

Section 5

Thematic Policies

This section sets out series of thematic policies under three sub sections as follows:

■ **Planning for Prosperity**

5.1 Economy and Jobs

5.2 Transport and Movement

■ **Planning for People**

5.3 Housing

■ **Planning for Places**

5.4 Environment

5.5 Minerals

5.6 Waste Management

5.7 Design

Section 5: Thematic Policies

Planning for Prosperity

5.1 Economy and Jobs

This section includes Policies which seek to provide support for economic development and job creation, including:

- Scale and distribution of new employment land;
- Support for existing employment uses and their growth;
- Retail policy including maintaining the vitality and viability of centres.



Introduction

5.1.1 The main economic focus of the Core Strategy is to create the conditions where business thrives, generating opportunities to deliver jobs growth and prosperity across the District. It seeks to channel economic development into sustainable locations so that Bradford, together with its principal towns and range of smaller settlements can become a key driver within the Leeds City Region. The Strategy will help foster the District's indigenous companies and also attract the inward investment in the high value, creative and knowledge based industries by providing an attractive high quality environment across the District and quality development sites in the most advantageous locations for the market economy. It will make the link with training and skills procurement to increase the labour resource within the District's local communities.

5.1.2 In recent years, the Bradford urban area, Bradford City Centre, the M606 corridor and Airedale have been the main centres of the District's economic regeneration successes and achievements. Policy will continue to exploit their roles as dynamic locations of choice for future economic growth. The District also benefits from a thriving tourism economy which the Strategy will help support alongside initiatives for rural diversification. This reflects the governments 'Plan for Growth' with its local dimension, where the shift in power to local communities and businesses will enable places to tailor their economic development approach to local circumstances.



M606 corridor

Creating a Successful Economy

Introduction

- 5.1.3** The purpose of this policy is to establish the operational priorities for stimulating and managing the economy in spatial terms across the District, and to set out monitoring and delivery mechanisms accordingly. In this respect, a broad policy for a competitive Bradford District sets the context for economic prosperity.
- 5.1.4** In supporting Strategic Core Policy 1, the overall approach and key spatial priorities, Policy EC1 will help transform economic conditions across the District and manage and spread the benefits of economic growth as part of the wider Leeds City Region. It will enhance the role of Bradford as an important business location, with the principal towns and growth centres as hubs for the local economy. It will also help encourage diversification of the rural economy. The Policy will help support the renewal and regeneration of urban and rural areas thus contributing to the aims of Strategic Core Policy 3 – Working Together to Make Great Places together with Strategic Core Policy 4 which determines the hierarchy of settlements and their role in the economic development of the District. The principal areas for future economic growth will be located in the Airedale Corridor, in Bradford City Centre and the Principal Towns, in the M606 corridor and in the North East and South East Bradford-Leeds interface. These Economic Growth Areas will provide a range of sites for new high quality employment opportunities and commercial enterprise.
- 5.1.5** Policy EC1, together with EC2, EC3 and EC4 provide sufficient coverage to comply with the policy content guidance set out in Section 1 of the National Planning Policy Framework (NPPF), ‘Building a Strong Competitive Economy’ and the guidance on Plan Making. One of the 12 Core Planning Principles in the NPPF is that planning should proactively drive and support sustainable economic development to deliver the homes, business and industrial units, infrastructure and thriving local places that the country needs. Planning should support sustainable economic growth, and local authorities should plan proactively to meet the development needs of business and support an economy fit for the 21st century. In drawing up local plans, planning policies should set out a clear economic vision and strategy for their area which positively and proactively encourages sustainable economic growth.
- 5.1.6** Policy EC1 is very much an overarching policy that brings together the various mechanisms which will lead to the creation of a competitive local economy for Bradford as part of the Leeds City Region. This policy along with the subsequent policies relating to Economy and Jobs is underpinned by a range of strategies and evidence including the Regional Economic Strategy 2006-2015, Bradford Local Economic Assessment, Understanding Bradford District Report, Bradford District Employment Land Review and Bradford District Retail and Leisure Study.

Policy EC1: Creating a successful and competitive Bradford District economy within the Leeds City Region

In order to create a more successful and competitive District economy, plans, strategies, investment decisions and programmes and planning decisions should help to deliver:



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- A. Economic growth, restructuring and diversification, taking account of potential job growth indicated by detailed forecasts in the Employment Land Review Assessment and updates as they become available.**
- B. Investment in locations such as Bradford City Centre, Shipley Town Centre and the Canal Road Corridor, Keighley, Bingley and Ilkley, recognising the role of the Regional City of Bradford and the Principal Towns as key drivers of productivity.**
- C. The Council's priority for Grade A office developments will be Bradford City Centre in line with its priority for regeneration of the city centre and the creation of a revitalised central business district.**
- D. Improved links between job opportunities, skills development and needs, business productivity and investment, and the needs of excluded communities within Bradford District.**
- E. A modern manufacturing sector and modernisation of manufacturing industries within the City of Bradford and the Airedale Corridor.**
- F. A knowledge-driven economy, by supporting the potential of the University of Bradford, Bradford College, further and higher education institutions, hospitals and research institutions and other knowledge-intensive industries including the tourism and cultural sector and links with the provision of incubator units and innovation units within Bradford City Centre and the Airedale Corridor.**
- G. A more entrepreneurial Bradford District, with the aim of achieving higher rates of business start ups and survival, and a larger number of small businesses, including the provision of low cost and smaller incubator units for small and medium sized enterprises and micro businesses in the City of Bradford and the Airedale Corridor.**
- H. Development related to priority sectors or clusters, or individual employers important to the Bradford District economy, where they have specific property requirements.**
- I. The role of Leeds Bradford International Airport and Manchester International Airport as significant economic drivers and the need to enhance transport links between the District and the two airports.**
- J. The potential of non business class sectors, including health, sport, retail, leisure, tourism and education as key economic and employment generators within the Bradford District.**
- K. Opportunities for business relating to the District's unique environmental assets and challenges, including extraction industries, sustainable construction, renewable energy, resource and waste efficiency and environmental technologies and the 'low carbon economy'.**
- L. ICT and communications infrastructure, installation and take up of high speed broadband, particularly as a priority in rural and peripheral areas of the Bradford District.**
- M. Support diversification and sustainability of agricultural and rural businesses**
- N. A wide range of initiatives to ensure more diverse, competitive and successful economies in the rural areas of the Bradford District.**

