Bradford District Local Plan

Economic Policies

City of BRADFORD
METROPOLITAN DISTRICT COUNCIL
PROGRESS·INDUSTRY·HUMANITY

Economic Policies

Local Plan

Session 5 – 3rd March 2021

Department of Place

City of BRADFORD METROPOLITAN DISTRICT COUNCIL

- Event Format and Protocol
- Presentation
- Pre-event Questions
- Further Q&A

New Plan Structure and Key Drivers

Current

Portfolio Plan

Core Strategy (under review)
Area Action Plans (City Centre / Canal Road)
Waste DPD
Allocations DPD

New Plan Structure

One Plan Format
Context
Policy
Places
Allocations

Urban Design Frameworks
Masterplans
Briefs
SPDs

Challenges and Directions

- Planning changes
- NPR and other major infrastructure projects
- City Masterplanning
- Town Plans
- Linking jobs and housing growth
- COVID-19 implications
- Major heath infrastructure
- Data and intelligence
- Better design and place-making
- Climate change and air quality
- Devolution

City of BRADFORD METROPOLITAN DISTRICT COUNCIL

Economic Policies

Strategic Policy

Policy SP6: Economic Growth

Thematic Policies

EC1: Employment Land Delivery and Strategic Sites

EC2: Enterprise, Business and Employment Zones

EC3:Employment and Skills Delivery

EC4:EC4: City, Town, District and Local Centres

City of BRADFORD METROPOLITAN DISTRICT COUNCIL

SP6:Economic Growth

Strategic policy – sets out economic vision / combines aspects of thinking from CSPR / provides hooks for 'lower order policies':

- Anchors economic strategy ambitions.
- Growth and investment priorities – including 'new sectors' – green economy for example.
- Sets out sectoral priorities and clusters by area.
- Wide ranging policy – includes focus upon tourism and rural economy.
- New / enhanced focus upon the importance of digital infrastructure – theme running through the plan.
- Creating the right space growth – hook for allocation led policy EC1.
- Pulls out the importance of jobs and skills.
- Includes a focus upon education and health sectors.

City of BRADFORD METROPOLITAN DISTRICT COUNCIL

SP6: Economic Growth

Econometric Forecasts and Jobs:

- For 2019-2038, the latest REM forecasts employment growth of 26,000 jobs (equating to an annual average of 1,368 jobs). This factors in a 'Delayed V-shape recovery' from the Covid-19 economic downturn.
- Plan sets out a target of 1600 jobs per annum – ambitious but not unreasonable – much will depend upon the extent of proactive economic policies and investment opportunities (not just plan policies).
- Within the forecasting - the majority of employment growth in absolute terms is driven by four sectors: Public Services, Professional & Other Private Services, Accommodation, Food Services & Recreation and Transport & Storage.
- Projected growth in Professional and Other and Transport and Storage generating need for B1 and B8 space. Employment is forecast to contract in the Manufacturing sector with negative B2 requirements – although this should be treated with caution – restructuring of the economy potentially 'bottomed out' and rental rates / space demand strong for industrial space (certainly pre-COVID).
- As a guide – 50% of forecast jobs not directly related to traditional 'b use' land demands.

