

# **CHAPTER 7**

## **Town Centres, Retail and Leisure Developments**

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## **7.0 Introduction**

- 7.1 A key objective of the Plan set out in Part One is to sustain and enhance the role of the City, town, district, local (including village) centres in the District. Policies in this chapter and the corresponding policy statements and proposals in the Proposals Reports seek to achieve this.
- 7.2 This chapter includes policies that apply to all proposals for new developments in the City Centre and the town centres of Bingley, Ilkley, Keighley and Shipley, and for new retail and leisure development throughout the District.
- 7.3 The national and regional policy context and the hierarchy of centres in the District is described in paragraphs 7.7 to 7.16. The Section which contains policies specific to the city and town centres starts at paragraph 7.17, that relating to retail policies at paragraph 7.61 and that relating to leisure policies at 7.137.
- 7.4 Local policy statements and proposals in each of the Proposal Reports set out how the Council as local planning authority will guide land use change in each of these centres during the Plan period.
- 7.5 The policies and proposals further the objectives in Part One of the Plan and the Government's planning objectives in Planning Policy Guidance Note 6 Town Centres and Retail Development (PPG6) (June 1996), and Regional Planning Guidance for Yorkshire and Humberside (RPG12) (March 1996). They also have regard to the draft replacement Regional Planning Guidance published in October 1999. They also reflect subsequent relevant ministerial planning policy statements and the Government's response to the Second Report of the Environment, Transport and Regional Affairs Committee (May 2000).
- 7.6 All new proposals requiring planning permission will be assessed against policies in this chapter, and other relevant policies in the Plan as required by policy UR1. PPG's, RPG's and ministerial statements are also material considerations in the determination of planning applications.

### **The Government's National Planning Policy**

- 7.7 Government planning policy places great importance on the strength of city and town centres as a sustainable focus for investment activity and cultural exchange.
- 7.8 The objectives in PPG6 for town centres that policies and proposals in development plans need to further are:
- "to sustain and enhance the vitality and viability of town centres;

- to focus development, especially retail development, in locations where the proximity of businesses facilitates competition from which all consumers are able to benefit and maximises the opportunity to use means of transport other than the car;
- to maintain an efficient, competitive and innovative retail sector; and
- to ensure the availability of a wide range of shops, employment, services and facilities to which people have easy access by a choice of means of transport”.

7.9 The guidance states that “town centres should be the preferred locations for developments that attract many trips” and that the Plan’s policies and proposals should:

- “locate major generators of travel in existing centres, where access by a choice of means of transport, not only the car, is easy and convenient;
- enable town, district and local centres to meet the needs of residents of their area;
- safeguard and strengthen existing local centres, in both urban and rural areas, which offer a range of everyday community, shopping and employment opportunities;
- maintain and improve choice for people to walk, cycle or catch public transport; and ensure an appropriate supply of attractive, convenient and safe parking for shopping and leisure trips.”

#### **The Government’s Regional Planning Guidance**

7.10 The current Regional Planning Guidance for Yorkshire and Humberside was published in March 1996. This states that Development Plans:

- should where possible provide for a diversity of uses in town centres, including the re-establishment and/or expansion of residential uses;
- incorporate policies to enhance the environment within town centres, including the improvement of townscape and buildings, upgrading facilities, limiting vehicular access, pedestrianisation, landscaping, conserving public areas where people can relax and enjoy themselves, and preserving and upgrading existing open space;
- aim to maintain and enhance the vitality and viability of town centres;
- facilitate a range of retail development that will extend consumer choice and enable the community to benefit from effective competition between retailers;
- focus retail development within existing town and district centres;

- encourage offices to locate in city and town centres;
  - aim to restore industrial buildings or warehouses in centres which have architectural merit but which are outmoded or inappropriately located for their original purpose to economic use.
- 7.11 New draft Regional Planning Guidance was published by the Regional Assembly for Yorkshire and Humberside in October 1999. The proposed replacement guidance:
- reinforces the need to concentrate retail and leisure development in the main centres;
  - is concerned at the loss of shops in settlements in rural areas and seeks to resist retail development which is likely to lead to the demise of local shopping provision in settlements;
  - advises that development plans should make adequate provision for existing city and town centres to “continue to be the main focus for shopping and employment in cultural, social, leisure and business services” and require proposed developments to reflect the scale and character of the centres to which they relate;
  - states that existing centres will be the focus of efforts to upgrade environment, attractiveness and accessibility, especially in the areas in most need in the region, and that opportunities for central area living should be integrated into central area improvement schemes wherever feasible;
  - is concerned about the leakage of offices uses from main centres and requires business park developments out of centre to be supported only when it can be demonstrated that they conform with the principles of sustainable development and where there will be no significant impact on the vitality of existing centres.
- 7.12 The principle of maintaining the City and town centres as the main focus of activities is supported by the increasing emphasis on the implementation of Local Agenda 21 and changes in transportation strategy outlined in the Transport White Paper (1998) and the Urban White Paper (2000).
- 7.13 The Urban Task Force Report in July 1999 “*Towards an Urban Renaissance*” reported on a range of initiatives to stimulate the renaissance of towns and cities. Among over one hundred recommendations it called for:
- Plans to be more flexible and avoid rigid zoning to create a mix of work, home and leisure uses;
  - New urban developments to be designed to a much higher standard;
  - 65% of transport public expenditure over the next ten years should be committed to walking, cycling and public transport;

- The processing of compulsory purchase orders to be speeded up and the right to use them without having to prove the economic viability of a redevelopment scheme should be accepted.
- 7.14 The Government responded to this report by publishing its Urban White Paper *“Our Towns and Cities: The Future – Delivering an Urban Renaissance”* in November 2000. This identified the need to encourage people to remain in and to move back into towns and cities to regenerate urban areas and to relieve pressure on the countryside.
- 7.15 The policy approach in the Plan to the City, town, district and local centres seeks to further the government’s approach to make the urban areas more attractive places to live.

### **The Centre Hierarchy**

- 7.16 The principal centres in the District are the City Centre and the four town centres of Bingley, Ilkley, Keighley and Shipley. The Plan designates a further six centres within the urban area of Bradford itself as district centres. These are at Five Lane Ends, Girington, Great Horton, Mayo Avenue, Thornbury and Tong Street. It also identifies 41 local centres (including village centres) across the District which are listed in the Proposal Reports and defined on the Proposal Map, and which the policies and supporting text of the retail and leisure sections refer to.

### **The City and Town Centres**

- 7.17 For the purposes of this Plan the spatial extent of the City and town centres is that area defined on the Proposal Map where policy CL1 applies (areas within which leisure and other key town centre uses are acceptable). Expansion areas have been defined beyond the boundaries of this area, primarily to cater for likely future retail development. Over time they may become part of the centre. Guidance on acceptable developments within the centres and in these expansion areas is included in the appropriate Proposal Report.
- 7.18 The City Centre is by far the largest and most important centre offering the greatest amount of comparison goods retail floorspace, leisure and entertainment facilities, and other service uses in the District. As a shopping centre it is second only to Leeds in West Yorkshire in terms of size. It is also the most important centre in the District for administrative, educational, and cultural uses. It lies at the hub of the District’s public transport system and road network, with good accessibility by car, bus and rail.
- 7.19 The town centres of Bingley, Ilkley, Keighley and Shipley function to serve these towns to the north and west of Bradford. The centres have had mixed fortunes in recent years. Keighley continues to be a strong shopping centre and has the largest amount of convenience retail floorspace and the most superstores and supermarkets of any centre in the District. In contrast the shopping offer of Bingley has continued to decline in both quantity and quality.

- 7.20 Public consultation indicated a need to provide for better retail and leisure offers and experiences, car parking, exciting and attractive pubs, clubs and restaurants, to encourage people to use the centres more. Public consultation also underlined the need for the City and town centres to function more as the main centres that serve the needs of all ethnic groups in the District.
- 7.21 At the heart of the Council's corporate objectives is the vision of a sustainable District with the promotion of equal rights being central to that ambition. The Plan seeks to reinforce the social and economic role of these centres to assist in the pursuit of this objective.

**The need to enhance and safeguard the City and town centres**

- 7.22 The economic health, profile and image of these centres are vital to the overall economic success of the District. The buildings and established land uses represent substantial economic and social investment that has taken place over many years. The centres provide the greatest concentrations of jobs, shopping, social and leisure facilities in the District and as the focal points of the public transport system they are the most accessible locations for all citizens for these functions.
- 7.23 The centres offer particular advantages namely:
- the wide range of services and facilities that they offer, which encourages competition from which all consumers are able to benefit;
  - their high accessibility by public transport, which benefits public transport users, particularly those without access to a car, and provide for the most sustainable pattern of development in the future;
  - their attractive built environment and urban heritage.
- 7.24 The centres do however exhibit inherent planning problems compared with out of centre locations namely:
- sites for development are not always easy to obtain, assemble and develop;
  - roads within the centres are more congested;
  - access to and use of car parking facilities is not always as convenient. There is a need to cater for those who wish to use cars since failure to do so will inevitably result in continuing pressure for out of centre development;
  - there is a legacy of buildings which are not easily adapted for current activities. These are often small, having upper floors, and no parking or loading facilities. Areas of neglect and dereliction are created where these buildings are underused or vacant.