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OUTCOMES	INDICATORS	TARGETS
<p>Economic growth of the District to be consistent with Core Strategy Vision and approach.</p> <p>The District has developed a modern and successful economy which is entrepreneurial, competitive and knowledge driven and based on a modern sectoral mix.</p> <p>Economic restructuring and diversification and the district through upskilling of the workforce.</p> <p>City of Bradford including Shipley Town Centre and the Canal Road Corridor, Keighley, Ilkley and Bingley have developed as key drivers of the District's productivity.</p> <p>There has been growth in businesses related to the District's unique environmental assets.</p> <p>There has been significant improvement in access from rural areas to economic opportunities.</p>	<p>Overall Employment Rate Corporate</p> <p>New Business Registration Corporate</p> <p>Super Broadband Connectivity Corporate</p>	
LEAD ROLES	MAIN MECHANISMS	
<p>Bradford Council</p> <p>LGYH/Yorkshire Forward</p> <p>Leeds City Region Partnership</p> <p>Bradford District Partnership - Local Strategic Partnership</p>	<p>Local Plan,</p> <p>Development Management, Economic Strategies and Masterplans,</p> <p>Local Economic Assessments,</p> <p>Integrated Regional Strategies,</p> <p>Investment Decisions</p> <p>LCR Investment Plans and Decisions</p> <p>The Big Plan - Community Strategy</p>	

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- 5.1.7 This policy sets out the broad approach to delivering and managing economic development. It supplements the Core Vision and Strategic Objectives of the Plan, and pulls together the District wide economic issues essential to creating a sustainable and competitive economy. It sets the overall context and direction in which strategies and initiatives are applied, in terms of targets, spatial location, development management, business support and job creation. The Policy sets the framework for agencies, partners, developers and investors to collectively achieve the strategic objectives of the Spatial Vision of the Plan.
- 5.1.8 Bradford's economy is underlined by a range of important factors which define its future growth. Bradford has a rapidly growing household structure with a large proportion of the population made up of people in the lower age groups and therefore a growing labour force. Whilst this in itself will stimulate economic growth, there is a need to ensure future jobs provision.
- 5.1.9 The local economy is third highest of the Region. It largely comprises of small enterprises although the District is home to a number of large businesses with recognised brands operating on an international scale. It is also home to successful creative, cultural and tourism based enterprises attracting a large visitor economy. The economic strategy of the Plan will help nurture these operations.
- 5.1.10 Unemployment, worklessness and economic inactivity are increasing and the working age population is growing. Skill levels are below regional averages and the proportion of people with no qualifications is growing. The District remains a low pay area reflecting a weak private sector jobs growth and too few high value knowledge businesses. The city centre needs revitalising. Growth in the visitor economy is dependant on regeneration, a better shopping experience and improving the quality and accessibility to the District's attractions. Only a modest level of economic growth is anticipated over the next few years, with reduced levels in public expenditure
- 5.1.11 The Core Strategy supports a vision of transformational change for Bradford, with a priority for economic growth and job creation, particularly in the business, retail and service sectors in the city and town centres. There is policy support for emerging clusters such as the design and technology and niche manufacturing industries across the District and the digital and media sector in Airedale. At District level the Economic Strategy recognises the need to adapt and identify new ways to support business growth and improve prosperity. At the root level this includes training, business support and embedding entrepreneurship. At the wider level the strategy aims for ongoing inward investment, initiating new major regeneration schemes, and building the appropriate infrastructure across the District to help deliver the economic recovery. A key objective of the Core Strategy will be to maximise access for the working age population residing within the District to the local employment opportunities. This can be achieved by improving access to skills, to training and to education, matching the necessary skilled personnel to the anticipated growth sectors. The Core Strategy will underline all of these objectives by providing the right conditions and planning policies to sustain economic development

Supporting Business and Job Creation

Introduction

5.1.12

With the need to provide and maintain new jobs within the District, and thus reducing the numbers registered for job seekers allowance, and as a consequence, the requirement for additional land to accommodate potential economic growth, a policy of supporting business and job creation is essential. Policy EC2 will help transform the economic and social conditions of the District through the provision of jobs. It will help manage and spread the benefits of continued growth of the Bradford economy and will help support the renewal and regeneration of urban and rural areas, an objective of Strategic Core Policy 3.

5.1.13

Policy EC2 reflects the Governments commitment through the NPPF, paragraph 18, to securing economic growth in order to create jobs and prosperity, building on the country's inherent strengths. Paragraph 20 of the NPPF states that local authorities should plan proactively to meet the development needs of business and support an economy fit for the 21st century. Under Paragraph 21 the document adds that authorities should set out a clear economic vision and strategy for their area which positively and proactively encourages sustainable economic growth; and, set criteria, or identify strategic sites, for local and inward investment to match the strategy and to meet anticipated needs over the plan period. In ensuring the vitality of town centres it states that planning policies should be positive, promote competitive town centre environments and set out policies for the management and growth of centres over the plan period.



Broadway shopping centre

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Policy EC2: Supporting Business and Job Creation

The Council will support the delivery of at least 1600 new jobs annually in the District in the period to 2030 through:

A. Planning for a supply of at least 135 ha of developable employment land over the Local Plan period by allocating a range of sites for general employment purposes. Such land allocated for employment purposes will not be granted permission for alternative uses.

