirations are the same district wide. However each area has its own particular issues.

Question 23

Developing a vision

Are there any other issues you think should be considered in creating the spatial vision for Calderdale?

Are there any issues which are specific to your area?

Sustainable Community Strategy Vision

3.7 The current vision for Calderdale is contained within the Sustainable Community Strategy and reads :-

The Vision for Calderdale is of a place;

- Where people feel safe, warm and comfortable in their homes and safe at work and in the street;
- With a sustainable local economy where people want to live, work and visit;
- With access to learning for all and a highly skilled workforce with opportunities to work in the district;
- With a clean, healthy, unpolluted and attractive environment safeguarded for future generations;
- With vibrant and safe town centres accessible by all parts of the community;
- Where people have active lives, no matter where they live in the district;
- Where people from all communities feel part of an integrated and equal society with genuine community involvement;
- With a good accessible transport infrastructure meeting the wide variety of transport needs in the district;

3 . Developing a Vision for the Future

The vision also includes a Calderdale: -

- That is forward looking, modern, and dynamic but which recognises that its heritage and environment are a key part of its future as well as its past;
- Which projects a string identity within and outside the district, whilst safeguarding the distinct identities of individual towns and communities;
- That retains a balance between its role as a place for economic activity and employment and as a residential location.

Other Council and Partner Visions

3.8 In addition to the Sustainable Community Strategy there are a number of other strategies which the Core Strategy Vision could draw upon some of these are set out below;

Table 9 Other Council and Partner Strategies

Strategy	Vision
Regional Spatial Strategy	In Yorkshire and the Humber over the next 15 to 20 years there will be more sustainable patterns and forms of development, investment and activity, and a greater emphasis on matching needs with opportunities and managing the environment as a key resource. (This vision is supported by 8 key outcomes)
Leeds City Region	The vision for Leeds City Region is; 'To develop an internationally recognised city-region; to raise our economic performance; to spread prosperity across the whole of our city region, and to promote a better quality of life for all of those who live and work here'
Leeds City Region Transport Vision	The Leeds City Region Transport Vision can be summarised as trying to improve; <ul style="list-style-type: none"> • Connectivity; • Choice; and • Reductions in car usage
Calderdale Transport Strategy Vision	The Calderdale Transport Strategy Vision for the next 10 years can be summarised as trying to improve; <ul style="list-style-type: none"> • Accessibility; • Choice; • Reductions in car use; and • Improvements in district centres

Question 24

Vision: Other Council and Partner Visions

Are there any other visions that should be considered for the Core Strategy?

Are there any parts of the above visions which should be incorporated into the Core Strategy Spatial Vision?

Options for a Spatial Vision for Calderdale

3.9 This chapter has set out a number of key visions and consultation comments which provide a number of potential options for the Core Strategy Spatial Vision. These options are;

Option 1: Spatial Vision

Sustainable Community Strategy Vision

This option would use exactly the same vision as the Sustainable Community Strategy providing one single vision for the whole of Calderdale.

Option 2: Spatial Vision

Amended Sustainable Community Strategy Vision

This option would be based upon the Sustainable Community Strategy Vision however the vision would be amended to provide a greater spatial emphasis

Option 3: Spatial Vision

Amalgamation of all visions

This option would provide elements from all the visions included in section 3.4 and the Sustainable Community Strategy.

Option 4: Spatial Vision

Different visions for each area

Under this option there would be separate visions for Halifax, the Upper Calder Valley and the Lower Calder Valley

Option 5: Spatial Vision

Overarching vision and separate area visions

This option would include an overall spatial vision for Calderdale based upon the Sustainable Community Strategy Vision and provide complimentary visions for Halifax, the Upper Calder Valley and the Lower Calder Valley.

3 . Developing a Vision for the Future

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Question 25

Vision: Options

Which of the above options do you consider the most appropriate for Calderdale?

Are there any other options which are not included above? If yes what are they?

4 Aims and Strategic Objectives

4.1 The aims and strategic objectives of the Core Strategy form the link between its high level vision and its detailed strategy by focusing on the key specific issues which need to be addressed. Comments received on this Issues and Options paper may lead to further refinement of the strategic objectives.