- 7.25 The Plan aims through its policies and proposals to both safeguard and enhance the centres and address these specific planning problems. This will help:
- pursue the Council's equal rights objective of good access for all sections of the community;
  - sustain existing economic investment;
  - minimise the amount of vacant or underused properties;
  - foster civic pride and local ownership and identity; and
  - further Government planning policy.
- 7.26 Policies and proposals in this chapter and the Proposal Reports provide the positive planning framework that will stimulate the creation of:
- Additional and improved shopping facilities;
  - More and better quality leisure opportunities and facilities for social interaction;
  - Opportunities for living in the centres;
  - More and better job opportunities;
  - Sustained improvements to the built environment – both buildings and connecting spaces within the centres.
- 7.27 Elsewhere in the Transport and Movement and Design Chapters policies and proposals aim to:
- improve people's ease of accessibility within and to the centres and providing access for all buildings and public spaces;
  - make the most effective use of existing car parking facilities and ensure car parks for new developments in the City and town centres that are provided above the operational minimum are available for users of the centre as a whole (policy TM11);
  - safeguard and improve the appearance of the centres by promoting good urban design, including attractive and secure car parks.
- 7.28 Local policies in the Proposals Reports for the City and town centres:
- set out how areas within the centres and identified expansion areas adjacent to the centres may change and the form development should take place during the Plan period, to cater for the diverse needs of a multi-cultural society for retail, leisure, jobs and cultural activities;

- provides the confidence that will facilitate site assembly and identifies where compulsory purchase powers may be used by the Council to secure benefits for the public;
  - promotes mixed use development to increase activity within the centres outside shopping hours and improve personal safety.
- 7.29 The local policy statements for the City Centre are to be found in the Bradford West Proposal Report, those for Keighley and Ilkley town centres in the Keighley Proposal Report, and those for Bingley and Shipley town centres in the Shipley Proposal Report.
- 7.30 If significant new developments are to be encouraged in the City and town centres, problems of land acquisition and assembly may need to be overcome. Where necessary Compulsory Purchase Orders will be promoted to assist the assembly of larger sites to improve the attractions and facilities of the centres.

### **New Developments within the City and Town Centres**

#### **Developments to accord with policy statements in the Proposal Reports**

- 7.31 The urban fabric of the City and town centres continues to be the subject of change as a result of economic, social and environmental pressures. These centres are the focus of the public transport and highway systems and the Council expects new development, where appropriate, to be multi-level incorporating mixed uses, in order to maximise the accessibility advantages of the centres and to ensure the most efficient use of land and buildings within them.
- 7.32 The City and town centres make an important contribution to the vitality of the District and provide 'shop windows' for visitors to the District. A high quality city and town centre environment creates a sense of place and civic pride, improves investor confidence and assists in the wider regeneration of the District as a whole.
- 7.33 The Plan allows for the innovative and radical design of new buildings and the spaces between which can contribute to the attractiveness of the centres. New buildings should be inspirational and modern but at the same time need to respect and acknowledge the existing architecture. Proposals that could impact on the heritage of the centres need to be designed in a manner which is sensitive to them.
- 7.34 New development in these centres should aim to improve the image of these centres, encourage civic pride and ownership and further the objectives of the Plan and PPG6. Proposals therefore need to accord with the guidance on how these centres should develop in the area policy statements in the Proposal Reports. Accordingly:



**Policy CT1**

**LAND AND BUILDINGS WITHIN THE CITY AND TOWN CENTRES AND THE DEFINED EXPANSION AREAS SHOULD BE DEVELOPED IN ACCORDANCE WITH THE AREA POLICY STATEMENTS FOR EACH CENTRE AS SET OUT IN THE PROPOSAL REPORTS.**

**Making use of underused floorspace in the City and town centres**

- 7.35 The Council is concerned to ensure that vacant upper floors of buildings in the City and town centres are brought into productive use. This will help to ensure buildings are kept in good repair, revitalise the centres, and reduce the need for further development on green field sites. In particular, within the central shopping areas the more efficient use of this space could help improve the vitality of the centres after the shops close and the shoppers go home. There is potential to use this underused space for a variety of purposes provided the appearance and retail function of these areas is not harmed. Accordingly:

**Policy CT2**

**PROPOSALS FOR THE USE OF VACANT OR UNDERUSED UPPER FLOORS OF BUILDINGS WITHIN THE CENTRAL SHOPPING AREAS OF THE CITY AND TOWN CENTRES WILL BE PERMITTED PROVIDED THEY DO NOT ADVERSELY AFFECT THE APPEARANCE AND RETAIL FUNCTION OF THE CENTRAL SHOPPING AREAS.**

**City and town centre living**

- 7.36 There are advantages in living in the City and town centres, created by the easy access to shops, leisure attractions, public transport facilities, and places of work.
- 7.37 Encouraging further residential accommodation will help to maintain vibrant City and town centres when the shops close and the normal working day is over.
- 7.38 Such development should also help to regenerate these centres and reduce pressure for building in the countryside. However it is important to ensure that residential development does not adversely affect the vitality of the retail areas, their compact nature, or the ability of the centres to accommodate further improvements to their retail and leisure offer by occupying ground floor accommodation. Accordingly:

**Policy CT3**

**THE REUSE OR REDEVELOPMENT OF PROPERTY FOR RESIDENTIAL PURPOSES IN THE CITY AND TOWN CENTRES WILL BE PERMITTED PROVIDED THE GROUND FLOOR OF THE DEVELOPMENT REMAINS AVAILABLE FOR RETAIL, LEISURE, OR OTHER SERVICE USES APPROPRIATE TO THE FUNCTION OF THE CENTRE.**

- 7.39 It is possible that some proposals may come forward to use the ground floor of properties on the periphery of the central shopping areas for residential purposes. Where it can be shown that such development would not adversely affect the objectives of this policy then the application of the policy will be relaxed.
- 7.40 The approach in policies CT2 and CT3 to encourage more people to live in the centres may give rise to possible potential conflict with proposals for late night uses like night-clubs. As a consequence, it may lead to a restrictive attitude to night clubs and other similar proposals when planning permission is sought and where there is existing or proposed residential property in the vicinity.

**Access to and within Centres**

- 7.41 The City and town centres need to be accessible for the delivery of goods to shops and offices, for members of the public on shopping, business or leisure trips, and for commuters working in the centre. Once in the centres all these groups become pedestrians and require a safe, secure and convenient network of routes to gain access to all parts of the centre. People with mobility difficulties, the old and young children in push chairs also need easy access into buildings.
- 7.42 Pedestrian movements and window shopping in the centres during inclement weather need to be made as pleasant as possible in order to help maintain and enhance the vitality of the centres. Developments within the central shopping areas should wherever possible provide shelter for pedestrians by safeguarding existing arcades and canopies over adjoining footways and/or incorporating new ones where it is practical to do so, and can be achieved without seriously detracting from the appearance of the buildings on which they would be sited. Accordingly:

**Policy CT4**

**DEVELOPMENTS WITHIN THE CENTRAL SHOPPING AREAS SHOULD SAFEGUARD EXISTING ARCADES AND CANOPIES OVER ADJOINING FOOTWAYS AND/OR INCORPORATE NEW ONES WHERE THIS CAN BE ACHIEVED WITHOUT SERIOUSLY DETRACTING FROM THE APPEARANCE OF THE DEVELOPMENT.**

**Non Retail Uses in the Primary Shopping Areas**

- 7.43 PPG6 recognises that whilst retailing is a major contributor to the vitality and viability of town centres this depends on more than just retailing and stems from the range and quality of the activities that take place within the centres.
- 7.44 Uses such as banks, building societies, betting offices, amusement centres, estate agents, and “fast food” cafes often want to locate in busy shopping streets. In recent years there has been a breaking down of traditional boundaries in high street providers and in the catering trade. The availability of uses like restaurants and cafes, hotels, public houses and financial services in the shopping centres of the City and town centres can add variety.

- 7.45 Such uses serve the public and shopping centres are appropriate locations for them. However, there is a danger that if too many non retailing activities take place in a busy shopping street its whole character may change, and it can suffer loss of attraction to shoppers and undermine the vitality and viability of the centre.
- 7.46 Amusement centres and arcades are of particular concern because of the potential high levels of noise and general disturbance that can be created by customers. PPG6 (Annex D) states that they are unlikely to be appropriate in primary shopping areas and are most appropriately sited in secondary shopping areas, or in areas of mixed commercial development.
- 7.47 Shopping centres need to maintain the attraction and relevance of the centre to shoppers. Policy CT5 aims to ensure that associated service uses like banks and restaurants can be accommodated in shopping streets without affecting their character or the compactness of a shopping centre, and both retail and non-retail uses are sited so that they are convenient to use. Accordingly:-

**Policy CT5**

**IN THE PRIMARY SHOPPING AREAS OF BRADFORD, BINGLEY, ILKLEY, KEIGHLEY AND SHIPLEY AS DEFINED ON THE PROPOSAL MAP USES OTHER THAN THOSE OF CLASS A1 OF THE TOWN AND COUNTRY PLANNING (USE CLASSES) ORDER 1987 WILL ONLY BE PERMITTED WHEN:**

- (1) THE CUMULATIVE EFFECT OF THE PROPOSAL ON THE BALANCE OF THE RETAIL AND NON RETAIL USES IN THE SHOPPING STREET, OR**
- (2) THE EXTENT OF THE FRONTAGE PROPOSED, OR**
- (3) THE VISUAL IMPACT CREATED BY THE DEVELOPMENT OF A PROMINENT CORNER SITE,**

**WOULD NOT BE SO GREAT AS TO ADVERSELY AFFECT THE CHARACTER OF THE SHOPPING STREET WITHIN WHICH THE PROPOSAL WOULD BE LOCATED AND ITS ATTRACTIVENESS FOR THE SHOPPING PUBLIC.**

- 7.48 In cases where the future of heritage buildings is threatened by long term vacancy, a flexible approach in the application of this policy will be taken in order to ensure such buildings are preserved and put to good use.
- 7.49 It may be that during the Plan period the 1987 Order may be revoked or re-enacted with or without modification. Should this happen then the policy will apply to proposals whose use is equivalent to those in Class A1 of the 1987 Order.