B. Implementing major regeneration initiatives and proposals across the District.

C. Supporting and improving the vitality and viability of the City Centre and lower order town and district centres.

OUTCOMES	INDICATORS	TARGETS
Jobs created on allocated employment land	<p>Total employment jobs created, analysed against the employment requirement and the area targets. IND1(EJ)</p> <p>Total employment floorspace created, analysed against the employment requirement and area targets; by type of employment; for the District, DPD area and policy area. Operational</p> <p>Remaining employment land supply, analysed against the employment requirement and area targets; for the District, DPD area and policy area. Operational</p>	<p>Annual delivery of 1600 jobs</p> <p>IND1(EJ)</p>

LEAD ROLES	MAIN MECHANISMS
<p>Developers</p> <p>Bradford MDC and Partners</p> <p>Bradford Chamber of Commerce</p>	<p>Management of Land Allocations</p> <p>Planning applications</p> <p>Public Funding mechanisms</p>

5.1.14

The 2011 Regional Econometric Model projection produced a forecast of 26,726 new jobs by the year 2028, an average of approximately 1572 jobs annually. Employment was anticipated to be driven by growth in the business, professional, finance, service and health sectors with manufacturing experiencing an overall decline. It has been calculated that this job growth equates to 146 hectares of employment land in the B Use Class across the District. However, the projections produced by the Employment Land Review and its update are based largely on trend based modelling of how the economy might perform in future years. In this respect they are not wholly complete assessments of jobs growth and related land requirement. Whilst the current economic trend indicates a growth of approximately 1600 jobs per annum (excluding retail and Wholesale - REM June 2014), the theoretical need is potentially much greater. It is estimated that by 2030, a total of 55,298 (15.7%) of the working population will be claiming 'Out of Work' benefits. In order to attain full levels of employment in the District (providing jobs for everyone), the target number of jobs that would need to be created by 2030 is 4424 jobs per annum which is in reality, an unattainable aspiration. The strategy for a prosperous economy is to create the right conditions and opportunities for significant jobs growth across the District. It is not sustainable to accept the District's high level of unemployment and economic inactivity and it is through policy EC2 an attempt is made to mitigate these circumstances.

5.1.15

Whilst the 2011 REM projection produced a requirement for 146 hectares of employment land, recent projections and calculations for the B class uses have been much lower. As Bradford aims to be more aspirational in providing for jobs growth, the requirement for employment land will be based on Bradfords past performance and the development of land for employment uses. General take-up of employment land in the District has been monitored as an annual total since 1993. Up until March 2013 the total take up of allocated employment land has been 258.7 hectares, a yearly average of 12.8 hectares. Development after-use has been monitored since 2001 by Use Class and by location, providing a better analysis of economic performance District wide. Between July 2001 and March 2013, the total amount of land developed for employment purposes under 'Use Classes' B1, B2 and B8 has been 105.8 hectares, an annual average of 9 hectares. During this period, the economy has emerged from the 1991 recession, through the economic peak of 2007/8 and also from the double dip recession of 2009/10. Given the wide range of economic cycles attained, this period provides a reasonable basis for future projection of employment land requirement. Extending forward the average amount of land developed for B class uses of 9.0 hectares to 15 years (the Plan period), this gives a total requirement of 135 hectares. However, this allocated land does not include the anticipated jobs growth in the retail, health and education and service sectors because these uses are usually planned around specific local service needs and local population changes.

5.1.16

The Employment Land Reviews incorporated an assessment of the deliverability and potential market demand of the employment land within the Council's employment land portfolio. This included remaining allocated employment sites from the Replacement Unitary Development Plan together with other sites which had planning backing such as an extant planning permission. The current employment land portfolio as determined at 1st April 2014 amounted to 116.03 hectares in total. This comprises of 106.68 hectares of land allocated in the Replacement Unitary Development Plan together with 9.35 hectares of land with other forms of planning backing such as planning permission. The assessment of this land indicates that, for the purposes of providing a new portfolio of employment land that will endure for the plan period and will secure opportunities for new investment and sustained economic growth, only 51.57 hectares are considered

potentially suitable. Within the Bradford area, where the proposed allocation is at least 100 hectares, the current supply of potential good employment sites is 33.39 hectares, a shortfall of 66.61 hectares. In Airedale, the supply is 18.18 hectares giving a shortfall of 11.82 hectares. There are no sites allocated in Wharfedale of reasonable market demand giving a requirement of 5 hectares. However, these figures will be re evaluated at Allocations stage when the details of all sites will be considered against a broad range of factors including competing demands for other land uses such as housing, infrastructure requirements, environmental impacts, and physical characteristics such as access.

Employment Land Requirement

Introduction

5.1.17 Policy EC3 identifies the potential areas of search for a portfolio of employment sites that are attractive to developers and investors and also provide employment opportunities for the working age population of the District. It sets the contribution each of the constituent geographical areas of the District can make to the supply. It also identifies sources for new sites through extant strategies and regeneration initiatives. The breakdown of the employment land supply for the City of Bradford and the Airedale and Wharfedale corridors is calculated solely on existing population distribution across these individual areas. Wharfedale has a slightly smaller ratio because of the limited developable land area as a result of the Habitats Regulations Assessment.

5.1.18 The policy will contribute to Strategic Core Policy 1 through the management of growth, helping to transform economic and environmental conditions across the District, particularly the identified regeneration areas. It will also support Strategic Core Policies 3 and 4 as it keys into the various programmes and regeneration initiatives and provides a platform for any new strategies that will address economic development. Strategic Core Policy 4 establishes a hierarchy of settlements with key differences in the scale and nature of development envisaged between the different parts of the District and sets priorities for investment decisions. Policy EC3 follows on directly from these principles with the provision of employment opportunities appropriate to the function of each settlement, as described in paragraph 5.1.22. The

policy is also consistent with the Sub Area policies which set the framework for development for the four sub areas of Bradford, Airedale, Wharfedale and the Pennine towns and villages.

5.1.19 The policy also reflects the guidance given in NPPF to planning for and delivering sustainable economic development. Under paragraph 160, the NPPF recommends that Local Planning Authorities should have a clear understanding of business needs within the economic markets operating



5.1.20

in and across their area. To achieve this they should prepare a robust evidence base to understand needs and likely changes in the market. They should use this evidence base to assess the need for land for economic development, the existing future supply of land available and its sufficiency and suitability to meet the identified needs. Policy EC3 is underpinned by the *'Bradford District Employment Land Review'*, *'The Bradford Local Economic Assessment'* and the 2013 Report, *'Understanding Bradford District'*.

Policy EC3 makes provision for selective Green Belt deletions using the 'exceptional circumstances' allowed under Paragraph 83 of NPPF. The 'exceptional circumstances' arise from the need to provide additional jobs through economic growth and inward investment by meeting the development needs of business and supporting an economy fit for the 21st century. It is not only the quantity of available employment land that is important but the quality of supply in the right locations to attract inward investment and provide jobs. The current supply of employment land is largely comprised of small sites and in locations that would provide for local services only. The economic strategy of the Plan is to provide a portfolio of larger, flexible sites in highly accessible locations to meet the demands of modern enterprise.

