

## Agenda for a meeting of the Regulatory and Appeals Committee to be held on Thursday, 29 February 2024 at 10.00 am in Committee Room 1 - City Hall, Bradford

### Members of the Committee – Councillors

LABOUR	CONSERVATIVE	GREEN
Shafiq (Chair) Alipoor Mullaney Lal	Brown Sullivan	Edwards

### Alternates:

LABOUR	CONSERVATIVE	GREEN
Engel I Hussain S Hussain Jamil	Pollard Glentworth	Love

### Notes:

- This agenda can be made available in Braille, large print or tape format on request by contacting the Agenda contact shown below.
- The taking of photographs, filming and sound recording of the meeting is allowed except if Councillors vote to exclude the public to discuss confidential matters covered by Schedule 12A of the Local Government Act 1972. Recording activity should be respectful to the conduct of the meeting and behaviour that disrupts the meeting (such as oral commentary) will not be permitted. Anyone attending the meeting who wishes to record or film the meeting's proceedings is advised to liaise with the Agenda Contact who will provide guidance and ensure that any necessary arrangements are in place. Those present who are invited to make spoken contributions to the meeting should be aware that they may be filmed or sound recorded.
- If any further information is required about any item on this agenda, please contact the officer named at the foot of that agenda item.
- **A legal briefing for all Members will take place at 0930 in Committee Room 3 on the day of the meeting.**
- Applicants, objectors, Ward Councillors and other interested persons are advised that the Committee may visit any of the sites that appear on this Agenda during the day of the meeting, without prior notification. The Committee will then reconvene in the meeting room after any visits in order to determine the matters concerned.
- At the discretion of the Chair, representatives of both the applicant(s) and objector(s) may be allowed to speak on a particular application for a maximum of five minutes in total.

### From:

Jason Field

Interim Director of Legal and Governance

Agenda Contact: Yusuf Patel

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### To:

## A. PROCEDURAL ITEMS

### 1. ALTERNATE MEMBERS (Standing Order 34)

The Director of Legal and Governance will report the names of alternate Members who are attending the meeting in place of appointed Members.

### 2. DISCLOSURES OF INTEREST

(Members Code of Conduct – Part 4A of the Constitution)

To receive disclosures of interests from members and co-opted members on matters to be considered at the meeting. The disclosure must include the nature of the interest.

An interest must also be disclosed in the meeting when it becomes apparent to the member during the meeting.

#### **Notes:**

- (1) *Members must consider their interests, and act according to the following:*

<b>Type of Interest</b>	<b>You must:</b>
<i>Disclosable Pecuniary Interests</i>	<i>Disclose the interest; not participate in the discussion or vote; and leave the meeting <u>unless</u> you have a dispensation.</i>
<i>Other Registrable Interests (Directly Related)</i> <b>OR</b> <i>Non-Registrable Interests (Directly Related)</i>	<i>Disclose the interest; speak on the item <u>only</u> if the public are also allowed to speak but otherwise not participate in the discussion or vote; and leave the meeting <u>unless</u> you have a dispensation.</i>
<i>Other Registrable Interests (Affects)</i> <b>OR</b> <i>Non-Registrable Interests (Affects)</i>	<i>Disclose the interest; remain in the meeting, participate and vote <u>unless</u> the matter affects the financial interest or well-being</i>  <i>(a) to a greater extent than it affects the financial interests of a majority of inhabitants of the affected ward, and</i>  <i>(b) a reasonable member of the public knowing all the facts would believe that it would affect your view of the wider</i>

*public interest; in which case speak on the item only if the public are also allowed to speak but otherwise not do not participate in the discussion or vote; and leave the meeting unless you have a dispensation.*

- (2) *Disclosable pecuniary interests relate to the Member concerned or their spouse/partner.*
- (3) *Members in arrears of Council Tax by more than two months must not vote in decisions on, or which might affect, budget calculations, and must disclose at the meeting that this restriction applies to them. A failure to comply with these requirements is a criminal offence under section 106 of the Local Government Finance Act 1992.*
- (4) *Officers must disclose interests in accordance with Council Standing Order 44.*

### **3. MINUTES**

**Recommended –**

**That the minutes of the meeting held on 30 November 2023 be signed as a correct record.**

(Yusuf Patel – 07970 411923 / Jane Lythgow 07970 411623)

### **4. INSPECTION OF REPORTS AND BACKGROUND PAPERS**

(Access to Information Procedure Rules – Part 3B of the Constitution)

Reports and background papers for agenda items may be inspected by contacting the person shown after each agenda item. Certain reports and background papers may be restricted.