**Inappropriate Uses**

- 7.50 Certain uses, particularly some types of industrial uses, can be inappropriate in or near the City and town centres due to, for example, their discharge of pungent smells. Such developments would not accord with objectives for enhancing these centres. Developments which might have a detrimental effect on the City Centre or the town centres will not be permitted. Accordingly:-

**Policy CT6**

**PROPOSALS WHICH WOULD HAVE A SIGNIFICANT ADVERSE EFFECT ON THE AMENITY OF PEOPLE WHO USE THE CITY OR THE TOWN CENTRES WILL NOT BE PERMITTED.**

**Positive Action and Management of the City and Town Centres**

- 7.51 In addition to its role as local planning authority the Council will be taking other positive measures to enhance the vitality and viability of these centres. In particular the Council through the Local Transport Plan:
- will pursue the Bradford City Centre Integrated Transport Scheme to facilitate the proposed development of the Broadway/Cheapside area by the removal of through traffic, road closures to achieve site assembly, and associated measures to accommodate revised traffic flows and provide priority for public transport, pedestrians and cyclists;
  - will pursue a programme for further road safety and environmental improvements to the public realm within the City Centre, Keighley (including the East Parade/Worth Way relief road), Ilkley and Shipley to make the centres more pedestrian friendly;
  - in Bingley during the Plan period will undertake a major scheme for road safety and environmental improvements on Main Street and the surrounding highway system following the opening on the new bypass, together with the provision of new car parking facilities to replace that lost to the road construction.
- 7.52 The Council is also committed to town centre management and there are town centre managers and supporting staff in place in the City Centre, Keighley, Bingley and Shipley helping to create a better shopping and leisure environment. It is anticipated this initiative will shortly crystallise into private City and town centre management companies who will take direct control of other local authority functions such as street cleaning in these centres.

**The District Centres**

- 7.53 Within the urban area of Bradford the previous Plan designated six centres as district centres. These were Dudley Hill, Five Lane Ends, Girlington, Great Horton, Mayo Avenue/Bankfoot, and Thornbury. These designations remain unchanged except for the Dudley Hill District Centre. The latter has ceased to function as such and is replaced by a new designation at Tong Street.
- 7.54 Government Guidance in PPG6 advises that district centres should contain at least one food supermarket or superstore and non retail services such as banks, building societies and restaurants; provide a range of facilities and services; act as a focus for the community and be well served by public transport.
- 7.55 The designated district centres are in the main, large centres close to substantial catchment populations. They are located at strategic points on the transport network and can be accessed relatively easily by users of buses and cars. Each is well located to serve the residents of separate and distinct parts of Bradford's urban area. Not every large centre within Bradford is designated a District Centre because there is a need to ensure that the growth of retail and leisure development outside the City Centre is limited in order not to weaken it. Also, where growth does take place, it is important that it is directed to those centres at the focal points of the transport network which are best located to serve the residents of that part of Bradford, whatever mode of transport they use.
- 7.56 The purpose of the district centres is to provide retail and leisure facilities that complement but not significantly compete with the City Centre, to enable people to meet their day to day needs and minimise their need to travel. Policies in the retail section aim to provide for a strong convenience goods offer by safeguarding and where appropriate allowing for the enhancement of food superstores and supermarkets in these centres. They do not however provide for any significant comparison retail developments to take place, in order to focus such development to the City Centre. Likewise policies in the leisure and entertainment section allow for limited leisure development in the District Centres where it is of a scale and nature that will only attract custom from the part of Bradford the centre is meant to serve. Other non retail uses are encouraged in the District Centres to consolidate the centres and further the guidance in PPG6.
- 7.57 The boundaries of these centres for the purposes of applying the retail and leisure policies are shown on the Proposal Map.

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### **The Local Centres**

- 7.58 Policies in the retail section refer to local centres within the urban areas and villages. In line with the advice in PPG6 these policies aim to safeguard and allow for the enhancement of these centres. They encourage the provision of appropriately sized local supermarkets and small shops to meet people's day-to-day needs and so reduce the need to travel. Whilst the defined centres vary both in size and range of facilities provided, they all form a focus for the provision of local needs. The boundaries of the centres were defined to include the following uses: shops; financial and professional services such as banks, building societies, veterinary services and estate agencies; cafes, restaurants and take-aways; medical centres, doctors surgeries; libraries, community centres/halls, places of worship; and any type of use which was primarily frequented by the people within the area it served, where they formed a compact group.
- 7.59 The centres are named in the appropriate Proposal Report and their boundaries are shown on the Proposal Map.
- 7.60 There are many parts of the urban areas and villages in the District that contain groups of shops but which are not defined as local centres. Some of these do not fit the criteria in PPG6 to warrant designation because of their small size or lack of other facilities. There are other cases where the centre cannot be clearly defined because the shops and other uses do not form a group but are interspersed amongst residential uses. The retail policies do however provide a positive planning context that encourages the provision of additional retail development at these locations, appropriate in scale to the size of the residential areas.

### **Retail Policies**

#### **Introduction**

- 7.61 New retail development is encouraged in the District provided the different shopping needs of all sections of the community continue to be met. Whilst retailing is an important part of the District's economy and provides employment, its ability to create additional jobs is limited. Consequently, the retail policies are distinct and separate from the Economy and Employment policies.
- 7.62 Retail proposals will be assessed against policies in this Chapter and other relevant policies of the Plan as required by policy UR1.
- 7.63 Planning Policy Guidance Note 6 is also a material consideration. The general approach set out in this Chapter and the specific references to Government guidance reflect the stance of PPG6 (June 1996) and ministerial statements which post-date this Guidance Note.

### **Context for Policy Formulation**

#### **The Adopted UDP**

7.64 The thrust of the Adopted UDP policies are taken forward into the new UDP

#### **The Colliers, Erdman and Lewis Study**

7.65 Shoppers can exercise their activities in a way that does not respect administrative boundaries. As a result in 1998, the West Yorkshire District Councils jointly commissioned consultants Colliers, Erdman and Lewis (CEL) to examine the likely scope for new retail floorspace in each local authority area up to 2011, with more generalised forecasts for the county area up to 2016.

7.66 The CEL Study was published in 1999, the findings of which for Bradford are based on October 1997 data. To ensure that Bradford's new UDP is based on the most accurate and up to date information available, the Council undertook an in-house survey of changes which have occurred between the CEL basedate and March 2000 to update the capacity forecasts.

7.67 The provision for growth and improvement in the City and town centres has been guided by the conclusions of the CEL Study. The Study indicates little quantitative justification for additional comparison and convenience goods retailing, but recognises the scope for additional developments which bring about qualitative improvements. Expansion areas adjoining the City and town centres have been identified in the Proposals Reports for new shopping development. It is considered that these will accommodate the requirements for new retail development identified in the CEL Study within the Plan period and therefore obviate any justification for the expansion of retailing at the district and local centres.

#### **Investment Confidence**

7.68 The maintenance of existing shops and the construction of new ones involve substantial long term financial investment. The Council is concerned to ensure that investors continue to have a high degree of confidence in planning policy so that it can be seen that investments will not be undermined by future development decisions.

#### **Government Policy**

7.69 Planning Policy Guidance Note 6 sets out the Government's national objectives on planning for new retail developments which it states are compatible with the aim of encouraging sustainable development.

- 7.70 The objectives of PPG6 are stated in paragraph 7.8. These stress the need to sustain and enhance the vitality and viability of town centres. Consequently, the focus for new retail development should be within, or failing that, on the edge of existing town centres. Development in out of centre locations should only be allowed if the proposed development would not undermine these objectives. Developers must adopt a sequential approach and be flexible about format, design and scale.
- 7.71 These objectives have been reinforced by various ministerial statements since PPG6 was published in June 1996. Specific examples of these are referred to in the context of the appropriate retail policy.
- 7.72 The Government's objectives for Yorkshire and Humberside are set out in its Regional Planning Guidance (March 1996). New draft guidance was published in October 1999. The objectives of this guidance are stated in paragraphs 7.10 and 7.11.
- 7.73 The Council has, in recent years, sought to accommodate development that accords with this collective guidance. Centres have been consolidated and expanded and a restrictive approach taken to proposals for out of centre development. The Council has sought to make the best use of city and town centre locations as the main focus of development and as the most accessible locations for the majority of the shopping public. This strategy is continued in the new UDP.