Aims

4.2 To ensure the economic, social and environmental well-being of the district and its population in a sustainable way including:

- Improving the quality of life for all
- Narrowing the gap between the most deprived neighbourhoods and the remainder of the district
- Protecting and enhancing both the built and natural environments
- Involving the community in planning and shaping the future of the district

Strategic Objectives

1. To follow the principles of sustainable development in the location and design of all new and refurbished development ensuring the minimisation and recycling of waste and the maximisation of renewable energy.
2. To both address the causes of climate change on the one hand whilst on the other mitigating and adapting to its effects.
3. To meet the economic needs of the district by providing sufficient good quality land for employment use, promoting the district's unique heritage as a catalyst for economic regeneration and ensuring the town centres are vibrant and lively places.
4. To meet the housing needs of the district and ensure social cohesion by ensuring that all have access to good quality, affordable housing in accessible, safe and sustainable communities supported by necessary facilities, services and infrastructure.
5. To protect open spaces and green infrastructure which contribute to the health and well-being of the population and to expand and extend these areas where opportunities arise and where there is an identified need.
6. To protect and enhance the character, quality and diversity of the natural environment within the district in order to improve the quality of life for all and to maintain the natural heritage of the district for use by future generations and for its own sake.
7. To protect the district's historic heritage and to ensure all new development contributes to a high quality environment.
8. To ensure the provision of a sustainable, safe and efficient transport system which also facilitates healthier modes of travel such as cycling and walking.

Question 26

Do you agree with the aims and strategic objectives set out above. If not please state your reasons.

Are there any other strategic objectives that should be included in the Core Strategy?

5 Spatial Options

Introduction

5.1 The aim of this section is to present an initial set of spatial options, which provide a starting point for the strategic focus of development in Calderdale up to 2026. The following section presents four broad spatial options, and although it must be noted that the options at this stage are housing led, as the evidence base develops and the options are refined they will include economic development and all other types of development.

5.2 It is important to emphasise that the initial figures are based on the evidence that is available at the moment, and as the preparation of the Core Strategy progresses, these are likely to change, although the broad approach expressed in each option will remain.

5.3 In respect of the housing requirement figure set down in the current RSS of 670 dwellings per year or 10,050 over the 15 year period of the Core Strategy the options reflect the fact that this is the level of provision to be provided during the life of the Core Strategy (2011 to 2026). During the years leading up to the adoption of the Core Strategy the supply of housing land will come from allocations in the RCUDP (adopted in 2006), the substantial supply of existing planning permissions and any windfall sites that come forward.

5.4 Each of the options will be appraised against the Sustainability Appraisal, the results of which will be presented in the 'Sustainability Appraisal Report' that will be published alongside the 'Preferred Options' stage in 2009.

Spatial Option 1 Business as Usual

5.5 This option would continue the same pattern of growth as has occurred over the last 11 years. This would mean each area would receive the same proportion of growth as it has in the recent past. The priority for housing development will be for the use of available previously developed land (brownfield) within the urban area. Once the previously developed land has been used this will be followed by Greenfield land within the urban areas, this is unlikely to include sites currently in use for sport and recreation. The incursion of development into the Green Belt would be a last resort but probably would be required around Hebden Bridge in the next 10 to 15 years.

5.6 The focus on development within the urban area is likely to increase the displacement of business premises by housing which may lead to the depletion of employment opportunities in some areas. These employment losses would need to be compensated by new designations outside urban areas, this is likely to be within the Green Belt.

5.7 This option is in general conformity with the Regional Spatial Strategy, which states Halifax should accommodate the highest amount of growth and Brighouse the second highest amount of growth.

5.8 The following table indicates the proportion of new houses within each of the greater town areas and the amount of Green Belt which would be required to be released for housing.