Any request to remove the restriction on a report or background paper should be made to the relevant Strategic or Assistant Director whose name is shown on the front page of the report.

If that request is refused, there is a right of appeal to this meeting.

Please contact the officer shown below in advance of the meeting if you wish to appeal.

(Yusuf Patel – 07970 411923 / Jane Lythgow 07970 411623)

## B. BUSINESS ITEMS

### 5. MEMBERSHIP OF SUB-COMMITTEES

The Committee will be asked to consider recommendations, if any, to appoint Members to Sub-Committees of the Committee.

(Yusuf Patel – 07970 411923 / Jane Lythgow 07970 411623)

### 6. CAROLINE STREET CAR PARK AT THE JUNCTION OF VICTORIA ROAD AND CAROLINE STREET, SALTAIRE - 23/03171/MAF 1 - 42

The Strategic Director of Place will submit a report (**Document “H”**) which sets out an application for the development of a new Community, Arts and Future Technology Centre (CAHFT) on the Caroline Street car park at the junction with Victoria Road, Saltaire.

**Recommended –**

**That outline planning permission be granted subject to the conditions set out in appendix 1 to Document “H”.**

(Hannah Lucitt - 01274 434380)



## **Report of the Assistant Director (Planning, Transportation & Highways) to the meeting of Regulatory and Appeals Committee to be held on 29<sup>th</sup> February 2024**

**H**

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### **Subject:**

An application for the development of a new Community, Arts, Heritage and Future Technology Centre (CAHFT) on Caroline Street Car Park at the junction of Victoria Road and Caroline Street, Saltaire.

### **Summary statement:**

A full assessment of the application, relevant planning policies and material planning considerations are included in the report at Appendix 1. Through the attachment of the proposed conditions it is considered that the proposal is acceptable, and it is recommended that Planning Permission is granted.

### **EQUALITY & DIVERSITY:**

In writing this report due regard has been taken of the need to eliminate unlawful discrimination, harassment and victimisation, advance equality of opportunity between different groups and foster good relations between different groups, in accordance with the duty placed upon Local Authorities by Section 149 of the Equality Act 2010.

The context of the site, the development scheme proposed and the representations received have been reviewed to identify the potential for the determination of this application to disadvantage any individuals or groups of people with characteristics protected under the Equality Act 2010.

The outcome of this review is that there is not considered to be any sound reason to conclude that the proposed development would have a significantly detrimental impact on any groups of people or individuals with protected characteristics. Full details of the process of public consultation undertaken and a summary of the comments made are attached at Appendix 1.

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Richard Hollinson  
Assistant Director (Planning,  
Transportation & Highways)

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Major Development Manager  
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### **Portfolio:**

**Change Programme, Housing, Planning and Transport**

### **Overview & Scrutiny Area:**

**Regeneration and Economy**

## **1. SUMMARY**

The Regulatory and Appeals Committee are asked to consider the recommendations for the determination of planning application reference 23/03171/MAF made by the Assistant Director (Planning, Transportation and Highways) as set out in the Technical Report at Appendix 1.

## **2. BACKGROUND**

Attached at Appendix 1 is a copy of the Officer's Report which identifies the material considerations of the proposal.

## **3. OTHER CONSIDERATIONS**

All considerations material to the determination of this planning application are set out in the Officer's Report at Appendix 1.

## **4. FINANCIAL & RESOURCE APPRAISAL**

The presentation of the proposal is subject to normal budgetary constraints.