#### **The Plan's Retail Strategy**

- 7.74 The objectives of the Plan's retail strategy are:
- To support Principle Policy UDP6,
  - To support the Government's aim, set out in PPG6, to safeguard and enhance the vitality and viability of existing centres,
  - To support retail development proposals for the sale of comparison goods in the City and town centres,
  - To support retail development proposals for the sale of convenience goods in the City, town, district and local centres,
  - To support the creation of new local centres in residential areas which are poorly served by existing centres,

provided that in all cases, retail development proposals are of a scale appropriate to the role of the centre and the size of the community it serves.



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**Applying the Strategy**

- 7.75 Major development proposals should be steered towards the City and town centres. These centres provide the widest range of shopping facilities to meet the needs of the District's population. They offer good access, particularly to those with no or limited access to a car, since these centres are at the hub of the public transport network as well as the highway network. They also allow for the opportunity to combine shopping trips and combine them with other activities. Encouraging the grouping of developments in centres therefore enables one journey to serve several purposes, thereby minimising polluting emissions.
- 7.76 Development proposals which have a District-wide catchment area will only be permitted within, or failing that, on the edge of the City Centre unless it can be demonstrated that if developed elsewhere, they would not have an adverse impact upon the City Centre. Development in lower order centres will only be permitted where it does not adversely affect a higher order centre or another at its level within the hierarchy. Similarly, development outside an existing centre will only be permitted if it does not adversely affect any centre.
- 7.77 The Plan's retail strategy requires that comparison goods retailing should be steered towards the City and town centres. Conversely, the strategy takes a more permissive stance towards additional convenience goods retailing. In accordance with PPG6 and subsequent Government policy statements, it recognises that people should be able to meet their daily needs for convenience goods, particularly food, close to where they live. The Plan therefore allows for the development of convenience goods outlets in district and local centres where they are of a scale appropriate to the role of the centre and the size of the community it is meant to serve. The Plan also allows for the creation of new local centres in residential areas which are poorly served by existing centres.
- 7.78 The Plan allows for development to take place within centres, with additional development in identified expansion areas. Other development should only be permitted if need is proven. In such cases, developers should seek to locate as close as possible to existing centres. Alternative sites should therefore be assessed sequentially, based on their proximity to existing centres. This approach, set out in PPG6, was reinforced and emphasised in Planning Minister, Richard Caborn's written answer to a parliamentary question in February 1999.
- 7.79 Each Proposals Report gives guidance on how the centres may be expanded beyond their defined boundaries.
- 7.80 To facilitate the sequential approach, the Plan has identified various levels of retail concentration on the Proposals Map. At the core of the City and town centres are the "Primary Shopping Areas". These areas form the basis of policy CT5 and are comprised predominantly of "Class A1" uses. They are the areas from which the sequential approach required by policies CR7 and CR11 should be measured when the nearest centre is the City Centre or a town centre. Surrounding each "Primary Shopping Area" is the "Central Shopping Area". These larger areas comprise a greater proportion of "Class A2 and A3" uses. As a whole, these uses are complementary and define "the shopping centre", the vitality and viability of which, the Plan seeks to protect (see paragraph 7.85). Finally, surrounding each "Central Shopping Area" is the "City Centre" or "Town

Centre” as appropriate. These comprise all uses appropriate to “the centre”, including leisure, public offices, bus/rail stations, etcetera.

- 7.81 The same basic approach is taken with regard to district and local centres. However, such centres are more simply defined. District centres, for example, have a “Retail Area” defined on the Proposals Map. This is the area from which the sequential approach required by policy CR7 should be measured when the nearest centre is a district centre and is therefore equivalent to the “Primary Shopping Areas” of the City and town centres. The defined “District Centre” as a whole includes leisure and other non-retail uses. Local centres, on the other hand, are defined on the Proposals Map as a single line: they are not subdivided. Thus the whole of a local centre is used for the purposes of policy CR7 when the nearest centre is a local centre.
- 7.82 Although it is not within the ability of the Plan to safeguard independent speciality shops in the City and town centres, the Council will as far as it is possible encourage their growth. A preponderance of such shops helps to keep a centre vibrant and prosperous and lend charm and individuality in a way that enhances its character and makes a shopping trip to that centre different from a trip to any other. In promoting further development within the centres, the Council will therefore seek to support the retention and growth of independent retailers.
- 7.83 The retail strategy is complemented by other Council initiatives for the centres intended to enhance their vitality and viability; for example, Town and City Centre Management, undertaking environmental improvements, improving pedestrian safety through traffic calming, pedestrianisation and CCTV, improving accessibility, including shopmobility, etcetera.

### **Definitions**

- 7.84 The retail policies use the words “areas” and “centres”. These are defined in paragraphs 7.80 and 7.81 and, where appropriate, in the text relating to the specific policies to which they apply, or are cross-referenced to other policies to avoid repetition.
- 7.85 The following policies refer to effects on the vitality and viability of the City Centre, town centres, district centres and/or local centres: CR2, 3, 4, 5, 6, 7, 9, 10 and 11. For clarity, these refer to the Central Shopping Area of the City Centre (not the whole of the City Centre), the Central Shopping Areas of the town centres (not the whole of the town centres), the Retail Areas of the district centres (not the whole of the district centres) and to the whole of the local centres.

**Convenience Goods:**

**City Centre**

- 7.86 The Plan's retail strategy aims to concentrate the largest development proposals in, or failing that, on the edge of the City Centre in order to serve the greatest number of people, whatever their mode of travel. There is therefore no limit in principle to the acceptable scale of development as long as the proposal accords with the Government's Regional Planning Guidance.
- 7.87 The amount of convenience floorspace has declined in recent years. In October 1997 only 4% of the retail and related service floorspace was so used. The Council wishes to see improvements to the quality and quantity of the existing provision to reinforce the role of the City Centre as the District's premier shopping centre and to cater for the increasing number of people who choose to live in or close to the centre. Accordingly:-

**Policy CR1**

**CONVENIENCE GOODS RETAIL DEVELOPMENT WILL BE PERMITTED WITHIN THE CENTRAL SHOPPING AREA OF THE CITY CENTRE. WHERE SITES CANNOT BE FOUND WITHIN THE CENTRAL SHOPPING AREA, DEVELOPMENT WILL BE PERMITTED WITHIN THE DEFINED BOUNDARY OF THE CITY CENTRE OR IN THE EXPANSION AREAS WHERE IT ACCORDS WITH THE PROPOSALS REPORT.**

- 7.88 In order to allow for expansion of the City Centre to meet future quantitative and qualitative needs, the Plan has identified various "Expansion Areas" as defined on the Proposals Map. Their designation allows for retail developments to take place when they cannot be accommodated within the Central Shopping Area. This ensures a sequential approach to development is adopted in accordance with PPG6.

**Town Centres**

- 7.89 After the City Centre, the town centres of Keighley, Ilkley, Bingley and Shipley serve the greatest catchment population and are well located for access by public or private transport. The Plan's retail strategy aims to concentrate development proposals in, or failing that, on the edge of these town centres so long as the scale and format of development does not adversely affect the vitality and viability of the City Centre or any of the other town centres and lead to changes in the hierarchy of the centres. There is therefore no limit in principle to the acceptable scale of development subject to this caveat. Accordingly:-

**Policy CR2**

**CONVENIENCE GOODS RETAIL DEVELOPMENT WILL BE PERMITTED WITHIN THE CENTRAL SHOPPING AREAS OF THE TOWN CENTRES. WHERE SITES CANNOT BE FOUND WITHIN THE CENTRAL SHOPPING AREAS, DEVELOPMENT WILL BE PERMITTED WITHIN THE DEFINED BOUNDARIES OF THE TOWN CENTRES OR IN THE EXPANSION AREAS WHERE IT ACCORDS WITH THE PROPOSALS REPORTS. IN ALL AREAS, HOWEVER, DEVELOPMENT WILL NOT BE PERMITTED IF IT IS OF A SCALE WHICH, TOGETHER WITH RECENT AND POTENTIAL DEVELOPMENT ARISING FROM OTHER UNIMPLEMENTED CURRENT PLANNING PERMISSIONS, WOULD BE LIKELY TO HAVE AN ADVERSE EFFECT ON THE VITALITY OR VIABILITY OF THE CITY CENTRE OR ANY NAMED TOWN CENTRE.**

- 7.90 In order to allow for expansion of the town centres to meet future quantitative and qualitative needs, the Plan has identified various "Expansion Areas" as defined on the Proposals Map. Their designation allows for retail developments to take place when they cannot be accommodated within the Central Shopping Areas. This ensures a sequential approach to development is adopted in accordance with PPG6.