Table 10 Spatial Option 1: Business as usual

Greater Town	% Housing Growth (last 11 years)	Approx. number new dwellings (2008-2026)	Green Belt land required for new housing
Todmorden	6%	600	0
Hebden Bridge	7%	700	10ha
Sowerby Bridge	18%	1800	0
Halifax	42%	4300	0

Greater Town	% Housing Growth (last 11 years)	Approx. number new dwellings (2008-2026)	Green Belt land required for new housing
Elland	9%	900	0
Brighouse	18%	1800	0

Figure 5 Spatial Option 1: Business As Usual

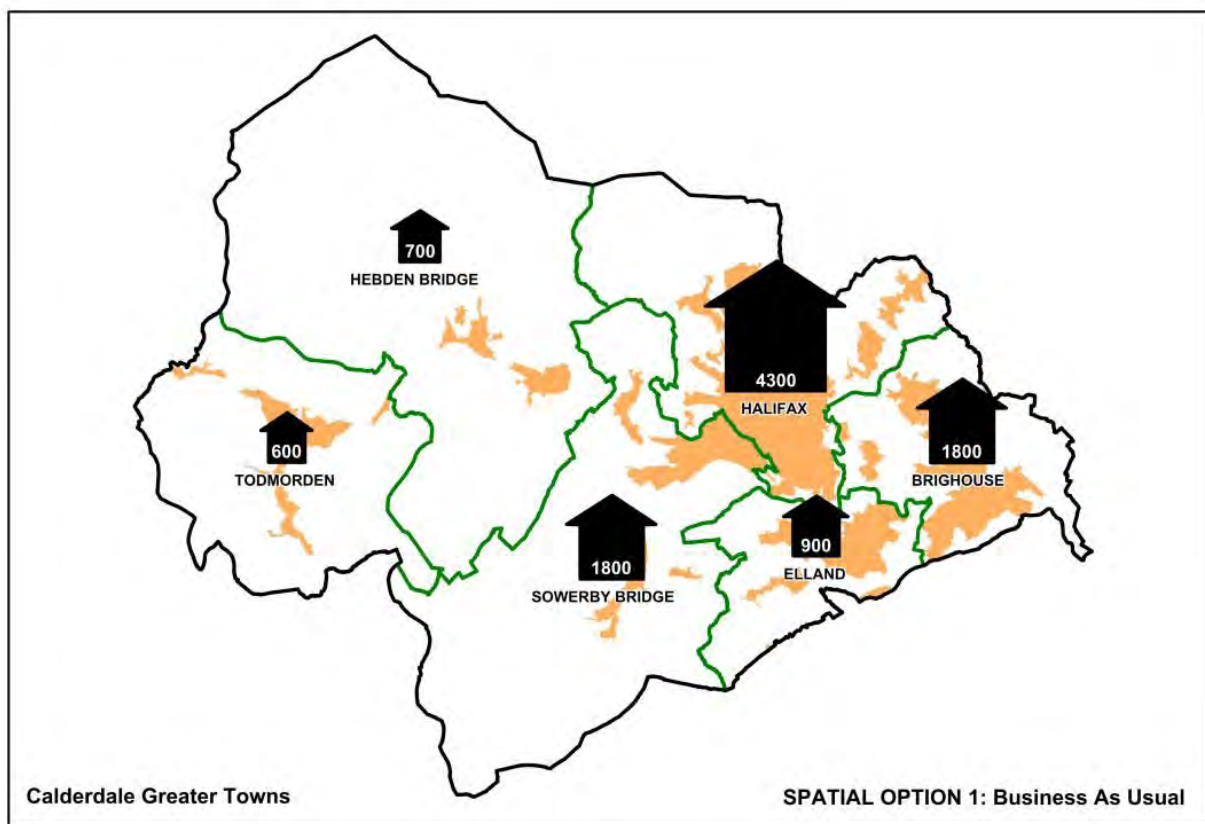


Table 11 Business as usual: Positives and Negatives

Positives	Negatives
Development spread across the district	10ha Green Belt lost around Hebden Bridge
In general conformity with regional spatial strategy	Loss of employment land within some urban areas
The majority of development contained within existing urban areas	Need to identify new employment sites - likely to be within the Green Belt
Development confined to 'brownfield' land wherever possible	Some available land within urban areas would not be utilised
Local needs housing could be provided for	Would be pressure to release existing green open spaces within some urban areas