City of BRADFORD METROPOLITAN DISTRICT COUNCIL

SP6: Economic Growth – Jobs and Housing

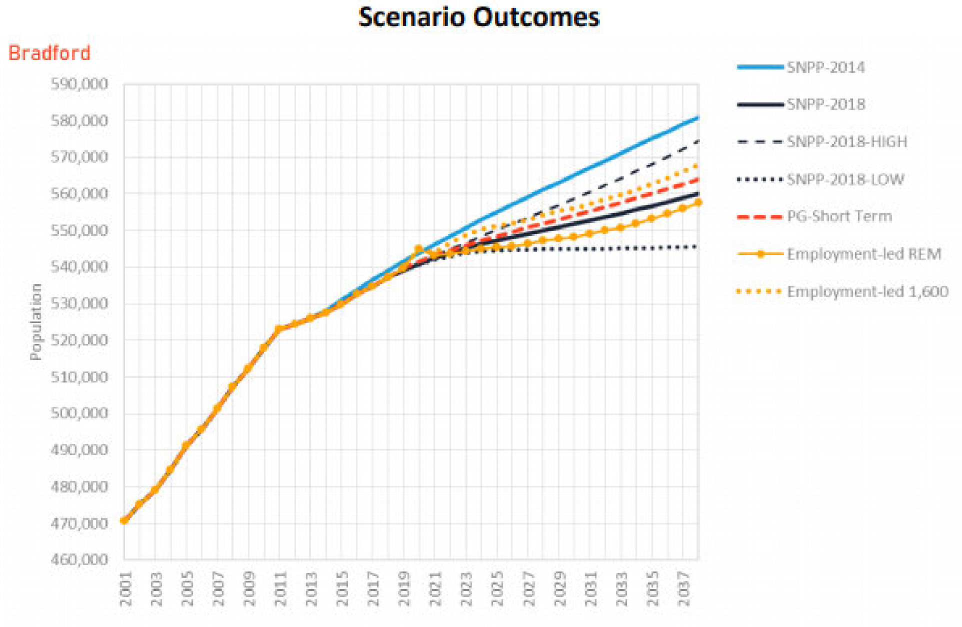


Figure 17: Bradford Population Growth Scenarios, 2001-2038

Table 5: Bradford Scenario Outcomes 2020-2038

Scenario	Change 2020 - 2038				Average per year	
	Population Change	Population Change %	Households Change	Households Change %	Net Migration	Dwellings
Standard Method (Current)						1,703
SNPP-2014	37,021	6.8%	23,404	11.4%	-1,365	1,352
SNPP-2018-HIGH	33,289	6.2%	23,373	11.4%	-590	1,350
Standard Method (Previous Proposed)						1,211
Employment-led 1,600	22,868	4.2%	19,827	9.6%	-1,058	1,146
PG-Short Term	22,584	4.2%	19,908	9.7%	-930	1,150
SNPP-2018	19,224	3.6%	18,275	8.9%	-1,216	1,056
Employment-led REM	12,599	2.3%	16,086	7.8%	-1,524	929
SNPP-2018-LOW	5,146	1.0%	13,173	6.4%	-1,841	761

Note: Scenarios are ranked in order of average annual dwellings.

Applying a simple ratio of 1.13 jobs per dwelling for 1704 housing requirement figure would equate to an employment figure of circa 1,918 per annum.

City of BRADFORD METROPOLITAN DISTRICT COUNCIL

EC1: Employment Land Delivery and Strategic Sites

Buildings and Land Challenges:

- the existing office building stock is of particularly poor quality across the District;
- there is an overall declining supply of industrial space within the District and evidence of latent business demand for employment land, and
- there is evidence of a lack of business space opportunities to move within the District to new space as part of medium / larger business expansion which consequently in turn facilitates churn within the lower end of the employment space market for smaller and medium sized businesses to move or expand.

City of BRADFORD METROPOLITAN DISTRICT COUNCIL

EC1: Employment Land Delivery and Strategic Sites

Locational demand (original ENALR work by Aspinall Verdi):

- ‘Hotspots’ for good quality employment space towards the north / north east of the Regional City of Bradford, south / south east Bradford and Keighley.
- There are also particular demands for employment space within the Wharfedale Valley (smaller business demands).
- Demand to the west of the Regional City is considered weaker with less swift road access to employment sites.

City of BRADFORD METROPOLITAN DISTRICT COUNCIL

EC1: Employment Land Delivery and Strategic Sites

Updated Employment Land Need:

- REM forecast (August 2020) is considered to act as the strongest guide for total gross employment land requirement and results in a requirement for circa 72ha (an annual average of +4ha) for B2, B8 and E(g) uses over the lifespan of the plan. This is slight increase from the employment land need position of 70ha (60ha industrial and 10ha office) as detailed in the ENALR (2019).
- Average take-up in 2013-2020 was approximately 5.0 ha per annum. There is significant variation year to year however and a large figure in 2016-17. Excluding this figure generate a lower average figure of 2.2 ha per annum. These averages are based on a relatively small number of years and need to be treated with caution.
- The forecast includes an extended plan period (to 2038) and considers the implications of the pandemic, which is modelled on the basis of a 'delayed v-shape' recovery.
- In establishing the employment land requirement, a buffer of 50% has been used to provide for any potential margin of error associated with the forecasting process; a choice of sites to facilitate competition and market choice and allow for flexibilities and delays in individual sites coming forward.
- Very challenging forecast environment.