Policy EC3: Employment Land Requirement

A. The planned requirement for at least 135 ha of employment land within the District will be distributed between the different parts of the District as follows:

- 1. 100 ha within City of Bradford**
- 2. 30 ha in the Airedale Corridor**
- 3. 5 ha in the Wharfedale Corridor**

B. The required employment land to be identified in the allocations DPD will be met from the following sources:

- 1. Unimplemented but deliverable sites allocated within the RUDP;**
- 2. Other committed sites with planning permission for employment use;**
- 3. Sites already identified in existing regeneration strategies for Bradford City Centre and Airedale.**
- 4. Sites identified in current and emerging masterplans including that for the Shipley and Canal Road Corridor (including Manningham), City Plan for Bradford City Centre and the Leeds Bradford Corridor.**
- 5. New sites which are considered suitable for employment use.**

C. The Allocations DPD will examine the need for Green Belt deletions to provide high quality employment locations in the following broad areas of search:

- 1. Within North Bradford tied to the locational benefits of proximity to Leeds Bradford International Airport and Apperley Bridge Rail Station.**
- 2. Within South East Bradford**
- 3. East and North East of Keighley**

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OUTCOMES	INDICATORS	TARGETS
<p>Employment land developed for employment purposes</p> <p>Maintaining a supply of employment land in the right locations</p>	<p>Total employment floorspace created, analysed against the employment requirement and area targets; by type of employment; for the District, DPD area and policy area. Operational</p> <p>Remaining employment land supply, analysed against the employment requirement and area targets; for the District, DPD area and policy area. Operational</p>	
LEAD ROLES	MAIN MECHANISMS	
<p>Bradford MDC</p> <p>Developers</p>	<p>Proactively manage all planning applications and the allocation of land</p>	

5.1.21 For the spatial distribution of employment land, the City of Bradford is taken as a single spatial entity and includes Shipley. The Pennine villages have been included with Airedale as more people travel to Airedale to work rather than to Bradford. The distribution of employment land is related primarily to population levels providing local residents with a reasonably even level of access to new employment opportunities.

5.1.22 Based on an analysis of labour market flows and industry make-up, the Local Economic Assessment has identified five functional economic areas within the District. Each has a distinctive economic space with different characteristics, influences and flows. The five areas are Wharfedale, Airedale, the Pennine Hills, City of Bradford and Bradford South. At present, the key business sectors in these economic areas are:

- **Wharfedale** - Health, Financial and Business Services
- **Airedale** - Manufacturing, Retail, Wholesale
- **City of Bradford** - Retail, Financial and Business Services, Public
- **Pennine Hills** - Education, Hotels/Restaurants
- **South Bradford** - Manufacturing, Distribution

Sustainable Economic Growth

Introduction

- 5.1.23 **A strategy for economic growth is more than provision of new sites for employment purposes. It is also about managing the existing commercial stock, retaining its function and ensuring that it continues to provide job opportunities for the District's residents as well as investment potential for the District's entrepreneurs. It is important therefore that the District can create the right conditions and provide the opportunities for sustainable economic growth. This Policy will therefore ensure the provision and retention of a good supply of deliverable, sustainable employment sites and opportunities; encouraging and supporting a diverse economic structure which will help deliver a more a prosperous District. The policy will help ensure that the right type of economic development is directed to the most appropriate locations and is in keeping with the local environment.**
- 5.1.24 The policy is aligned with the other broad policy areas of the Core Strategy, both at strategic level and sub area level. It conforms to the Spatial Vision and its broad objectives of exploiting the role of the City of Bradford and the towns along Airedale and Wharfedale as dynamic locations of choice for economic growth and investment.
- 5.1.25 Policy E4 is consistent with the NPPF guidance where planning policies should seek to address potential barriers to investment. NPPF states in paragraph 21 that in drawing up Local Plans, local planning authorities should:
- set criteria, or identify strategic sites, for local and inward investment to match the strategy and to meet anticipated needs over the plan period;
 - support existing business sectors, taking account of whether they are expanding or contracting and, where possible, identify and plan for new or emerging sectors likely to locate in their area. Policies should be flexible enough to accommodate needs not anticipated in the plan and to allow a rapid response to changes in economic circumstances;
 - plan positively for the location, promotion and expansion of clusters or networks of knowledge driven, creative or high technology industries;
 - identify priority areas for economic regeneration, infrastructure provision and environmental enhancement; and
 - facilitate flexible working practices such as the integration of residential and commercial uses within the same unit.
- 5.1.26 NPPF adds in paragraph 28 that planning policies should support economic growth in rural areas in order to create jobs and prosperity by taking a positive approach to sustainable new development.
- 5.1.27 Criterion D recognises that there are key locations within the main urban areas where existing industrial and business uses predominate. It is considered that these zones provide a range of sites of varying quality and rental supply which can be of particular advantage to the development of young or lower level economic enterprises. Such

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concentrations of employment activity can also provide the impetus for new business innovation and growth. The traditional employment activities of these areas will continue to play an important role in providing jobs for their surrounding communities.

Policy EC4: Sustainable Economic Growth

The Council through planning and development decisions and supporting economic development tools will seek to manage economic and employment growth in a sustainable manner. These mechanisms will include:

- A. Assessing all site proposals submitted as potential site allocations against their deliverability and their sustainability.**
- B. Monitoring the availability and suitability of employment sites on a 3 year rolling basis so as to ensure that they continue to meet current or long term needs for economic development and these sites will be protected and retained for such development. A portfolio of the best sites, representing at least a 5 year supply of market ready sites will be identified and protected for those purposes.**
- C. Refusing Planning Permission for the alternative development, including piecemeal development, of land and buildings currently or last in use for business or industrial purposes within both urban and rural areas unless, it can be demonstrated to the Council that a site is no longer suitable for such use in terms of:
 - 1. Location**
 - 2. Accessibility**
 - 3. Adjacent land uses**
 - 4. Environmental impacts**
 - 5. Market significance – where it can be shown that the site has been continuously marketed for employment uses at local land values for a period for at least 2 years.****
- D. Identifying Strategic Employment Zones within the Allocations DPD and Area Action Plan DPD's where development proposals for non employment uses will not be permitted unless it can be demonstrated that the proposal relates to a use which supports the function of the employment zone as a predominantly industrial area.**
- E. Supporting priority business sectors and clusters through the provision of appropriately located sites and premises.**
- F. Encouraging economic enterprises which develop or enhance the viability of tourism, culture and leisure based activities, and the built and natural environment, whilst having regard to accessibility and sustainable transport local character and design.**
- G. Promoting developments which help diversify and strengthen the rural economy of the District including support for rural industries, reuse of existing buildings, farm diversification , support for live – work opportunities and through the extension of high speed broadband to rural communities.**



H. Supporting the provision of live- work premises.

I. Ensuring that new developments of more than 1000 sq metres of non residential floorspace will meet 'BREEAM Very Good' standards on buildings and by 2019 will meet 'BREEAM EXCELLENT' unless, having regard to the type of development involved and its design, this is not feasible or viable.