Positives	Negatives
	Development not focused upon need

Spatial Option 2 New Growth Points

5.9 Government has recently awarded Calderdale New Growth Point status. The essence of New Growth Point status is that local authorities agree to provide additional housing units over those required by the relevant Regional Spatial Strategy in their area in return for extra assistance with infrastructure cost from Central Government. For Calderdale this currently means building at a minimum rate of 804 dwellings per annum as opposed to the Regional Spatial Strategy figure of 670 dwellings per annum. Part of the reason Calderdale has been awarded New Growth Point status is that it has consistently provided over 800 dwellings per year since 2004/2005. However the award of New Growth Point status is not a statutory designation and as such the principles of the New Growth Point need to be tested within the Core Strategy.

5.10 The advantage New Growth Point status would bring is the district's ability to bid for government funding to overcome infrastructure problems. Such schemes may include highway improvements, key regeneration projects, new or improved railway stations. In addition the focus of additional growth upon areas would allow the Council to lever further developer contributions towards infrastructure improvements.

5.11 This option would focus the majority of development within existing urban areas promoting brownfield first, followed by urban Greenfield. The incursion of development into the Green Belt would be a last resort but probably would be required around Hebden Bridge and Halifax in the next 10 to 15 years.

5.12 The focus on development within the urban area is likely to increase the displacement of business premises by housing which may lead to the depletion of employment opportunities in some areas, particularly Brighouse and Halifax. These employment losses would need to be compensated by new designations outside urban areas, this is likely to be within the Green Belt.

5.13 This option is in general conformity with the Regional Spatial Strategy, which states Halifax should accommodate the highest amount of growth and Brighouse the second highest amount of growth.

Table 12 Spatial Option 2: New Growth Point

Greater Town	% Housing Growth (last 11 years)	Approx. number new dwellings (2008-2026)	Green Belt land required for new housing
Todmorden	6%	500	0
Hebden Bridge	7%	500	4ha
Sowerby Bridge	18%	800	0
Halifax	42%	6600	Possible long-term loss
Elland	9%	900	0
Brighouse	18%	3100	0