**District Centres**

- 7.91 The Plan designates six District Centres. All lie within the city of Bradford. Their location and role is described in paragraphs 7.53 to 7.57.
- 7.92 The Council recognises that people should be able to buy convenience goods, particularly food, without having to travel far from home. The Plan's retail strategy therefore aims to concentrate development proposals for convenience goods in these district centres so long as the scale and format of development does not adversely affect the vitality and viability of the City Centre, town centres or any of the other district centres. The scale of development should also be appropriate to the role of the centre and the size of population it is intended to serve (as stated in PPG6 and re-iterated by Planning Minister, Beverley Hughes in her address to delegates at the Third Annual Local Food Retailing Conference, July 2000). It is not desirable or acceptable that a district centre should become so large as to attract custom from outside its catchment area. This would lead to unnecessary travel and undermine the vitality and viability of other centres. There is therefore no limit in principle to the acceptable scale of development subject to these caveats. Accordingly:-

**Policy CR3**

**CONVENIENCE GOODS RETAIL DEVELOPMENT WILL BE PERMITTED WITHIN THE RETAIL AREAS OF THE DISTRICT CENTRES DEFINED ON THE PROPOSALS MAP. HOWEVER, DEVELOPMENT WILL NOT BE PERMITTED IF IT IS NOT APPROPRIATE IN SCALE TO THE ROLE OF THE CENTRE AND THE SIZE OF THE COMMUNITY IT SERVES, OR, TOGETHER WITH RECENT AND POTENTIAL DEVELOPMENT ARISING FROM OTHER UNIMPLEMENTED CURRENT PLANNING PERMISSIONS, IT WOULD BE LIKELY TO HAVE AN ADVERSE EFFECT ON THE VITALITY OR VIABILITY OF THE CITY CENTRE OR ANY NAMED TOWN OR DISTRICT CENTRE.**

- 7.93 Expansion Areas have not been identified for the district centres as the Plan's retail strategy only promotes the expansion of the City and town centres in accordance with the aims of PPG6.
- 7.94 It is the Plan's strategy to support district centres as outlets for the sale of convenience goods only. Proposals for the sale of comparison goods within the defined Retail Areas (other than for "small comparison goods shops" permitted by policy CR10) will be treated as out of centre and tested against policy CR11. This includes the conversion of existing convenience stores to those selling comparison goods.

**Local Centres**

- 7.95 In July 2000, Planning Minister, Beverley Hughes stated that the Government wanted planners to address the problems of social exclusion, including access to local food shopping. The Council has responded to this request by identifying small centres which serve an important role in helping meet the day-to-day needs of local communities. The Plan designates 41 local centres across the District: some in villages, others within the urban area. Their location and role is described in paragraphs 7.58 to 7.60 and their boundaries are shown on the Proposals Map.
- 7.96 In the same vein as the approach taken with regard to district centres (see paragraph 7.92) the Plan's retail strategy aims to safeguard local centres from out of centre developments and supports proposals in local centres so long as the scale of the development is appropriate to the size of the community the centre is intended to serve. Accordingly:-

**Policy CR4**

**CONVENIENCE GOODS RETAIL DEVELOPMENT WILL BE PERMITTED WITHIN THE LOCAL CENTRES DEFINED ON THE PROPOSALS MAP. HOWEVER, DEVELOPMENT WILL NOT BE PERMITTED IF IT IS NOT APPROPRIATE IN SCALE TO THE ROLE OF THE CENTRE AND THE SIZE OF THE COMMUNITY IT SERVES, OR, TOGETHER WITH RECENT AND POTENTIAL DEVELOPMENT ARISING FROM OTHER UNIMPLEMENTED CURRENT PLANNING PERMISSIONS, IT WOULD BE LIKELY TO HAVE AN ADVERSE EFFECT ON THE VITALITY OR VIABILITY OF THE CITY CENTRE OR ANY NAMED TOWN, DISTRICT OR LOCAL CENTRE.**

- 7.97 It is the Plan's strategy to support local centres as outlets for the sale of convenience goods only. Proposals for the sale of comparison goods within the defined areas (other than for "small comparison goods shops" permitted by policy CR10) will be treated as out of centre and tested against policy CR11. This includes the conversion of existing convenience stores to those selling comparison goods.

**Areas of Deficiency**

- 7.98 Paragraph 7.95 describes the Government's concern to ensure that, wherever possible, local communities are served by local shops which meet their daily needs, particularly for food. The Minister suggested that residential areas lying beyond a 500 metre catchment area of local facilities should be described as "food deserts" and that planners should seek to rectify this situation. An objective of the Plan's retail strategy is that all communities should be served by a local centre and that where they are not, the formation of new local centres should be encouraged. Accordingly:-

**Policy CR5**

**CONVENIENCE GOODS RETAIL DEVELOPMENT WILL BE PERMITTED WITHIN RESIDENTIAL AREAS LYING BEYOND 500 METRES FROM ANY OF THE SHOPPING AREAS DEFINED IN POLICIES CR1-CR4. HOWEVER, DEVELOPMENT WILL NOT BE PERMITTED IF IT IS NOT APPROPRIATE IN SCALE TO THE SIZE OF THE RESIDENTIAL AREA, OR, TOGETHER WITH RECENT AND POTENTIAL DEVELOPMENT ARISING FROM OTHER UNIMPLEMENTED CURRENT PLANNING PERMISSIONS, IT WOULD BE LIKELY TO HAVE AN ADVERSE EFFECT ON THE VITALITY OR VIABILITY OF THE CITY CENTRE OR ANY NAMED TOWN, DISTRICT OR LOCAL CENTRE. IN ORDER TO FOSTER THE CREATION OF NEW LOCAL CENTRES IN AREAS OF DEFICIENCY, DEVELOPERS SHOULD LOCATE NEW SHOPS IN CLOSE PROXIMITY TO EACH OTHER AND IN LOCATIONS WHICH ARE CONVENIENT TO CUSTOMERS RELIANT ON FORMS OF TRANSPORT OTHER THAN THE PRIVATE CAR.**

- 7.99 This policy gives flexibility to developers who wish to provide shops of a size greater than that permitted by policy CR6 in areas which are not well served by existing centres without having to satisfy the requirements of policy CR7. This will allow the providers of convenience goods to meet local needs more efficiently and effectively while continuing to restrict the development of stores selling comparison goods outside the City and town centres.
- 7.100 Some residential areas and villages contain all or most of the elements which make up a local centre, but the components are not grouped together and so cannot be defined as a centre. In such cases, policy CR5 will be used to encourage the grouping of additional facilities to create new local centres where this is physically possible, subject to the caveats provided by the policy. The contribution being made by existing local shops (and potential development arising from unimplemented planning permissions) towards meeting local needs will be taken into consideration when applications for additional facilities are determined.
- 7.101 As with existing local centres, there is no limit in principle to the acceptable scale or format of development, as long as it is of a scale appropriate to the size of the community it is intended to serve and that the vitality and viability of any centre is not undermined. Therefore, any proposal which is greater in scale than would be permitted under policy CR6, will be refused if it is considered to be larger than is needed for the size of the community which lies within a 500 metres catchment area of the proposal.
- 7.102 Development proposals must accord with other policies of the Plan. For example, development will not normally be permitted on sites allocated for housing or employment or in the Green Belt.

### **Small Convenience Goods Shops**

- 7.103 There continues to be a demand for the local service provided by small shops. The traditional corner shop can offer a convenient service to local communities without necessitating the need to travel by bus or car to the nearest centre. They are particularly valuable in rural areas where they can help to maintain rural services and help to keep the rural economy healthy. Proposals for small shops of say 150 square metres are unlikely to prejudice the overall pattern of shopping provision, or the support the Council wishes to give to the City, town, district and local shopping centres. Accordingly:-

#### **Policy CR6**

**SMALL CONVENIENCE GOODS SHOPS WILL BE PERMITTED PROVIDED THAT THE DEVELOPMENT WOULD NOT LEAD TO THE CREATION OF A SHOP OR GROUP OF SHOPS WHICH COLLECTIVELY WOULD HAVE AN ADVERSE EFFECT ON THE VITALITY OR VIABILITY OF THE CITY CENTRE OR ANY NAMED TOWN, DISTRICT OR LOCAL CENTRE.**

- 7.104 Proposals for small shops will still need to accord with other relevant policies of the Plan and other planning considerations. These include the amenity of residents of nearby properties, road safety and design, as well as policies that protect land that is required for employment, housing or Green Belt.
- 7.105 Policy UR1 requires that developments acceptable under policy CR6 need also to be acceptable under CR7. Where there is doubt as to whether a proposal is “small” and is not in a location that accords with policies CR1-5, then the appropriate policy to test it against is policy CR7.
- 7.106 Proposals will also be tested against policy CR7 if the proposal (for one or more units) would be likely to create a group of shops which collectively could attract custom into the area and away from identified centres, thereby adversely affecting their vitality and viability.