## **5. RISK MANAGEMENT & GOVERNANCE ISSUES**

None relevant to this application.

## **6. LEGAL APPRAISAL**

The options set out are within the Council's powers as the Local Planning Authority under the provisions of the Town and Country Planning Act 1990 (as amended).

## **7. OTHER IMPLICATIONS**

All considerations material to the determination of the application are set out in the technical report at Appendix 1.

### **7.1 SUSTAINABILITY IMPLICATIONS**

The site represents previously developed land located within the settlement of Saltaire. The train station is located approximately 200metres from the site. There are bus stops within 5 minutes of the site with connections available to both Bradford city centre, Shipley and Bingley. The site is also readily accessible by walking and cycling and is therefore considered to occupy a sustainable location. No adverse sustainability implications are foreseen.

### **7.2 TACKLING THE CLIMATE EMERGENCY IMPLICATIONS**

The development of new buildings will invariably result in an increase in greenhouse gas emissions associated with both construction operations and the activities of future users of the site. However, it is considered that such emissions are likely to be relatively lower than would be the case for alternative less sustainable locations.

Furthermore, the building has been designed to mitigate heat loss and fluctuations in internal temperatures, and heating is to be provided using heat pumps. A passive approach to ventilation has been employed with vents and windows operated by an electronic building management system. The architect has also noted that the approach to specification will be to reduce carbon through material and product selection.

In order to encourage alternative means of transport a travel plan has been submitted alongside the application and Cycle storage facilities are to be provided on site.

### **7.3 COMMUNITY SAFETY IMPLICATIONS**

All community safety implications material to the determination of this planning application are set out in the Officer's Report at Appendix 1.

### **7.4 HUMAN RIGHTS ACT**

Article 6- the right to a fair and public hearing. The Council must ensure that it has taken into account the views of all those who have an interest in, or whom may be affected by the proposal.

### **7.5 TRADE UNION**

None

### **7.6 WARD IMPLICATIONS**

The Technical Report at Appendix 1 summarises the material planning issues raised by representations and the appraisal gives full consideration to the effects of the development upon residents within Shipley Ward.

### **7.7 AREA COMMITTEE ACTION PLAN IMPLICATIONS**

None

### **7.8 IMPLICATIONS FOR CHILDREN AND YOUNG PEOPLE**

None

### **7.9 ISSUES ARISING FROM PRIVACY IMPACT ASSESMENT**

None

### **8. NOT FOR PUBLICATION DOCUMENTS**

None

### **9. OPTIONS**

The Committee can approve the application as per the recommendation contained in the main report, or refuse the application. If Members are minded to refuse the application then reasons for refusal need to be given.