Figure 6 Spatial Option 2: New Growth Point

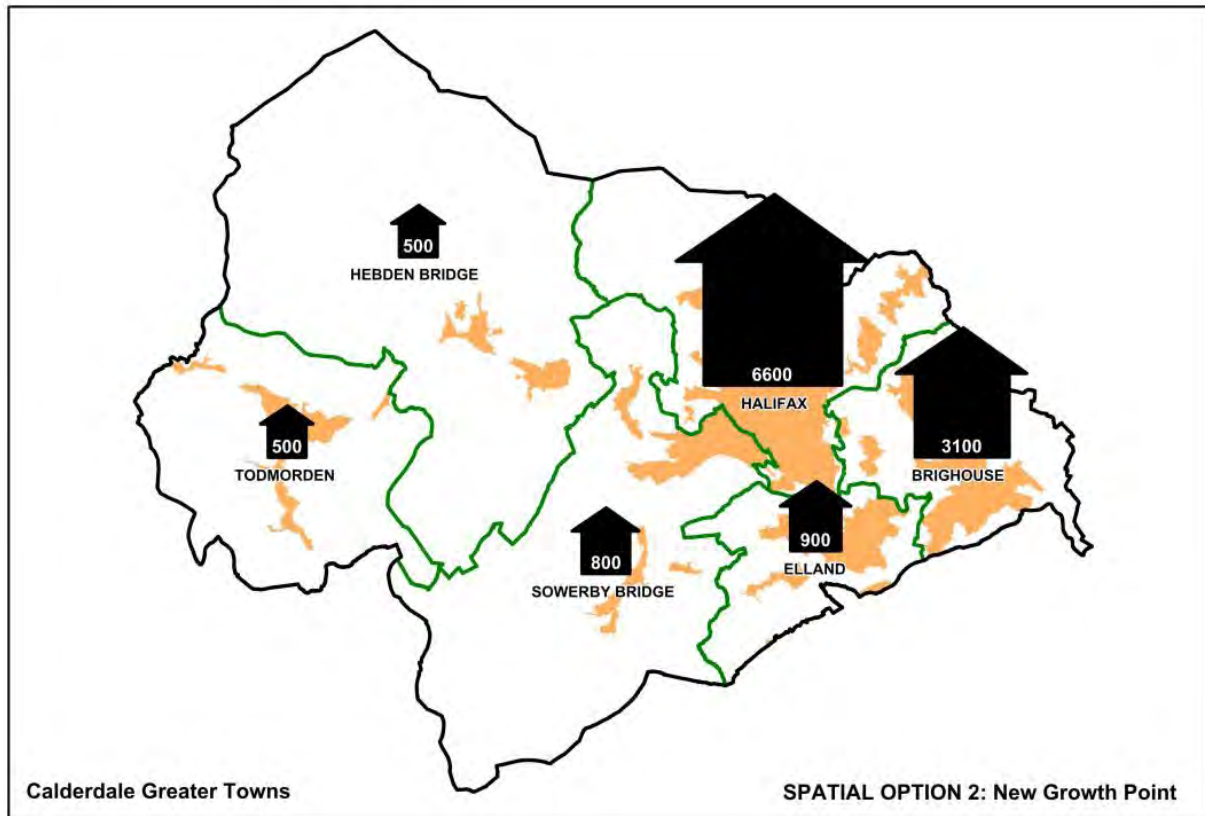


Table 13 New Growth Point Positives and Negatives

Positives	Negatives
Significant infrastructure improvements	Longer term loss of Green Belt around Hebden Bridge and possibly Halifax
In general conformity with Regional Spatial Strategy	Loss of employment land within some urban areas
The majority of development could be contained within existing urban areas	New employment sites may need to be found within the Green Belt, particularly Halifax and Brighouse
Development would be confined to 'brownfield' land wherever possible.	Available land within the urban areas would not be fully utilised across the district
Would provide local needs housing for the whole of the district	In some areas may lead to the loss of some open spaces within the urban area
Greater opportunities to achieve more affordable housing particularly in growth point locations	

Spatial Option 3 Maximising the Regional Spatial Strategy

5.14 This option is centred around the approach set down in the Regional Spatial Strategy (RSS) whereby in summary the majority of new development is focused on Halifax and to a lesser extent Brighouse, with the remaining towns only accommodating sufficient development to meet local needs.

5.15 In terms of new housing a significant proportion of the district’s housing requirement, as set down in RSS, must therefore be within Halifax and Brighouse. The exact proportions are for the LDF to set out. One option, however, is to maximise the amount of development including new housing for Halifax and Brighouse. Whilst there is some flexibility around the exact proportions, for the purpose of this option they are taken to be high. For Halifax this could be 75% of all new housing development and for Brighouse 20%. Taking the adopted RSS (May 2008) this would translate into 7500 dwellings for Halifax and 2000 for Brighouse with 500 in the remaining towns over the 15 year period of the Core Strategy (2011 to 2026).

5.16 This option would make full use of brownfield opportunities within Halifax and Brighouse but is also likely to require extension of these settlements. Such a concentration of development presents opportunities to achieve an integrated and enhanced transport network both adding to the use of the existing rail stations and providing attractive, high quality and safe cycling and walking routes. Investment in facilities and services to support these communities should also be achievable by focusing development into these areas.