City of BRADFORD METROPOLITAN DISTRICT COUNCIL

EC1: Employment Land Delivery and Strategic Sites

Long list of sites (allocation threshold 0.25ha):

Land Type	Status	Rationale	Green Belt?	ha	%	Number of sites	%
Urban Brownfield / Greenfield	Unsuitable	Not available / under threshold / developed	No	75.5	21.79	49	44.14
Urban Brownfield / Greenfield	Unsuitable	Better suited for residential use	No	63.01	18.19	20	18.02
Greenfield	Unsuitable	Better suited for residential use	Yes	17.9	5.17	2	1.80
Primarily Greenfield	Unsuitable	Wide range of constraints	Yes	96.2	27.77	14	12.61
Urban Edge Brownfield / Greenfield	(Green Belt) but potential LP allocation options	current Green Belt status to be assessed in Local Plan	Yes	40.6	11.72	3	2.7
				293.21	**84.64**	**88**	**79.27**
Urban Brownfield / Greenfield	Suitable	Limited constraints	No	50.18	14.48	20	18.02
Urban Brownfield (City Centre) Commercial	Suitable	Limited constraints	No	3.08	0.89	3	2.7
				53.26	**15.37**	**23**	**20.72**
Total				**346.47**	**100%**	**111**	**100%**

City of BRADFORD METROPOLITAN DISTRICT COUNCIL

EC1: Employment Land Delivery and Strategic Sites

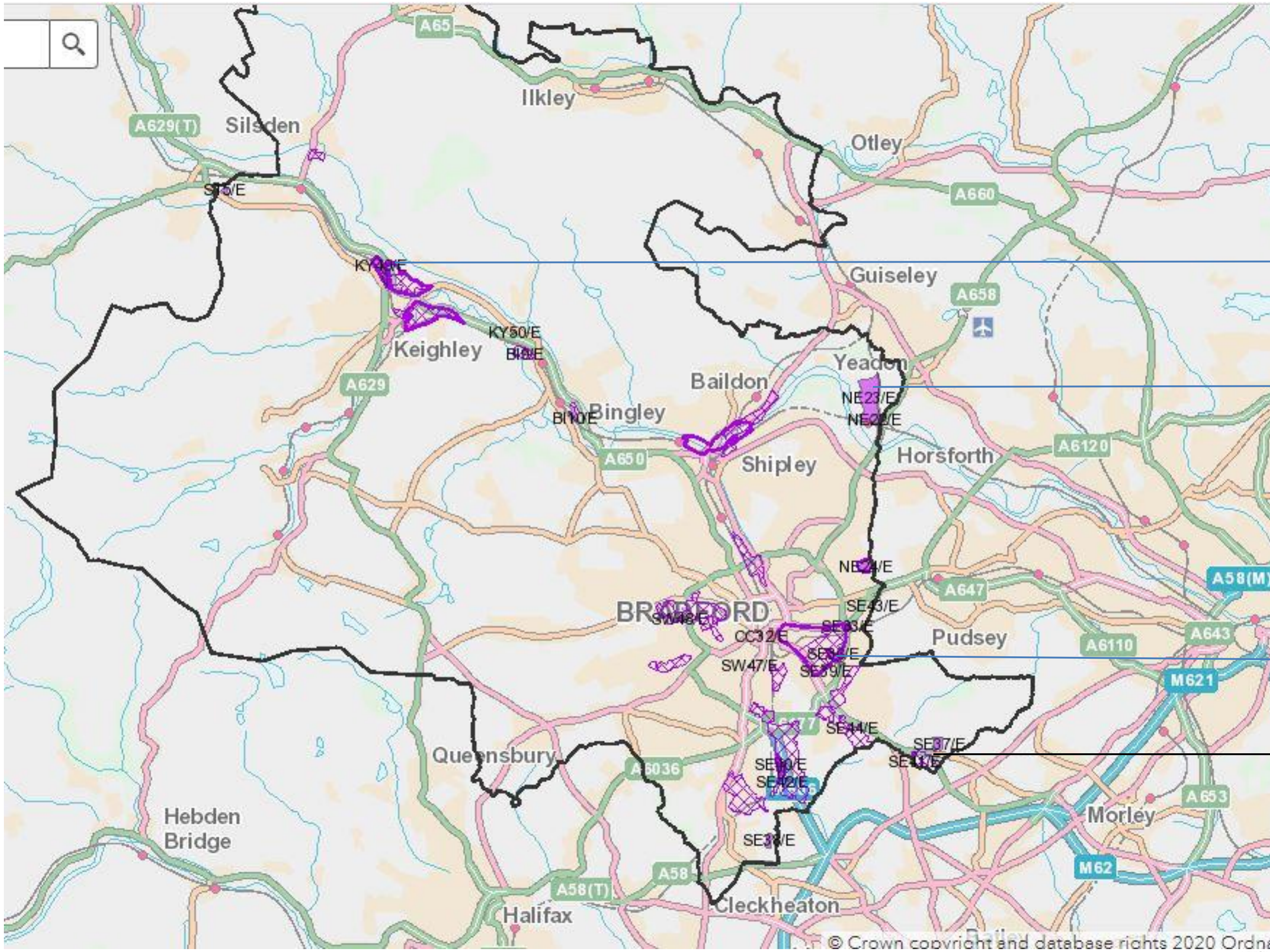
- Non GB supply mix split by ‘open market’ and business specific / bespoke:41.57 ha Open Market / 8.61 ha Bespoke (3 sites) plus circa 3ha commercial – city centre.
- Non GB Site Mix / Portfolio B2/B8 (Open Market Supply):