### **10. RECOMMENDATIONS**

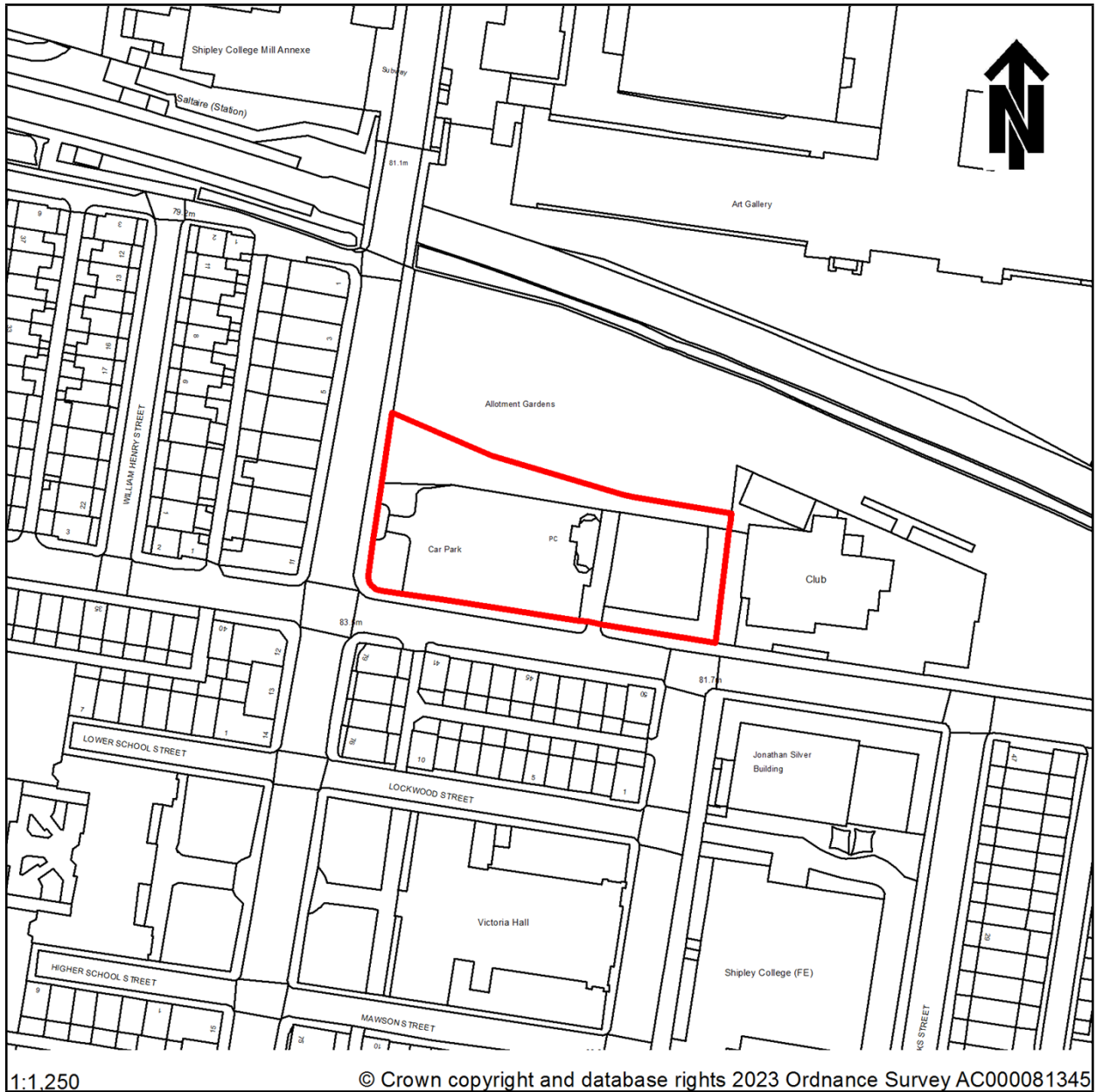
To grant outline planning permission subject to the conditions set out in the report attached at appendix 1

### **11. APPENDICES**

Appendix 1: Technical Report

### **12. BACKGROUND DOCUMENTS**

National Planning Policy Framework (2019)  
Replacement Unitary Development Plan  
Local Plan for Bradford  
Saltaire World Heritage Site Management Plan





**Appendix 1**

29<sup>th</sup> February 2024

**Ward:**

Shipley (Ward 22)

**Recommendation:**

**THAT MEMBERS RESOLVE THAT PLANNING PERMISSION SHOULD BE GRANTED SUBJECT TO CONDITIONS AS SET OUT IN THIS REPORT**

**Application Number:**

23/03171/MAF

**Type of Application/Proposal and Address:**

An application for the development of a new Community, Arts and Future Technology Centre (CAHFT) on the Caroline Street car park at the junction with Victoria Road, Saltaire.

**Applicant:**

Shipley College - Mr Ian Durham

**Agent:**

3xa-Design – Mr Robert Blundell

**Site Description:**

Caroline Street Car park sits within Saltaire World Heritage Site (WHS) at the junction between Caroline Street and Victoria Road to the north of the village. Vehicular access is provided from Caroline Street, but pedestrian access is also available from Victoria Road. The car park has a tarmac surface and provides 33 parking spaces including 3 disabled spaces which are formally marked and laid out. There is also cycle parking adjacent to the vehicular entrance. In the northeast corner of the site is a small stone built public toilet block. The car park is predominantly enclosed by rails set on a stone plinth. The pedestrian entrance from Victoria Rd has areas of landscaping/planting either side of the central access. There is also planting on the northern boundary which separates the site from the allotments that sit to the north of the site.