OUTCOMES	INDICATORS	TARGETS
	Process policy, no indicators	

5.1.28

Implementation of the Policy will be carried out initially by the Council, ensuring there is an adequate supply of employment sites and suitable locations to accommodate future economic development proposals as set out in Policy EC3. Those aspects of the policy relating to the appropriateness of development and their conformity to the wider Policy framework of the Core Strategy will be enforced through the Councils Development Management process when development proposals or changes of use are submitted to the Council for approval. Policy EC4 links to those policies within the strategy and the NPPF which set out the physical, social and environmental criteria against which all new proposals are tested.

City, Town, District and Local Centres

Introduction

5.1.29

The role and performance of the City, District, Town and Local centres is important to a prosperous District. Town centres are at the heart of their communities and are centres of economic activity including retail, leisure, residential and community provision with accessible public transport connections. The following policy sets out the network and hierarchy of centres and the role each will play including the type and scales of development appropriate in each centre. Policy EC5 delivers on Core Strategy Spatial Objective 6, 7 and 10.

5.1.30

In line with the National Planning Policy Framework paragraph 23 - 27, Policy EC5 seeks to ensure the continued vitality of town centres beyond just retail. The policy defines a hierarchy of centres and sets local threshold when assessing the impact of planning application for retail, leisure and office development in an edge of centre or out of centre locations.

5.1.31

Continued regeneration of existing city and town centres across Bradford District is a Council priority as highlighted in the Bradford Community Strategy 2011-2014. Policy EC5 will therefore support town centre regeneration programmes in order to create a prosperous district.

5.1.32

The Council has prepared a Bradford District Retail & Leisure Study (May 2013) in order to assess the vitality and viability of existing centres and assess the capacity and need for

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additional retail and commercial leisure (cinema, bingo, bowling sectors only) floor space. The Bradford District Retail & Leisure Study has provided the evidence base for Policy EC5.

- 5.1.33 The Study has highlighted that due to the current market conditions and the growth of internet sales, there is sufficient retail floor space in the District (if all extant planning permissions for convenience and comparison retailing across the District are implemented) up to 2028 based on the current market share being retained.
- 5.1.34 The Council will therefore seek to prioritise city and town centres and focus on delivery of these extant planning permissions to ensure that all of the identified residual capacity up to 2028 is met in order to serve the future shopping needs of the District's community. The Council's priority is to retain its focus of resources on the implementation of The Broadway Shopping Centre redevelopment with its development partners. The Broadway Shopping Centre will meet the city centre capacity for comparison shopping and is essential to help transform Bradford as a major shopping destination and enhance market share.
- 5.1.35 The delivery of the proposed Worth Valley Shopping Centre in Keighley, the proposed supermarket at the former Bradford and Bingley Building Society headquarters in Bingley and the proposed Tesco supermarket in Ilkley will ensure that all of the retail floor space capacity in these town centres are fully met.
- 5.1.36 The Council will continue to assess the retail needs and capacity of the District and will take a proactive approach in relation to any future opportunities that may arise for new comparison and convenience retail developments, based on the location of such proposals, and the qualitative and economic benefits which occur from development.
- 5.1.37 Based on the market share analysis drawn from the 2012 household survey and data on recent trends for commercial leisure facilities, the Bradford District Retail & Leisure Study has concluded that the existing commercial leisure facilities (cinema, bingo, bowling sectors only) in the District are satisfactory and the principal focus for the Council should be on retaining these facilities over the plan period.
- 5.1.38 The Council recognises that there is scope to diversify the city and town centres and improve the evening economy through the promotion and enhancement of leisure and cultural facilities which will complement the role and function of city and town centres. There are opportunities to improve the quality and the range of restaurants, bars, public houses and evening entertainment uses within the city and town centres.
- 5.1.39 The Council will continue to assess the commercial leisure needs and capacity of the District and will take a proactive approach in relation to

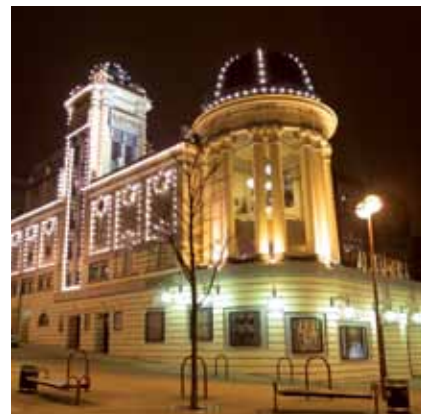


Photo: George Wood Photography

Photo top: The Alhambra Theatre, Bradford City Centre.
Photo above: Sunbridge Wells underground retail complex.

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any opportunities that may arise for commercial leisure developments, based on the location of such proposals, and the qualitative and economic benefits which occur from development.

- 5.1.40 Policy EC5 links to Strategic Core Policy 1 and 4, BD1, AD1, WD1, PN1 and will enhance the role and function of existing and proposed new centres within the City of Bradford, Airedale and Wharfedale and South Pennines. Policy EC5 will ensure that the city centre and principal town centres have a competitive role and function within the Bradford and wider LCR economy in support of EC1. It will also support the diversity of existing city and town centres through the use of simplified planning guidance and Local Development Orders in support of ID6.
- 5.1.41 Policy EC5 complies with NPPF paragraph 23 - 27 as it establishes a hierarchy of centres and sets local threshold when assessing the impact of planning application for retail, leisure and office development in an edge of centre or out of centre locations.
- 5.1.42 In line with paragraph 160-161 of the NPPF, the Council has a clear understanding of land or floor space for economic development, including both the quantitative and qualitative needs for all foreseeable types of economic activity over the plan period, including for retail and leisure development. The Council, through the Bradford District Retail & Leisure Study and the Annual Retail Floor Space Monitoring Update Report also understands the role and function of town centres and the relationship between them, including any trends in the performance of centres.
- 5.1.43 The Bradford District Retail & Leisure Study is the key evidence underpinning Policy EC5.