Location	Micro (0.25-0.99ha)	Small (1.00-2.49ha)	Small to Medium (2.50-4.99ha)	Medium (5.00-9.99ha)	Large (10-19.99ha	Strategic (20ha+)	Area Total (ha)
Regional City	4	5	3	2			36.29
Airedale	1	1	1				5.28
Total ha	**2.8**	**8.78**	**14.32**	**15.67**			**41.57**
Total (number of sites)	5	6	4	2	0	0	17

- Gap between non GB supply (open market) and forecast need of at least 30ha – allocations set at 40ha. **Exceptional circumstances case for GB release** on the basis of overall quantum, constraints to type and scale of supply hampering indigenous business growth and limited wider economic growth.

City of BRADFORD
METROPOLITAN DISTRICT COUNCIL

EC1: Employment Land Delivery and Strategic Sites – allocation distribution



Broomfields, Keighley

Apperley Bridge / Esholt

Clustering sites around BDZs / existing employment areas

Westgate Hill Street / Holme Wood edge

City of BRADFORD METROPOLITAN DISTRICT COUNCIL

EC2:Enterprise, Business and Employment Zones

- Sets out a light touch planning framework underpinning various zonal types.
- Further detailed work required on current employment zones and changes to – backbone to much of the local economy – initial variation set out in the plan.
- Bowling – one of the biggest potential areas of change – linked to Southern Gateway proposal – much will depend upon detailed land use structure and detailed masterplanning.

City of BRADFORD METROPOLITAN DISTRICT COUNCIL

EC2:Enterprise, Business and Employment Zones

- **Enterprise Zones** - high standard premises for expanding businesses or to attract inward investment. Economic focus - promote advanced manufacturing growth, building upon the regions strong manufacturing heritage.
- **Business Development Zones** - purpose to bring forward the regeneration of redundant land and premises, together with general improvements to the physical environment. The BDZs also provide a strategic set of locations for funding.
- **Employment Zones** - existing business and industrial uses tend to predominate. In these areas employment uses will continue to play an important role in providing jobs for local communities.