**Other Development**

- 7.107 The Plan’s retail strategy is to safeguard and enhance the centres. Policies CR1-5 allow development in a manner consistent with the strategy and the Small Shops policy (CR6) allows development elsewhere. But larger scale development outside centres may also be permitted subject to other policies in the Plan and subject to developers demonstrating a need for the development, showing there will be no adverse effects on existing centres and sequentially considering the availability of other, more centrally located sites. Accordingly:-

**Policy CR7**

**CONVENIENCE GOODS RETAIL DEVELOPMENT WILL BE PERMITTED OUTSIDE ANY OF THE SHOPPING AREAS DEFINED IN POLICIES CR1-CR4 AND OUTSIDE THE RESIDENTIAL AREAS DEFINED IN POLICY CR5 PROVIDED THAT ALL OF THE FOLLOWING CRITERIA ARE SATISFIED:**

- (1) THE DEVELOPER IS ABLE TO DEMONSTRATE A QUANTITATIVE OR QUALITATIVE NEED FOR THE DEVELOPMENT;**
- (2) THE DEVELOPMENT, TOGETHER WITH RECENT AND POTENTIAL DEVELOPMENT ARISING FROM OTHER UNIMPLEMENTED CURRENT PLANNING PERMISSIONS, WOULD BE UNLIKELY TO HAVE AN ADVERSE EFFECT ON THE VITALITY OR VIABILITY OF THE CITY CENTRE OR ANY NAMED TOWN, DISTRICT OR LOCAL CENTRE;**
- (3) THERE WOULD BE CONVENIENT ACCESS TO THE PROPOSED DEVELOPMENT FOR CUSTOMERS RELIANT ON FORMS OF TRANSPORT OTHER THAN THE PRIVATE CAR;**
- (4) THE DEVELOPMENT WOULD REDUCE THE NEED TO TRAVEL, REDUCE RELIANCE ON THE PRIVATE CAR AND FACILITATE MULTI-PURPOSE TRIPS COMPARED WITH OTHER SITES;**



- (5) THERE ARE NO ALTERNATIVE SITES WHICH ARE PRACTICAL TO DEVELOP IN, OR FAILING THAT, ADJACENT TO THE NEAREST OF THE SHOPPING AREAS DEFINED IN POLICIES CR1-CR4 IN ACCORDANCE WITH THE GUIDANCE OF PPG6; AND**
- (6) THE DEVELOPMENT WOULD NOT UNDERMINE THE RETAIL STRATEGY OF THE PLAN.**

- 7.108 The nearest shopping area referred to in criterion (5) relates to that area of the nearest of the City, town, district or local centres where the scale of the proposal would be appropriate to the role of that centre and the size of the community the centre serves. So, for example, the nearest appropriate shopping area for a very large development with a District wide catchment area would be the City Centre, even though there may be other local, district and town centres between the proposed site and the City Centre.
- 7.109 Where the nearest centre is the City Centre or one of the four town centres, developers will be required to consider the availability of sites as close as possible to the Primary Shopping Areas. Where the nearest centre is a district centre, measurement will be taken from the boundary of the Retail Area. Where the nearest centre is a local centre, measurement will be taken from the boundary of the local centre.
- 7.110 It is possible that development may be proposed on sites on the edge of the City or town centres that are as close or closer to the Primary Shopping Areas than the Expansion Areas defined in policies CR1 and CR2. In such cases, proposals will be tested against policy CR7 and other relevant policies of the Plan, taking into account the merits of the proposal in accordance with PPG6. PPG6 Annex A defines “*edge of centre*” as “*a location within easy walking distance (ie 200-300 metres) of the Primary Shopping Area*”.
- 7.111 The policy refers to the shopping areas defined in policies CR1-CR4. These are all of the areas described in those policies within which retail development is permitted, including Expansion Areas. Development is permitted within these areas, subject to the conditions of those policies, without the developer being required to demonstrate need. Policy CR7 therefore applies to sites outside these areas, including adjacent land.
- 7.112 Where development is unable to be accommodated within a centre or edge of centre location, then those sites which are nearest to the appropriate centre and which have the highest accessibility by public transport will be favoured over those which are more remote. This accords with the recommendations for access to public transport described in the Regional Planning Guidance Examination In Public report, October 2000.

- 7.113 The phrase “sites which are practical to develop” stated in criterion (5) is defined as sites which are “suitable, viable for the proposed use and likely to become available within a reasonable period of time” as advised in PPG6. However, “suitable” is not to be interpreted as meaning suitable for the size of store and format which retailers wish to develop. To do so could mean that developers would seek to develop sizes and forms of store that could only be met by out of centre sites. In its response to the Second Report of the Environment, Transport and Regional Affairs Committee, May 2000, the Government makes clear that developers should be flexible about format and scale of development and that decisions should not be made on the basis of whether a developer has a preferred format that might not fit into a centre, but on whether there is any reason why such goods cannot be sold from alternative sites in the centre. Planning Minister, Beverley Hughes, in July 2000, emphasised this point by stating that the "one-size-fits-all" approach advocated by some retailers is inappropriate and that greater flexibility by developers is required.

**Comparison Goods:**

**City Centre**

- 7.114 The Plan’s retail strategy aims to concentrate the largest development proposals in, or failing that, on the edge of the City Centre in order to serve the greatest number of people, whatever their mode of travel. There is therefore no limit in principle to the acceptable scale of development as long as the proposal accords with the Government’s Regional Planning Guidance. Accordingly:-

**Policy CR8**

**COMPARISON GOODS RETAIL DEVELOPMENT WILL BE PERMITTED WITHIN THE CENTRAL SHOPPING AREA OF THE CITY CENTRE. WHERE SITES CANNOT BE FOUND WITHIN THE CENTRAL SHOPPING AREA, DEVELOPMENT WILL BE PERMITTED WITHIN THE DEFINED BOUNDARY OF THE CITY CENTRE OR IN THE EXPANSION AREAS WHERE IT ACCORDS WITH THE PROPOSALS REPORT.**

- 7.115 In order to allow for expansion of the City Centre to meet future quantitative and qualitative needs, the Plan has identified various “Expansion Areas” as defined on the Proposals Map. Their designation allows for retail developments to take place when they cannot be accommodated within the Central Shopping Area. This ensures a sequential approach to development is adopted in accordance with PPG6.

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**Town Centres**

- 7.116 After the City Centre, the town centres of Keighley, Ilkley, Bingley and Shipley serve the greatest catchment population and are well located for access by public or private transport. The Plan's retail strategy aims to concentrate development proposals in, or failing that, on the edge of these town centres so long as the scale and format of development does not adversely affect the vitality and viability of the City Centre or any of the other town centres. There is therefore no limit in principle to the acceptable scale of development subject to this caveat. Accordingly:-

**Policy CR9**

**COMPARISON GOODS RETAIL DEVELOPMENT WILL BE PERMITTED WITHIN THE CENTRAL SHOPPING AREAS OF THE TOWN CENTRES. WHERE SITES CANNOT BE FOUND WITHIN THE CENTRAL SHOPPING AREAS, DEVELOPMENT WILL BE PERMITTED WITHIN THE DEFINED BOUNDARIES OF THE TOWN CENTRES OR IN THE EXPANSION AREAS WHERE IT ACCORDS WITH THE PROPOSALS REPORTS. IN ALL AREAS, HOWEVER, DEVELOPMENT WILL NOT BE PERMITTED IF IT IS OF A SCALE WHICH, TOGETHER WITH RECENT AND POTENTIAL DEVELOPMENT ARISING FROM OTHER UNIMPLEMENTED CURRENT PLANNING PERMISSIONS, WOULD BE LIKELY TO HAVE AN ADVERSE EFFECT ON THE VITALITY OR VIABILITY OF THE CITY CENTRE OR ANY NAMED TOWN CENTRE.**

- 7.117 In order to allow for expansion of the town centres to meet future quantitative and qualitative needs, the Plan has identified various "Expansion Areas" as defined on the Proposals Map. Their designation allows for retail developments to take place when they cannot be accommodated within the Central Shopping Areas. This ensures a sequential approach to development is adopted in accordance with PPG6.

**Small Comparison Goods Shops**

- 7.118 The Plan's retail strategy is to concentrate outlets for the sale of comparison goods in the City and town centres. However, it is recognised that proposals for small shops of say 150 square metres are unlikely to prejudice the overall pattern of shopping provision, or the support the Council wishes to give to the City and town centres. Accordingly:-

**Policy CR10**

**SMALL COMPARISON GOODS SHOPS WILL BE PERMITTED PROVIDED THAT THE DEVELOPMENT WOULD NOT LEAD TO THE CREATION OF A SHOP OR GROUP OF SHOPS WHICH COLLECTIVELY WOULD HAVE AN ADVERSE EFFECT ON THE VITALITY OR VIABILITY OF THE CITY CENTRE OR ANY NAMED TOWN CENTRE.**

- 7.119 Proposals for small shops will still need to accord with other relevant policies of the Plan and other planning considerations. These include the amenity of residents of nearby properties, road safety and design, as well as policies that protect land that is required for employment, housing or Green Belt.
- 7.120 Policy UR1 requires that developments acceptable under policy CR10 need also to be acceptable under CR11. Where there is doubt as to whether a proposal is “small” and is not in a location that accords with policies CR8 and CR9 and is not permitted by CR12, then the appropriate policy to test it against is policy CR11.
- 7.121 Proposals will also be tested against policy CR11 if the proposal (for one or more units) would be likely to create a group of shops which collectively could attract custom into the area and away from identified centres, thereby adversely affecting their vitality and viability.