Policy EC5: City, Town, District and Local Centres

Planning decisions, plans, town centre strategies, investment decisions and programmes should seek to sustain and enhance the vitality and viability of a network and hierarchy of centres in the Bradford District (Figure EC1) by ensuring that new, appropriate scale of retail, leisure and office development is encouraged in sequentially preferable locations. Allocations, designations and associated development management policies on centre boundaries, primary shopping areas, primary and secondary shop frontages and sites (expansion areas) to meet at least the first five years of identified need will be determined by the Allocations DPD, Bradford City Centre Area Action Plan DPD and the Shipley and Canal Road Corridor Area Action Plan DPD.

A. Bradford City Centre should be the focus for a wide diversity of economic activity, including significant offices, residential, convenience and comparison retail including the traditional (and specialist) markets, leisure, entertainment, arts, culture, tourism, intensive sports and recreation uses and the priority centre for promotional events and activities.

B. Keighley, Ilkley, Bingley and Shipley Town Centres should be the focus for office, residential, convenience and comparison retail, including the traditional



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(and specialist) markets, leisure, entertainment, arts, culture and tourism, intensive sports and recreation uses that are appropriate to the centres, provided proposals do not have a significant adverse impact upon the vitality and viability of Bradford City Centre and other nearby Town Centres.

C. The District Centres of Five Lane Ends, Girlington, Great Horton, Greengates, Thornbury, Tong Street, Odsal, should be the focus for convenience retail and limited comparison retail and a range of non retail services such as banks, building societies, restaurants, cafes and local public facilities in order to enable people to meet their day to day needs and minimise their need to travel, provided proposals do not have a significant adverse impact upon the vitality and viability of Bradford City Centre and other nearby Town Centres.

D. The following 46 Local Centres within urban areas and villages should be the focus for appropriately sized local supermarkets and a variety of small shops of a local nature to meet people's day to day needs and minimise their need to travel.

Addingham, Allerton, Baildon, Barkerend Road, Bolton Junction, Burley-in-Wharfedale, Carlisle Road/Whetley Hill, Clayton, Cottingley, Crossflatts, Cross Road (Keighley), Cullingworth, Denholme, Duckworth Lane, Eccleshill, Fell Lane/Oakworth Road (Keighley), Frizinghall, Harden, Haworth (Main Street), Haworth (Mill Hey), Heaton, Holme Wood, Horton Grange, Idle, Laisterdyke, Leeds Road, Lidget Green, Low Moor, Marshfields (Manchester Road), Menston, Oak Lane (Manningham), Oakworth, Princeville, Queensbury, Riddlesden, Saltaire, Silsden, Steeton with Eastburn, Sticker Lane, Thornton, Undercliffe, White Abbey Road, Wibsey, Wilsden, Wrose, Wyke.

E. The sequential test will apply to all planning applications for main town centre uses that are not in an existing centre and are not in accordance with the Development Plan Documents. Main town centre uses (as defined in NPPF Annex 2) should be located in centres, then in edge of centre locations and only if suitable sites are not available should out of centre sites be considered. When considering edge of centre and out of centre proposals, preference will be given to accessible sites that are well connected to the centre. Applicants and the Council will demonstrate flexibility on issues such as format and scale. The sequential test will not be applied to applications for small scale rural offices or other small scale rural development.

F. When assessing applications for retail, office and leisure development not in accordance with the Development Plan Documents and in an edge of centre or out of centre location, the Council will require an impact assessment if development is over:

1. 1,500 square metres gross of floor space for Bradford city centre
2. 1,000 square metres gross of floor space for Keighley, Shipley, Bingley, Ilkley
3. 500 square metres gross of floor space for District Centres.
4. 200 square metres gross of floor space for Local Centres.



This should include assessment of:

- i) The impact of the proposal on existing, committed and planned public and private investment in a centre or centres in the catchment area of the proposal, or on the role of centres; and
- ii) The impact of the proposal on town centre vitality and viability, including local consumer choice and trade in the town centre and wider area, up to five years from the time the application is made. For major schemes where the full impact will not be realised in five years, the impact should also be assessed up to ten years from the time the application is made.

Where an application fails to satisfy the sequential test or is likely to have significant adverse impact on one or more of the above factors, it should be refused. It is for the applicant to demonstrate compliance with the sequential test and/or impact test. Failure to undertake a sequential assessment and/or impact assessment could in itself constitute a reason for refusing permission. The sequential test and impact test should be undertaken in a proportionate and locally appropriate way, drawing on and sharing existing information where possible. The applicants and the Council should seek to agree the scope, key impacts for assessment, potential suitability of alternative sites and level of detail required in advance of applications being submitted.

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

1. The proposed development is of an appropriate scale;
2. There are no alternative central sites within the primary shopping areas which are suitable, viable or available, with preference then given to expansion areas, edge of centre sites before out-of-centre site are then considered.
3. The proposed development will not have a significant adverse impact on the vitality and viability of existing Town, District and Local Centres; and
4. The proposed development is accessible to all modes of transport, especially public transport.

H. Proposals for leisure, office and other main town centre uses will only be permitted on sites outside the city, town and district centre boundaries (as defined in the Allocations DPD, Bradford City Centre AAP, Shipley & Canal Road Corridor AAP) if:

1. The scale of the proposed development is of an appropriate scale;
2. There are no alternative central sites within the city, town or district centre boundaries which are suitable, viable or available, with preference then given to expansion areas, edge of centre sites before out-of-centre site are then considered;
3. The development will not have an significant adverse impact on the vitality and viability of any existing city, town or district centre;



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4. The proposed development is accessible to all modes of transport, especially public transport;
5. The proposed development would not result in unacceptable highway impacts;
6. The development would not undermine the economic development strategy of the Core Strategy DPD.