Beyond the small toilet block to the east is another open hard surfaced area, most recently the site of a former St Johns Ambulance station. This is set at a lower level accessed via a ramp. This area also forms part of the application site. There are a number of trees on the eastern boundary which separate the site from Caroline Street Social Club a prefabricated building with associated car park. The allotments extend along the northern boundary.

Opposite the car park on Caroline Street there is a row of traditional workers terrace dwellings, uniform in appearance and layout in what is a characteristic feature of Saltaire. At the corner with Victoria Road the building is grander and larger in scale with a shop at ground floor. This larger building is comparable to the buildings that line this section of Victoria Road creating a parade of shops. The most distinctive feature of the setting is however Salts Mill which sits to the north of the site beyond the allotments (and rail line) which forms the backdrop to the site and a focal point of the WHS.

**Relevant Site History:**

15/07162/FUL - Demolition of building – Granted January 2016

04/02471/REG - Extension of existing public toilets to form new attendants office –  
Granted August 2004

91/06917/REG - New public lavatory – Granted February 1992

76/00226/FUL – Private Car Park – Granted February 1976

**The National Planning Policy Framework (NPPF):**

The National Planning Policy Framework is a material planning consideration on any development proposal. The Framework highlights the fact that the purpose of the planning system is to contribute to the achievement of sustainable development and that there is a presumption in favour of sustainable development which can deliver: -

- i) Planning for prosperity (an economic role) - by ensuring that sufficient land of the right type and in the right places is available to allow growth and innovation;
- ii) Planning for people (a social role) - by promotion of strong, vibrant and healthy communities by providing an increase supply of housing to meet the needs of present and future generations and by creating a good quality built environment with accessible local services;
- iii) Planning for places (an environmental role) - by protecting and enhancing the natural, built and historic environment, adapting to climate change including moving to a low-carbon economy.

As such the Framework suggests local planning authorities should approve development proposals that accord with statutory plans without delay.

**The Local Plan for Bradford:**

The current Development Plan for the area is comprised of the Replacement Unitary Development Plan (RUDP) (2005) and the adopted Core Strategy (2017)

The emerging Local Plan is still at an early stage of preparation. Consultation on the Core Strategy Partial Review 'Preferred Options' was undertaken in July 2019. The council has recently consulted on The Draft Bradford District Local Plan – Preferred Options (Regulation 18) and supporting documents from 8 February to 24 March 2021. These documents continue to be afforded "very limited weight" given their stage of preparation. In this context it is considered that full weight should continue to be afforded to the policies of the adopted Core Strategy (2017) and the RUDP (2005) in accordance with the degree of conformity with current national planning policy.

**Replacement Unitary Development Plan (RUDP):**

The site is within the Saltaire World Heritage Site and Saltaire Conservation Area boundaries but is not subject to a specific land allocation.

## **Proposals and Policies**

The majority of non-allocation related policies within the RUDP have now been superseded by those set out in the Core Strategy. The following adopted Core Strategy policies are considered to be relevant to the proposed development.

P1- Presumption in Favour of Sustainable Development

SC1- Overall Approach and Key Spatial Priorities

SC9- Making Great Places

TR1- Travel Reduction and Modal Shift

TR2- Parking Policy

TR3- Public Transport, Cycling and Walking

TR4- Transport and Tourism

EN2- Biodiversity and Geodiversity

EN3- Historic Environment

EN5- Trees and Woodland

EN7- Flood Risk

EN8- Environmental Protection

DS1- Achieving Good Design

DS2 - Working with the Landscape

DS3- Urban Character

DS4- Streets and Movement

DS5- Safe and Inclusive Places

ID3- Developer Contributions

Other

Saltaire World Heritage Site Management Plan

### **Parish Council:**

Shipley Town Council have offered the following comments:

For transparency, the Town Council highlights that it has three specific interests in the proposals. First, the Town Council currently operates the existing public toilets on the site (under licence from the landowner, City of Bradford Metropolitan District Council), which will be demolished and replaced under these proposals. Second, the Town Council will enter into an agreement with the applicant/landowner to operate the proposed replacement public toilets. Thirdly, the Town Council manages the public allotment gardens located immediately adjacent to the application site.