**Other Development**

- 7.122 The Plan’s retail strategy is to safeguard and enhance the centres. Policies CR8 and CR9 allow development in a manner consistent with the strategy and the Small Shops policy (CR10) allows development elsewhere. But larger scale development outside centres may also be permitted subject to other policies in the Plan and subject to developers demonstrating a need for the development, showing there will be no adverse effects on existing centres and sequentially considering the availability of other, more centrally located sites. Accordingly:-

**Policy CR11**

**COMPARISON GOODS RETAIL DEVELOPMENT WILL BE PERMITTED OUTSIDE ANY OF THE SHOPPING AREAS DEFINED IN POLICIES CR8 AND CR9 PROVIDED THAT ALL OF THE FOLLOWING CRITERIA ARE SATISFIED:**

- (1) THE DEVELOPER IS ABLE TO DEMONSTRATE A QUANTITATIVE OR QUALITATIVE NEED FOR THE DEVELOPMENT;**
- (2) THE DEVELOPMENT, TOGETHER WITH RECENT AND POTENTIAL DEVELOPMENT ARISING FROM OTHER UNIMPLEMENTED CURRENT PLANNING PERMISSIONS, WOULD BE UNLIKELY TO HAVE AN ADVERSE EFFECT ON THE VITALITY OR VIABILITY OF THE CITY CENTRE OR ANY NAMED TOWN CENTRE;**
- (3) THERE WOULD BE CONVENIENT ACCESS TO THE PROPOSED DEVELOPMENT FOR CUSTOMERS RELIANT ON FORMS OF TRANSPORT OTHER THAN THE PRIVATE CAR;**
- (4) THE DEVELOPMENT WOULD REDUCE THE NEED TO TRAVEL, REDUCE RELIANCE ON THE PRIVATE CAR AND FACILITATE MULTI-PURPOSE TRIPS COMPARED WITH OTHER SITES;**

- (5) THERE ARE NO ALTERNATIVE SITES WHICH ARE PRACTICAL TO DEVELOP IN, OR FAILING THAT, ADJACENT TO THE NEAREST OF THE SHOPPING AREAS DEFINED IN POLICIES CR8 AND CR9 IN ACCORDANCE WITH THE GUIDANCE OF PPG6;**
- (6) WHERE THE NEAREST SHOPPING AREA IS THE CITY CENTRE, THERE ARE NO ALTERNATIVE SITES WHICH ARE PRACTICAL TO DEVELOP IN THE VALLEY ROAD RETAIL AREA DEFINED ON THE PROPOSALS MAP; AND**
- (7) THE DEVELOPMENT WOULD NOT UNDERMINE THE RETAIL STRATEGY OF THE PLAN.**

- 7.123 The nearest shopping area referred to in criterion (5) relates to that area of the nearest of the City or town centres where the scale of the proposal would be appropriate to the role of that centre and the size of the community the centre serves. Therefore, the nearest appropriate shopping area for a very large development with a District wide primary catchment area would be the City Centre, even though there may be town centres between the proposed site and the City Centre.
- 7.124 Developers will be required to consider the availability of sites as close as possible to the Primary Shopping Areas of the City and town centres.
- 7.125 Where the nearest shopping centre is the City Centre, developers will also be expected to consider the availability of sites within the Valley Road Retail Area before the Local Planning Authority is likely to consider favourably an out of centre location. This is because although the area is also out of centre, it abuts the centre and it is predominantly in retail use. It is therefore considered preferable that further development should take place within this area, where there are opportunities for linked trips, than in an entirely new location which would undermine the Plan's retail strategy.
- 7.126 Although policy CR11 allows the sale of comparison goods from this location, policy CR7 does not allow the sale of convenience goods from there (other than "small convenience goods shops" permitted by policy CR6). This is because the Plan's retail strategy supports the sale of convenience goods from district centres. The sale of convenience goods from the Valley Road Retail Area could undermine the vitality and viability of the district centres whereas the sale of comparison goods would not.
- 7.127 It is possible that development may be proposed on sites on the edge of the City or town centres that are as close or closer to the Primary Shopping Areas than the Expansion Areas defined in policies CR8 and CR9. In such cases, proposals will be tested against policy CR11 and other relevant policies of the Plan, taking into account the merits of the proposal in accordance with PPG6. PPG6 Annex A defines "edge of centre" as "a location within easy walking distance (ie 200-300 metres) of the Primary Shopping Area".

- 7.128 The policy refers to the shopping areas defined in policies CR8 and CR9. These are all of the areas described in those policies within which retail development is permitted, including Expansion Areas. Development is permitted within these areas, subject to the conditions of those policies, without the developer being required to demonstrate need. Policy CR11 therefore applies to sites outside these areas, including adjacent land.
- 7.129 Where development is unable to be accommodated within a centre or edge of centre location, then those sites which are nearest to the appropriate centre and which have the highest accessibility by public transport will be favoured over those which are more remote. This accords with the recommendations for access to public transport described in the Regional Planning Guidance Examination In Public report, October 2000.
- 7.130 The phrase “sites which are practical to develop” stated in criteria (5) and (6) is defined as sites which are “suitable, viable for the proposed use and likely to become available within a reasonable period of time” as advised in PPG6. However, “suitable” is not to be interpreted as meaning suitable for the size of store and format which retailers wish to develop. To do so could mean that developers would seek to develop sizes and forms of store that could only be met by out of centre sites. In its response to the Second Report of the Environment, Transport and Regional Affairs Committee, May 2000, the Government makes clear that developers should be flexible about format and scale of development and that decisions should not be made on the basis of whether a developer has a preferred format that might not fit into a centre, but on whether there is any reason why such goods cannot be sold from alternative sites in the centre.

### **Specialist Retailing**

- 7.131 Some forms of retail development may be inappropriate in shopping centres. Raw building materials like timber, sand and cement sold mainly to the trade by builders merchants are not normal forms of comparison shopping. The large display areas needed for car sales and garden centres mean these uses have not traditionally located in shopping centres. Car accessories are not normally purchased by people who do not own a motor vehicle. Therefore the establishment of these uses in other locations is not likely to adversely affect the Plan’s retail strategy. Accordingly:-

#### **Policy CR12**

#### **PROPOSALS TO SELL HEAVY RAW MATERIALS, MOTOR VEHICLES AND PARTS AND GARDENING SUPPLIES WILL BE PERMITTED OUTSIDE EXISTING SHOPPING CENTRES.**

- 7.132 The policy allows, subject to other planning considerations, proposals for the sale of raw building materials where the range of goods is often heavy and bulky and requires commercial transport to remove them. However, the type of retail operation pursued by most national DIY chains involves the sale of a wide range of goods which are not heavy raw materials or gardening supplies and which would not accord with Policy CR12. Such developments will be tested against policies CR8, CR9 and CR11.

- 7.133 Planning permission for proposals that are acceptable under this policy will normally be conditioned to these uses only, where the scale or location of the proposal is such that a general retail permission would not have been granted. For example, proposals for garden centres out of centre will normally have a condition imposed limiting the range of goods to be sold to those used in connection with the maintenance, upkeep and improvement of domestic gardens and plants including greenhouses, garden stores and conservatories. However garden centre proposals in Green Belt locations will also be subject to Green Belt policies. Since the latter seek to keep the land open in character, only those garden centre proposals which retain the open character of the land, and where the prime purpose of any necessary buildings is for growing plants rather than for the sale or display of goods, sheds, greenhouses and conservatories, etcetera, are likely to be permitted. Development proposals acceptable under this policy are also subject to other policies in the Plan, such as, for example, policies ensuring that employment land is not used for other purposes.

**Other Policy Considerations**

- 7.134 It may also be necessary for a developer to carry out a formal assessment of how his/her proposal complies with the retail strategy and other policies in the Plan in order to justify a planning permission. The approach and methodology of any such study should be agreed in advance with the Local Planning Authority.
- 7.135 In some cases, it is possible that large retail units could be created through the amalgamation of adjoining units in out of centre locations. This could happen through the removal of internal walls or the creation of new doorways between units, since such works do not normally require planning permission. This might result in a form of development that would not itself have been permitted. The Council will consider this possibility in determining planning applications. Where appropriate, planning permission will be conditioned to ensure that such works do not happen without the Council having the opportunity to consider the matter further.
- 7.136 Different types of retailing can have different effects on the vitality and viability of shopping centres. In considering planning applications for large developments, the Council will wish to be clear about the kind of development proposed. Retail establishments can change over time. If such a change could create development that would have been refused on grounds of adverse impact on the vitality and viability of the centres, then a condition is likely to be imposed to ensure that the centre's character does not change unacceptably. Any condition will apply only to the main ranges of goods (e.g. food and other convenience goods), and will not seek to control the details of particular products to be sold.

- 7.137 Employment and residential sites have been allocated to cater for future demands for land for these uses. The state of the economy will influence the timing of development. That a site remains undeveloped therefore does not imply it is not needed and if a site is lost from its allocated use, it will eventually require a replacement, possibly from the Green Belt. Consequently, other policies ensure that retail development will not normally be permitted on sites allocated for other uses. However, criterion 'v' of policies CR7 and CR11 allows for retail development on sites adjacent to shopping areas. Where such sites are allocated for other uses in the Plan, the relative merits of the conflicting proposals will be assessed against the Plan's objectives and the characteristics of the sites in question.

## **Leisure and Entertainment Policies**

### **Introduction**

- 7.138 This section is concerned with proposals for leisure and entertainment development where the activities involved mainly take place within buildings. Such proposals will be assessed against the policies in this Chapter. Other proposals for leisure and recreational activities which principally involve the use of land, such as golf or riding schools, and which therefore would be inappropriate in town, district and local centres will be assessed against appropriate policies in the Open Land in Settlements and Natural Environment and Countryside Chapters. All proposals in any event will be assessed against all other relevant policies of the Plan as required by policy UR1.