I. Small Shop Units (under 150 square metres gross of floor space) within walking distance of most residential properties will be permitted, provided that the development will not lead to the creation of a shop or group of small shops which collectively would have a significant adverse impact on the vitality and viability of the network and hierarchy of City, Town, District and Local Centres.

J. Office, residential uses, community and cultural facilities and services at ground and upper floor levels within the above centres will be encouraged, provided they do not have a significant adverse impact on the retail function of the Primary Shopping Area.

K. Healthcare services and educational facilities at ground and upper floor levels within the above centres will be encouraged, provided they do not have a significant adverse impact on the retail function of the Primary Shopping Area.

L. Development, environmental enhancements, accessibility improvements, town centre management strategies and promotional events and activities should take place in each of the centres within the District to create distinctive, attractive and vibrant sense of place and identity to be enjoyed and used by all. Priority will be given to worst performing centres as identified and monitored by the Council through the Bradford District Retail & Leisure Study.

OUTCOMES	INDICATORS	TARGETS
Bradford City Centre and the town centres of Keighley, Ilkley, Bingley and Shipley are the focus for services and activities which generate a high level of people movement	Vitality and viability assessments of the hierarchy of centres. IND2(EJ)	To meet the retail and leisure needs of the District IND2(EJ)
Vibrant and successful City, Town, District and Local Centres have been developed in the District.		

LEAD ROLES	MAIN MECHANISMS
Bradford MDC Developers	Bradford MDC Development Management Bradford MDC Development Plan Bradford MDC – Economic Strategies and Masterplans Leeds City Region Investment Plans Bradford District Partnership – Community Strategy

Key Linkages for Economy, Retail and Centres

EVIDENCE
Employment Land Review Local Economic Assessment Understanding Bradford District Report Retail and Leisure Study

NPPF
Policy EC1 complies with NPPF <i>paragraphs 17 - 21</i> Policy EC2 complies with NPPF <i>paragraphs 18, 20, 21 and 23</i> Policy EC3 complies with NPPF <i>paragraphs 82, 83 and 160</i> Policy EC4 complies with NPPF <i>paragraphs 21 and 160</i> Policy EC5 complies with NPPF <i>paragraph 23 - 27</i>

- 5.1.44** The Bradford District Retail and Leisure Study (2013) as the evidence base, has informed Policy EC5 City, town, district and local centres. The Core Strategy objectives include strengthening the role and performance of the city centre and the town centres. Despite the recent growth in employment in these areas, the Districts city and town centres still require an economic, social and environmental “renaissance”. These centres need to be regarded as the heart of their local communities and efficient hubs of connected economic activity, accessible by public transport.
- 5.1.45** On this basis, this crucial role in achieving sustainable economic growth and investment in the District requires that these centres be made the prime focus of development and future investment. This focus must apply to all uses which generate large numbers of people movements, not just those traditionally associated with economic regeneration of town centres. The most competitive cities are doing the most to improve the quality and distinctiveness of their places and infrastructure.
- 5.1.46** Policy EC5 should be used to align regeneration plans and programmes as well as development management decisions in order to sustain the vitality and viability of the network and hierarchy of centres within the Bradford District.
- 5.1.47** Mayo Avenue is listed as a district centre within the Replacement Unitary Development Plan. Through Policy EC5.C, Mayo Avenue is de-listed as a district centre as it does not

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have the necessary range of retail and non-retail service uses to be considered a district centre or even a local centre. Mayo Avenue also lacks opportunities for expansion in order to provide the additional retail and service floor space. Mayo Avenue is therefore viewed as a free standing out of centre destination. (See paragraph 11.07, *Bradford District Retail & Leisure Study, 2013*).

- 5.1.48 Bankfoot (Manchester Road) is listed as a local centre within the Replacement Unitary Development Plan. Through Policy EC5.C, Bankfoot (Manchester Road) is elevated up the hierarchy from local centre to district centre and renamed Odsal District Centre to serve South Bradford. The Richard Dunn Sports Centre site and adjoining land has redevelopment potential for a new supermarket and a range of non retail services such as banks, building societies, restaurants as well as local public facilities such as medical centre, bus terminus etc (See paragraph 11.08, *Bradford District Retail & Leisure Study, 2013*). Policy EC5 should be used to support the above uses at the new Odsal District Centre through the redevelopment of the Richard Dunn Sports Centre site and adjoining land in order to meet the needs of residents in South Bradford.
- 5.1.49 Sandy Lane is listed as a local centre within the RUDP. Sandy Lane has been de-listed as a local centre through Policy EC5.D due to lack of facilities and services. Sandy Lane is considered a small parade of shops of purely neighbourhood significance. (See paragraph 11.09, *Bradford District Retail & Leisure Study, 2013*).
- 5.1.50 In accordance with NPPF paragraph 26 and best practice, the Bradford District Retail & Leisure Study has confirmed that it is appropriate to identify thresholds for the scale of edge of centre and out of centre development which should be subject to an impact assessment. The Study has concluded that the nationally set default threshold of 2,500 sq m (See paragraph 26 of the NPPF) is not appropriate for all types of centre across the Bradford District. The Council therefore considers it appropriate to adopt a tiered approach, whereby the threshold applied to planning applications at edge of centre and out of centre locations varies in relation to the role and function of the particular centre. The proposed thresholds at City, Town, District and Local Centre level are considered to reflect the relatively small size of some of the centres at the lower end of each level of the retail hierarchy and their consequent potential susceptibility to alternative out of centre provision.
- 5.1.51 At Policy EC5.F, a series of locally set thresholds for impact assessments for town centres uses in edge of centre or out of centre locations have been informed by analysis of the hierarchy of retail centres. Through Policy EC5.F, the Council will expect impact assessments to be proportionate to the nature and scale of the development proposal. (See paragraph 11.9 - 11.22 (*Bradford District Retail & Leisure Study, 2013*)).
- 5.1.52 The Council, through Policy EC5.I recognises (*with reference to paragraph 38 of the NPPF*) that as part of existing and new residential developments, there is a need to promote a mix of uses in order to provide opportunities to undertake day to day activities, including work. Policy EC5.I therefore permits small shop units (under 150 square metres gross of floor space) which are of purely neighbourhood significance within walking distance of most properties provided that the development will not lead to the creation of a shop or a group of small shops which collectively would have a significant adverse impact on the vitality and viability of the network and hierarchy of centres. Small shop units will be particularly valuable in rural areas of the District where they can help to maintain rural services and support a thriving rural economy. Proposals for small shop units under 150

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square metres gross of floor space are unlikely to prejudice the overall pattern of shopping provision or have a significant adverse impact on the network and hierarchy of city, town, district and local centres.