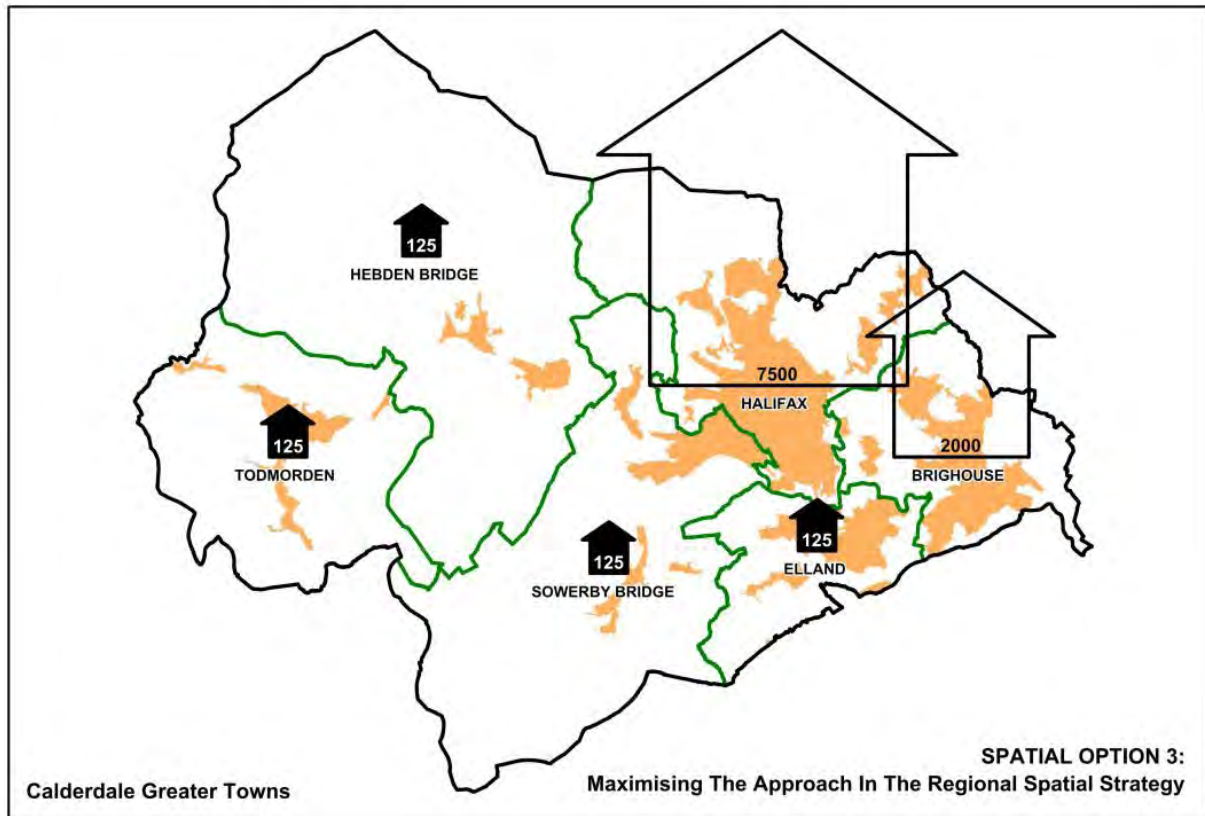
5.17 For the remaining towns within the district the opportunity to grow will be much more limited which accords with the RSS approach of protecting and enhancing the attractiveness and vibrancy of these places and only meeting locally generated needs for housing.

5.18 The position is summarised in the following table together with the likely amount of land currently in the green belt which may be required. This is based on the gross land supply figures emerging from current evidence gathering exercises. It should be noted that not all of this land will be available for residential development and in order to obtain high quality well connected residential environments the most appropriate solution may be the inclusion of some green belt land. Despite the figures in the table below this may prove to be the reality in the Brighouse area if town cramming is to be avoided. As this option is centred on Halifax and Brighouse the remainder of the housing requirement has been apportioned equally to the other towns for the purpose of this exercise as shown in the Map below.

Table 14 Option 3: Maximise the approach in the Regional Spatial Strategy

Greater Town	% Housing Growth (last 11 years)	Approx. number new dwellings (2011 - 2026)	Green Belt land required for new housing
Halifax	42%	7500 (75%)	17 has
Brighouse	18%	2000 (20%)	0 has ???
Sowerby Bridge	18%	500 (5%)	0 has
Elland	9%		
Hebden Bridge	7%		
Todmorden	6%		

Figure 7 Spatial Option 3 - Maximising the approach in the Regional Spatial Strategy



5.19 Below is a summary of the some of the positives and negatives associated with this option.

Table 15 Maximising the approach in the Regional Spatial Strategy Positives and Negatives