The Town Council acknowledge there were differing views on the suitability of the design in the context of its surroundings, with the main concern not to jeopardise World Heritage status, a concern the Town Council trusts will be considered. Overall, the proposed building was considered modest and not to impose unduly on the street scene or the views. However, the inclusion of the lantern on the roof of the western section was highlighted for increasing the height and massing of the building and therefore its impact.

The Town Council also raise a number of specific points on the scheme:

The need for a lighting scheme.

The inclusion of holly hedging along some of the site perimeter is welcomed but could have associated implications.

Retention of any existing mature trees is preferred.

The design should include food-growing areas for the local community and Shipley College staff and students and be predominately native species to encourage more biodiversity on the site.

During the construction phase, access will still be needed for the allotment holders.

Limitation on construction hours required.

Bin storage area should be relocated.

Additional cycle storage required the plans show insufficient stands.

The proposed building should meet high energy efficiency standards and incorporate energy generation methods.

It is also noted that an increase in the size and capacity of the Shipley College campus is likely to lead to some intensification in noise and disturbance for neighbouring residents and additional demand for parking and transport. The findings of the transport study are subsequently questioned. The Colleges Travel Plan is welcomed but suggest that the impact of the removal of the parking on the businesses in the vicinity of Victoria Road should be considered and mitigated. New/additional directional signs and an extension of the residents only parking permits are suggested.

### **Publicity and Number of Representations:**

The application was publicised by press notice, site notice and neighbour notification letters. The publicity period expired on 10<sup>th</sup> October 2022.

A total of 190 representations were received consisting of; 168 in objection, 20 in support (including from 2 ward Councillors), and 2 general comments.

### **Summary of Representations Received:**

#### **Objections:**

##### Principle

Against the principles of UNESCO

Threatens UNESCO/WHS status

Against Titus Salts Ethos

##### Design/visual amenity

Out of keeping/detract from with WHS

Modern building out of context – inappropriate design

Double Standard's residents have strict requirements to follow

Open aspect of the village degraded

Existing building less intrusive

##### Residential Amenity

Impact on residents' privacy

Impact on community gardens - veg on the edge

Difficult to see the benefits for the local community

Light and overshadowing

##### Highway and Pedestrian Safety

Car parking demand high

Car parking for local businesses

Car park well used impact on residents

Additional traffic and congestion  
Highway safety  
Loss of disabled parking  
Inadequate infrastructure to support the development

Biodiversity

Impact on trees  
Impact on bats  
Landscape Maintenance

General concerns

Anti-social behaviour  
College and students dominate the village  
Toilets (and access to) essential  
Unsustainable to staff a tourism office  
Purely an extension of the college  
Community aspect questioned – community don't want it  
Saltaire collection still by appointment  
Loss of meeting/social place  
Loss of community function  
More suitable sites available  
Not required heritage facilities within Salts Mill  
Money better spent elsewhere  
What will happen to the memorial bench within the site  
Disruption during building works

**Support:**

Design and Visual amenity

The current site detracts from the World Heritage Site  
Visual and environmental improvements  
Well designed – appropriate and sensitive scale  
Improved outdoor space

Community and Education

Valuable outdoor space/meeting point  
Provide information for locals  
Contributes to living community

Tourism

Improved visitor experience  
Provide information for visitors  
Access to Saltaire collection  
Improved facilities – (toilets/changing rooms)

Biodiversity

Biodiversity improvements

Highway and Pedestrian Safety

Discourages use of cars  
Reduction in vehicles in the village

**General Comments:**

The first has not seen the car park well used and welcomes a proper visitor centre, as long as it is in keeping and there are no implications for WHS site Status.