City of BRADFORD METROPOLITAN DISTRICT COUNCIL

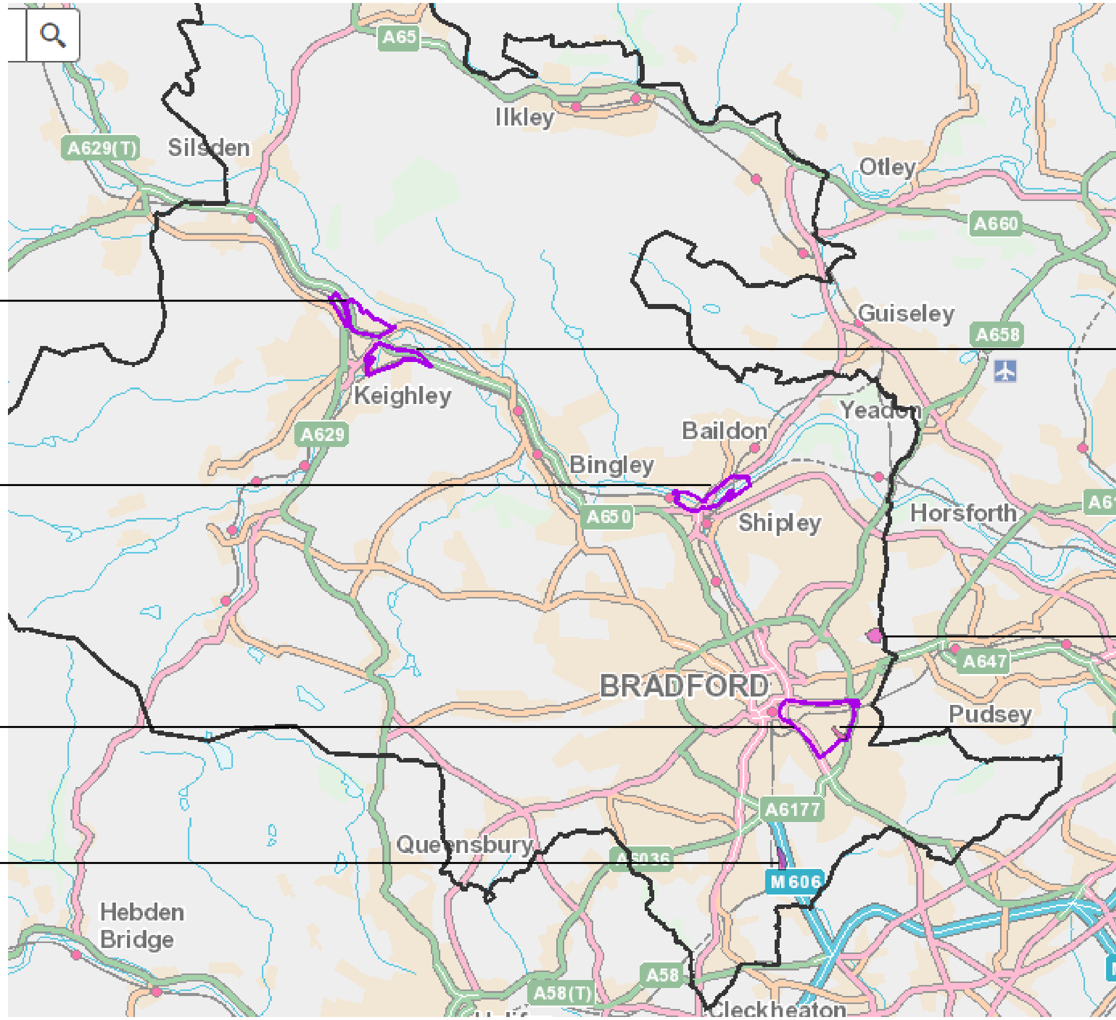
EC2:Enterprise and Business Zones

Royds Ing BDZ

Shipley from Saltaire to Dockfield Road BDZ

Bowling Back Lane BDZ

Staithgate Lane EZ



Dalton Lane BDZ

Gain Lane EZ

Parry Lane EZ

City of BRADFORD METROPOLITAN DISTRICT COUNCIL

EC2:Enterprise, Business and Employment Zones – Policy Directions

- Investment in high capacity digital infrastructure supported within the designated zones to support economic growth and build business capacity.
- Small-scale proposals (up to 100 sqm of floorspace) for changes of use or redevelopment to non-B-class employment uses within Enterprise, Business and Employment Zones will be supported where they would provide complementary use(s) that are not detrimental to the function and operation of the zones.
- The change of use or redevelopment of land and buildings over 100 sqm of floorspace or 0.5ha in B-class employment use to non-B-class uses within the defined zones detailed above will only be permitted where it can be demonstrated that:
- a. There are strong economic and employment reasons why the proposed development would be acceptable.
- b. Market intelligence indicates that the premises / site are unlikely to come back into B-class employment use.
- c. The proposal would not be detrimental to the function and operation of the wider zone; and/or
- d. The continued use of the site in its present use or any B-class use is not appropriate due to a significant detrimental impact on residential amenity or the environment.

City of BRADFORD METROPOLITAN DISTRICT COUNCIL

EC2:Enterprise, Business and Employment Zones – Policy Directions

Change of use threshold – Small Business Unit example – 1000sqft

City of
BRADFORD
METROPOLITAN DISTRICT COUNCIL

EC3:Employment and Skills Delivery

Background:

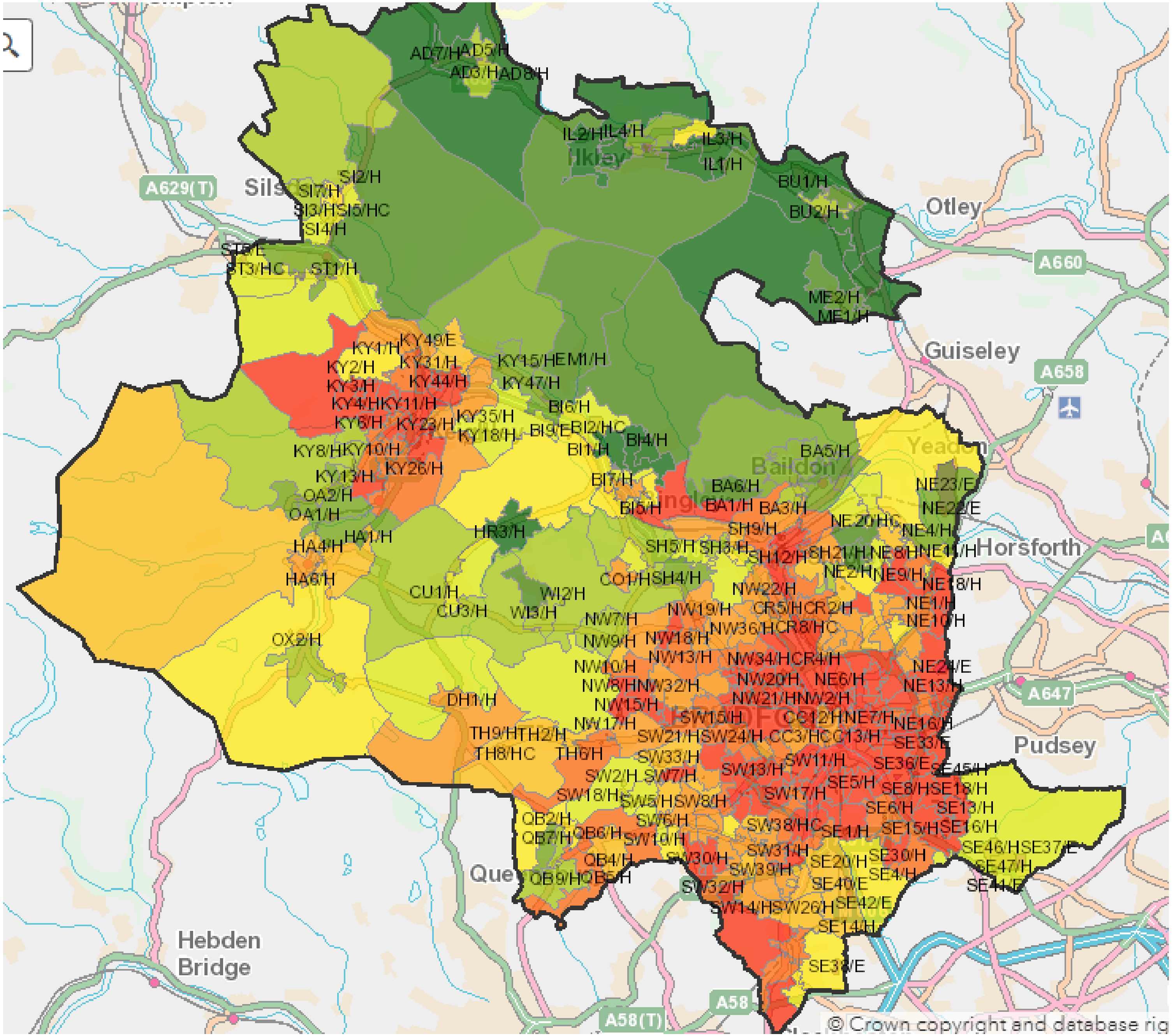
- **Job types** - people working in managerial, professional and associate professional occupations are lower than the West Yorkshire and national averages. People working in elementary occupations is also slightly above sub-regional and national figures.
- Number of people on **unemployment benefit** is above the sub-regional average. Youth unemployment (18-24 years) and older unemployment (50 years plus) are both above West Yorkshire percentages.
- **Qualifications** across NVQ equivalent levels 2, 3 and 4+ are lower than the sub-regional average with the proportion of the workforce with no qualifications above West Yorkshire.

COVID Impacts:

- A sharp rise in claimant counts with the youth claimant count within the highest of any city in England;
- Potentially a near doubling of total unemployment in the District.

City of BRADFORD METROPOLITAN DISTRICT COUNCIL

EC3:Employment and Skills Delivery



EC3:Employment and Skills Delivery

- Potentially reflective of the wider economic picture, annual household income at £36,871 is lower than the West Yorkshire average of £38,499.
- The Indices of Multiple Deprivation suggests that almost a quarter of a million people in the District are living in the most deprived 20% of areas of England for income deprivation. Similar numbers of people are also in the most deprived 20% of areas, for employment, education, health and living environment domains, with the crime domain at over one third of a million.
- The connected nature of deprivation and challenges for addressing employment and skills improvements cannot be under-estimated and form an important element of the local plan strategy

City of BRADFORD METROPOLITAN DISTRICT COUNCIL

EC3:Employment and Skills Delivery

- **Employment and skills plans** for strategic scale infrastructure, housing (400 dwellings plus) and employment projects (5ha plus), with at least **10% of the workforce employed at any one time from the District's 20% most deprived areas,** as defined under the Indices of Multiple Deprivation, or similar indices as published from time to time, by Central Government or the Council.