Positives	Negatives
Clearly in conformity with RSS	Rolling back of green belt boundary around Halifax and possibly Brighouse
Concentration of development enabling significant opportunities for investment in integrated transport network including making greater use of existing rail stations	Potential for town cramming in Halifax and Brighouse
Critical population mass for attracting high quality retail developments to Halifax and Brighouse town centres	Risk that infrastructure may not be delivered to support new development
Opportunities to achieve high quality facilities and services to support expanded communities in Halifax and Brighouse	Risk that balance between provision of housing and employment opportunities not achieved
Opportunities to reduce pollution and carbon emissions due to the concentrated nature of development around major centres	Severely limiting development in other towns may restrict their ability to support sustainable vibrant communities

Positives	Negatives
Protection of the high quality environment in the western part of the district	Severely limiting development in other towns may affect their ability to provide affordable housing
Distinct character and attractiveness of other towns and smaller settlements would not be threatened	Severely limiting development in other towns may prevent new investment in facilities and services
Greater opportunities to achieve more affordable housing in Halifax and Brighouse and create mixed and sustainable communities	

Spatial Option 4 Go for where the land is

5.20 This option uses all the land that has potential for development within the greater town urban areas identified through the Call for Sites, National Land Use Database (NLUD) and the Urban Audit surveys as a starting point. Each of the greater town urban areas has a percentage share of the identified land, and this percentage has been applied to the 10050 dwellings required by the Regional Spatial Strategy, in order to arrive at an approximate number of new dwellings.

5.21 For example, the urban area of Todmorden greater town has 9% of the overall land potentially available for development identified through the Call for Sites, NLUD and the Urban Audit surveys . The Regional Spatial Strategy requirement is for 10050 dwellings over the period 2011-2026, 9% of this equates to approximately 900 dwellings.

5.22 The numbers at this stage are approximate, and are to be treated with caution since only the Call for Sites has identified land where the owner has expressed an intention to develop. Although the total land that is potentially available is in excess of the land that would be required for the Regional Spatial Strategy housing allocations (based on 35 dwellings per hectare), it is unlikely that all this land would either come forward for development or be suitable for housing, employment or other types of development.

5.23 The option would give priority to brownfield sites within the urban area, then Greenfield sites within the urban area, and Green Belt land as a last resort. Based purely on the emerging evidence, it would appear that no Green Belt Land would be required if this option was pursued. However, as mentioned in option 1 'Business as Usual', focusing housing development on brownfield land is likely to lead to losses of employment land, which may result in new employment designations outside the urban area, likely to be within the Green Belt.

5.24 Analysing the proportions of development for each of the Greater Towns, the future pattern of growth is similar to that indicated over the last 11 years with Halifax, Brighouse and Sowerby Bridge accommodating the highest numbers of new dwellings. This approach would largely be in conformity with the Regional Spatial Strategy. However, this option would see Brighouse having proportionally more development than previously, with Elland and Todmorden both having slightly more.

5.25 The following table indicates the proportion of new houses within the urban areas of each of the greater towns.

Table 16 Spatial Option 4: Go for where the Land is.

Greater Town	% Housing Growth (last 11 years)	Approx. Number new dwellings (2008 - 2026)	Green Belt land required for new housing
Todmorden	6%	900	0
Hebden Bridge	7%	200	0

Greater Town	% Housing Growth (last 11 years)	Approx. Number new dwellings (2008 - 2026)	Green Belt land required for new housing
Sowerby Bridge	18%	1400	0
Halifax	42%	3400	0
Elland	9%	1300	0
Brighouse	18%	2900	0