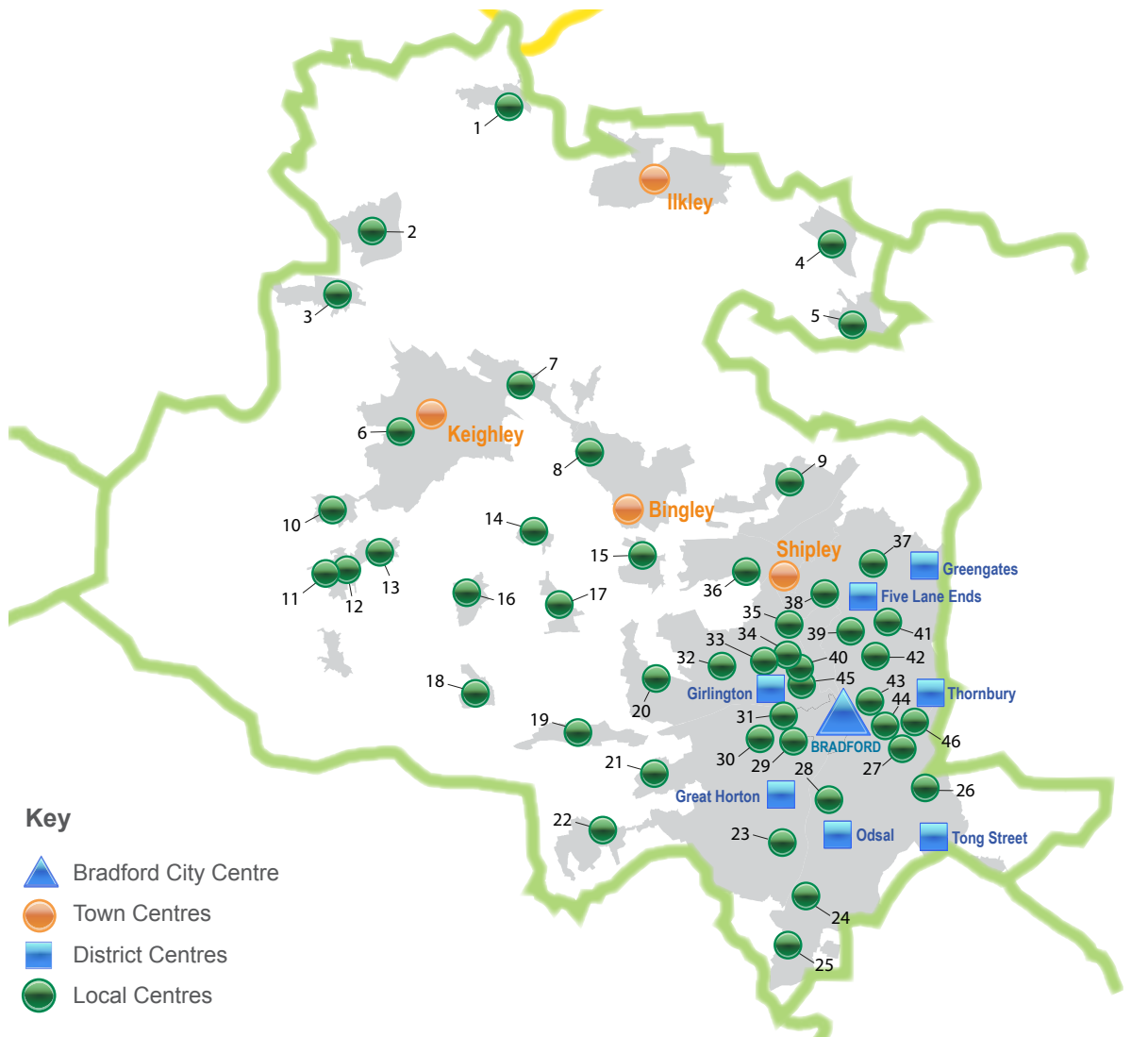
5.2.1

The Council is adopting a proactive and positive approach to proposals which diversify the range of uses on the high street and the role and function of centres, beyond retail. Policy EC5.J and EC5.K encourages office, residential, community and cultural facilities and services, health and education provision on the ground and upper floor levels within each of the centres, provided that they do not have a significant adverse impact on the retail function of the primary shopping area.



Empress building, Sunbridge Road - city centre living

Fig EC1: Network and Heirarchy of Centres



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- | | | |
|-----------------------------------------|-----------------------------------|----------------------------------|
| 1. Addingham | 17. Wilsden | 33. Duckworth Lane |
| 2. Silsden | 18. Denholme | 34. Oak Lane, Manningham |
| 3. Steeton with Eastburn | 19. Thornton | 35. Frizinghall |
| 4. Burley-in-Wharfedale | 20. Allerton | 36. Saltaire |
| 5. Menston | 21. Clayton | 37. Idle |
| 6. Fell Lane / Oakworth Road (Keighley) | 22. Queensbury | 38. Wrose |
| 7. Riddlesden | 23. Wibsey | 39. Bolton Junction |
| 8. Crossflatts | 24. Low Moor | 40. Carlisle Road / Whetley Hill |
| 9. Baildon | 25. Wyke | 41. Eccleshill |
| 10. Oakworth | 26. Holme Wood | 42. Undercliffe |
| 11. Haworth (Main Street) | 27. Sticker Lane | 43. Barkerend Road |
| 12. Haworth (Mill Hey) | 28. Marshfields (Manchester Road) | 44. Leeds Road |
| 13. Cross Road (Keighley) | 29. Horton Grange | 45. White Abbey Road |
| 14. Harden | 30. Lidget Green | 46. Laisterdyke |
| 15. Cottingley | 31. Princeville | |
| 16. Cullingworth | 32. Heaton | |