### **Government Policy**

- 7.139 The government's objectives in PPG6 for town centres are referred to earlier. The 1996 PPG6 gives stronger support to town centres than its predecessor and includes additional guidance on leisure developments. It introduced the sequential test for all key town centre uses including leisure. Thus developments which *"...need to attract customers from a wider catchment area." should be "...in or on the edge of town centres". "Where this is not possible, such developments should be encouraged to locate on sites which are or will, as part of the development, be made highly accessible by public transport."* Other leisure uses it says *"...are best located in local centres."* It specifically states that 6 screen multiplex cinemas and bowling fall into the first category, whilst bingo and pubs would be included in the latter.
- 7.140 The test as to the type of leisure and entertainment developments that should be directed to town centres was clarified in correspondence between the Council and the then Department of the Environment in October 1996. This made clear that the critical factor is not the actual use proposed but whether the development is likely to attract a lot of people from a wide area. Some bingo halls proposals for example because of their size and other features could attract a lot of people from a wide area and be inappropriate in local centres. In such cases the Plan directs these proposals to the city, town or district centre that corresponds with their likely catchment areas, in order to further the government's objectives.



- 7.141 Planning Minister Richard Caborn made it clear in February 1999 that proposals for retail and leisure development may also in certain circumstances be the subject of an additional test of need. He said “.... *proposals* (including new leisure developments) *which would be located at an edge-of-centre or out-of-centre location and which....are not in accordance with an up-to-date development plan strategy; or.....that plan..... is inconsistent with national planning policy guidance, or otherwise fails to establish adequately the need for new leisure development.....should be required to demonstrate both the need for additional facilities and that a sequential approach has been applied in selecting the location or the site.*”

**Trends and Likely Pressures for new leisure and entertainment development**

- 7.142 In recent years there has been developer interest and pressure for the development of out of centre proposals for multiplex cinemas, bingo halls and bowling alleys, particularly around the City of Bradford. This pressure has resulted in one major development at Thornbury, which forms part of the Bradford urban area although it lies outside the administrative boundary. At the time this development opened the Odeon multi cinema in the City Centre closed, as did the only cinema in Shipley. Despite this the City Centre has since seen a major leisure and entertainment development take place at Vicar Lane, whilst prior to this, Shipley town centre's original bowling alley reopened, and the cinema in Keighley centre was refurbished. The current proposals for the Broadway redevelopment in the City Centre include the scope for further leisure uses in line with government policy.

**Developments within Centres**

- 7.143 The Council wishes to encourage new investment to improve existing and provide for new leisure and entertainment facilities in the District in a manner that furthers the Government's objectives. Thus proposals within centres that are appropriate in scale to the role of that centre and the size of the community that they would serve will be permitted. Accordingly:

**Policy CL1**

**PROPOSALS FOR LEISURE AND ENTERTAINMENT DEVELOPMENT WITHIN THE CITY, TOWN OR DISTRICT CENTRES AS DEFINED ON THE PROPOSAL MAP WILL BE PERMITTED PROVIDED THE PROPOSAL IS APPROPRIATE IN SCALE TO THE ROLE OF THE CENTRE AND THE SIZE OF THE COMMUNITY THAT THE CENTRE SERVES.**

- 7.144 The boundaries of these centres for the purposes of this policy are shown on the Proposal Map.

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**Developments within the City and town centre expansion areas**

- 7.145 The defined city and town centre expansion areas normally fall outside the boundaries of the centres. Their designation provides the ability for leisure and entertainment developments to take place when they cannot be accommodated within the centre. Thus proposals for leisure and entertainment developments will be permitted in these expansion areas where there are no alternative sites in the relevant centres and the scale of the proposed development is appropriate to the role of the centre and the community it serves. Accordingly:

**Policy CL2**

**PROPOSALS FOR LEISURE AND ENTERTAINMENT DEVELOPMENT THAT WOULD ATTRACT A LOT OF PEOPLE FROM A WIDE AREA WILL BE PERMITTED IN THE EXPANSION AREAS OUTSIDE THE CITY AND TOWN CENTRES DEFINED ON THE PROPOSAL MAP PROVIDED:**

- (1) THERE ARE NO ALTERNATIVE SITES IN THE CENTRE; AND**
- (2) THE PROPOSAL IS APPROPRIATE IN SCALE TO THE ROLE OF THE CENTRE AND THE COMMUNITY IT SERVES.**

- 7.146 It is possible that some proposals may emerge on other “edge of centre” sites (as defined in PPG6) that are as close to the centre as available sites in the expansion areas. In such cases proposals will be tested against policy CL3 and other relevant policies of the Plan, taking into account the merits of the proposal.

**Developments Outside Centres**

- 7.147 Leisure and entertainment proposals outside centres that are likely to attract a lot of people from a wide area may be permitted in certain circumstances. Such developments need to accord with other relevant policies of the Plan and be able to demonstrate that they satisfy all the following criteria: there is a need for the development; there are no alternative sites closer to the nearest appropriate centre; the site would be highly accessible by public transport or be made so as part of the development; the development together with other recently completed and potential developments would be unlikely to have an adverse effect on the vitality or viability of any of the City, town and district centres; and the scale of the development would be appropriate to the nearest appropriate centre and the community that it would serve. Accordingly:

**Policy CL3**

**PROPOSALS FOR LEISURE AND ENTERTAINMENT DEVELOPMENTS THAT WOULD ATTRACT A LOT OF PEOPLE FROM A WIDE AREA WILL BE PERMITTED ON SITES OUTSIDE THE CITY, TOWN AND DISTRICT CENTRES PROVIDED:**

- (1) NEED FOR THE PROPOSAL CAN BE DEMONSTRATED AND;**

- (2) THERE ARE NO ALTERNATIVE SITES IN THE APPROPRIATE CENTRE OR FAILING THAT IN ONE OF THE EXPANSION AREAS TO THE CENTRE DEFINED ON THE PROPOSAL MAP, OR FAILING THAT OTHER SITES CLOSER TO THE CENTRE; AND**
- (3) THE SITE IS OR WILL AS PART OF THE DEVELOPMENT BE MADE HIGHLY ACCESSIBLE BY PUBLIC TRANSPORT; AND**
- (4) THE DEVELOPMENT TOGETHER WITH OTHER RECENTLY COMPLETED DEVELOPMENTS AND UNIMPLEMENTED EXTANT PLANNING PERMISSIONS IS UNLIKELY TO HAVE AN ADVERSE EFFECT ON THE VITALITY OR VIABILITY OF ANY OF THE CITY, TOWN AND DISTRICT CENTRES; AND**
- (5) THE PROPOSAL IS APPROPRIATE IN SCALE TO THE ROLE OF THE NEAREST CENTRE AND SIZE OF THE COMMUNITY THAT THE CENTRE SERVES.**

7.148 In order to accord with the above policies proposals that would be of a scale and function that their likely catchment area would encompass predominately:

- all the District, should be in or failing that as close as possible to the City Centre;
- all the Bradford urban area, should be in or failing that as close as possible to the City Centre;
- all Keighley area, should be in or failing that as close as possible to Keighley town centre;
- all Bingley area, should be in failing that as close as possible to Bingley town centre;
- all Shipley area, should be in or failing that as close as possible to Shipley town centre;
- all Ilkley area, should be in or failing that as close as possible to Ilkley town centre;
- only part of the Bradford urban area, should be in or failing that close as possible to the District Centre in that part of Bradford.

7.149 These policies seek to ensure that proposals are located in or as close as possible to the centres which correspond to their own catchment areas. This is in order to ensure development best serves the community, and to minimise the length of journeys to the development and the use of the motor car.

7.150 In considering proposals against the criteria of policy CL3 applicants need to assess the possibility of accommodating the development on alternative sites in or closer to centres. Applicants should have regard to the requirement in PPG6, recently emphasised in the Government's response to the Second Report of the Environment, Transport and Regional Affairs Committee (May 2000), to demonstrate flexibility in the format of developments and tailor them to fit local circumstances when undertaking such assessments.

- 7.151 The phrase “alternative sites” used in policy CL3 refers to alternative sites and buildings where the development could be accommodated which are suitable, viable and likely to become available for development within a reasonable period of time, as advised in PPG6.
- 7.152 Planning applications should be accompanied by an assessment of the anticipated catchment areas of proposals from which most of the trade would be drawn from. The extent of catchment areas will be influenced by the size and composition of the proposal and the availability and quality of similar facilities as well as geographical and transport considerations.
- 7.153 Policies CL2 and CL3 apply to those developments whose size and/or activity could result in the attraction of a lot of people from a wide area. This is unlikely to be the case with small scale leisure uses like restaurants, Internet cafes, amusement centres, health and fitness clubs, and public houses. Whilst these uses are encouraged to locate in the city, town, district, local and village centres, the fact that they are unlikely to attract large numbers of people from a wide area means they can normally be permitted outside centres subject to other policies of the Plan. However, on the rare occasions when such a proposal would be “a key town centre use”, that is by virtue of its size and activity it would be likely to attract a lot of people from a wide area, then the proposal will fall to be tested against these policies.