Figure 8 Spatial Option 4: Go For Where The Land Is

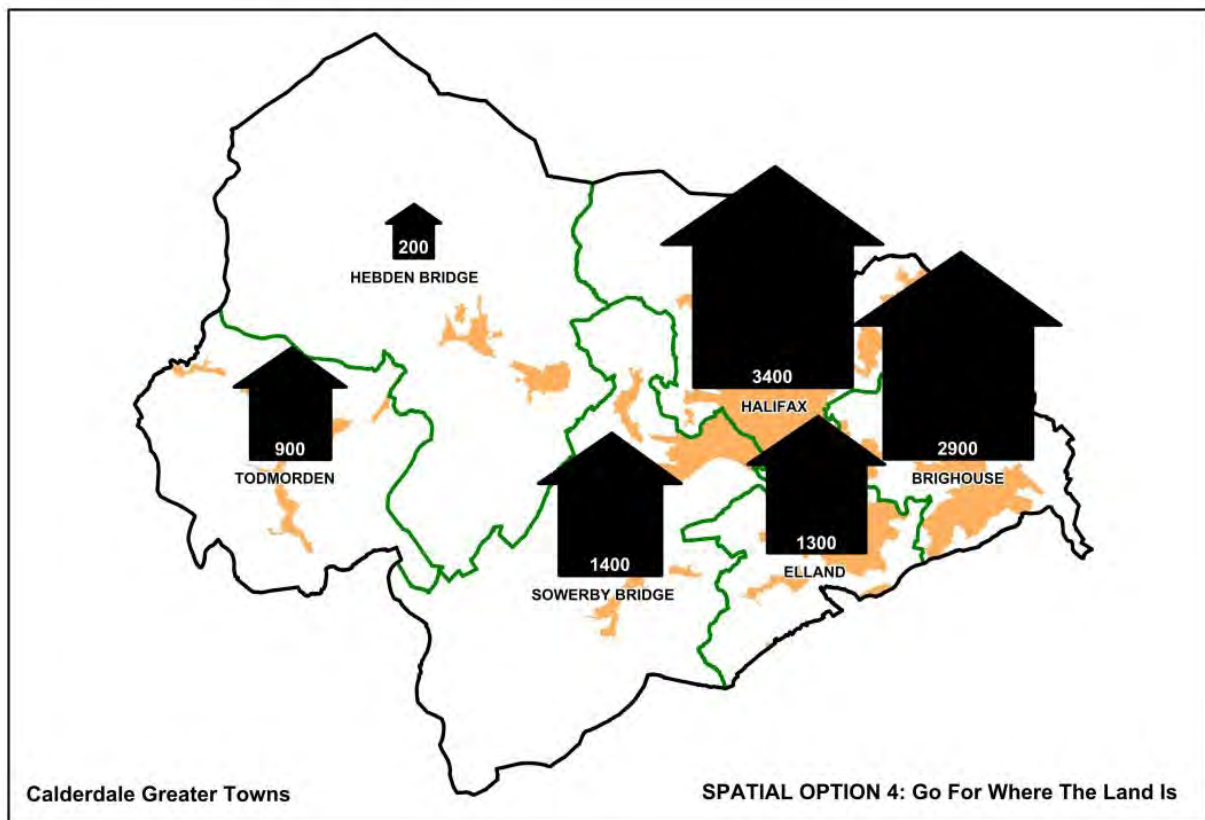


Table 17 Go where the land is Positives and Negatives

Positives	Negatives
In general conformity with Regional Spatial Strategy	Assumes all available land within the urban area will come forward for development
Housing and other development (e.g. employment) spread throughout the district	Some urban areas may not be suitable for development (i.e. Flood risk, open space etc.)
Maximises the available land within the urban area	Impact on meeting local needs in rural areas

5 . Spatial Options

Positives	Negatives
	May consolidate unsustainable patterns of development
	Developers may see one area as more attractive than others, which could result in some of the greater towns failing to deliver the required development.

Question 27

Spatial Options

Which of the spatial options identified is your preferred option?

Do you have any ideas for other spatial options? If yes please provide details.

6 Next Steps

Working Towards Preferred Options

6.1 All comments received during this consultation will be considered carefully by the Council and will be taken into account in the next stage of preparing the LDF Core Strategy, the Preferred Options Report. The Preferred Options Report will set out in more detail the spatial option the Council and its partners wish to progress, together with an associated spatial vision and strategic objectives. The Preferred Options Report will be available for comment in Summer 2009. In addition where specific issues are raised through responses to this consultation the Council may undertake specific consultation upon these issues between now and Summer 2009.

6.2 Details of the timetable for preparing the LDF Core Strategy are shown in the Local Development Scheme available on the Councils website. The arrangements for consultation and engagement at each stage are set out in the Statement of Community Involvement, also available on the Council website.