- **Local employment and skills plans for the construction phases of residential developments** of more than 50 dwellings gross and commercial schemes of more than 1,000 square metres gross.

- **Local employment and skills plans for the occupancy phase of commercial developments** that are estimated to create more than 50 full time equivalent jobs.
- In instances where the development does not trigger one of the above thresholds then wherever feasible the Council will seek to secure alternative education or training programmes with the applicant to contribute to skills development.

- **The extent of local employment and skills plans will be set out through a supplementary planning document and s.106 obligations framework.**

- **Further evidence work required on threshold setting, financial viability and overall approach linked to SPD work on developer contributions.**

City of BRADFORD
METROPOLITAN DISTRICT COUNCIL

EC4: City, Town, District and Local Centres

Policy aims:

- Sustain and enhance the vitality and viability of the District's hierarchy of centres taking a positive approach to their growth, diversification, management and adaptation.
- Encourage variety, choice and quality of retail, commercial, business and leisure provisions in the city and town centres and other district and local centres.
- Ensure access by a choice of means of transport particularly the promotion of walking and cycling, to facilitate combined shopping trips and minimise the need to travel
- Support healthy, competitive, adaptive, innovative and successful town centre provision including community and civic activities.

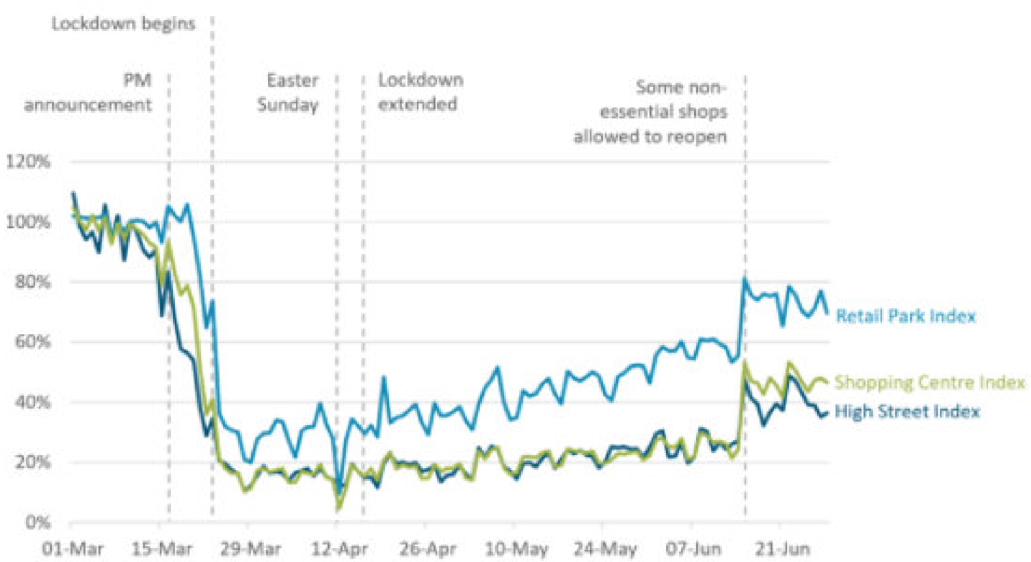
City of BRADFORD METROPOLITAN DISTRICT COUNCIL

EC4: City, Town, District and Local Centres

Challenges and Opportunities:

- Pandemic impact – short and longer term trends for retail, office and leisure uses?
- Pandemic has more positively also highlighted the importance of local shops and facilities within walking and cycling distance of where people live and work, as essential to many communities.
- Multi-channel retailing and new business opportunities? Impact of use class flexibilities (new Class E – commercial, business and services)?
- Impact of residential-led regeneration, critical mass and supporting services and facilities?

Volume of footfall, UK, 1 March to 28 June, year-on-year percentage change between footfall on the same day



Source: Springboard and the Department for Business, Energy and Industrial Strategy

City of BRADFORD METROPOLITAN DISTRICT COUNCIL

EC4: City, Town, District and Local Centres

Policy Directions (in summary):

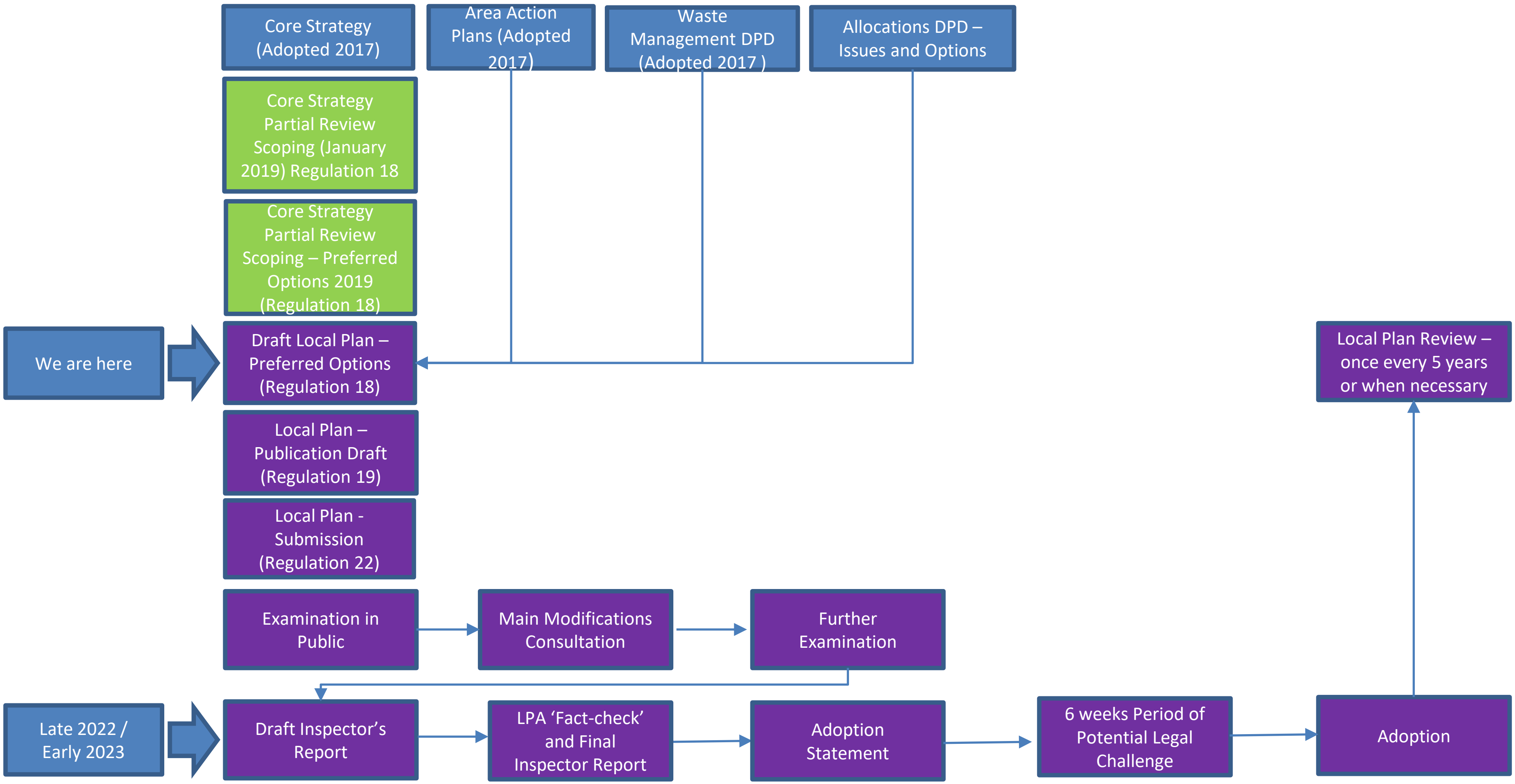
- NPPF still includes a strong policy focus upon ensuring the vitality of town centres…assessing the impact of retail and leisure applications outside of town centres…impact assessments…need to define the extent of town centres and primary shopping areas…
- Policy itself:

- Maintains a retail hierarchy – linked to updated evidence base (Retail and Leisure Study 2019).
- Includes detailing on sequential test and impact assessments.
- Retained primary retail areas.
- Centre boundaries

- Practical local projects include new city market.

City of BRADFORD METROPOLITAN DISTRICT COUNCIL

Plan Making Stages



City of BRADFORD
METROPOLITAN DISTRICT COUNCIL

Thank You

City of
BRADFORD
METROPOLITAN DISTRICT COUNCIL