The second general comment raises a concern about loss of parking and attracting more traffic to the village.

**Consultations:**

Landscape Design

From a landscape character perspective, the removal of a site with a prominence of cars in this central location is seen as beneficial to the visual character of the area. The landscape officer concurs with the statement that the proposed landscape scheme will help create a strong sense of place and provide a more visually attractive focal point along Victoria Road.

The design is considered to strongly relate to the key views, the amount of landscaped open spaces within the development is considered to give residents and visitors a new opportunity to meet and relax in a central part of the Heritage Site, with improved, elevated views of the Mill from the roof terrace.

The tree planting along the southern boundary to Caroline Street is welcomed but it is questioned whether in time these would potentially obscure some key views across to the Mill. Although it is subsequently noted that the planting level is lower than the Caroline St footpath and if problems occurred at a later date then appropriate action could be taken.

Reservations are expressed about the hedging closing off open views into the area proposed as a Civic Garden. It can be argued that open visibility of the garden/planting area would encourage more use. The hedging is also noted for not being uniform. Suggestions are made in respect of some of the planting and the layout of the civic garden.

West Yorkshire Combined Authority

The proposed development will repurpose the current car park on the site. We are supportive of this, given the close proximity to train and bus routes, as well as the presence of alternative car park sites within walking distance. The presence of nearby bus stops is highlighted, and it is suggested that Real Time Information (RTI) Units be fitted at two stops (25851 and 25852). This would be at a cost of £20,000 and should be secured through an S106 agreement.

Biodiversity

The application did not originally meet trading rules, but following revisions trading rules are now satisfied and required biodiversity net gain is achieved on site.

In order to secure species enhancement swift and bat boxes are required to be incorporated within the development. Conditions are also required for a Construction Environmental Management Plan (CEMP) Biodiversity to ensure works are carried out sensitively and a biodiversity gain plan to detail how the net gain will be achieved and managed.

### Drainage

The Lead Local Flood Authority (“LLFA”) does not have any objections to the proposed development subject to conditions requiring the submission of a foul and surface water scheme and a Maintenance Plan for the surface water drainage scheme.

### Highways

A Transport Statement (TS) and Framework Travel Plan (FTP) have been submitted with the planning application. The TS contains information on traffic generation and impact, highway safety, car and cycle parking, sustainable travel planning and servicing. The TS also takes account of the 'Saltaire World Heritage Site Travel Plan'.

The proposed development is predicted to generate low levels of traffic. The highway officer concludes that the level of traffic generated by the proposed development would therefore be unlikely to cause significant highway or amenity issues in this locality. It is highlighted that existing problems are currently being addressed through the Saltaire Active Travel Scheme.

With regards the loss of parking it is considered that there is sufficient on and off-street public parking available in Saltaire for visitors. Especially when viewed alongside that the site is situated in a sustainable location for travel by public transport, walking and cycling and a car club also operates in the village. The reduction of car parking also meets local transport policy objectives and the objectives of Saltaire World Heritage Site Travel Plan.

However, as there will be some displacement from the car park further on street parking assessment will be required to determine the streets where displaced parking from Caroline Street would be likely to migrate and will need addressing by extending residents only permit parking scheme. Some tourist directional signing at strategic locations may also be appropriate and should be considered to make other facilities more attractive for visitors to the village.

The disabled parking bays lost to the development will need to be replaced on street close to the site. The parking layby along the site's frontage on Victoria Road will be amended to provide two disabled parking spaces. The third disabled space would be provided at a suitable location on Exhibition Road. A TRO is required to implement these measures at the applicant's expense.

The development will provide four on-site cycle lockers and also an additional five uncovered Sheffield cycle stands. More maybe required.

### Environmental Health - Air Quality

For the purpose of the Bradford and WYLES planning guidance this is a minor development. Under the provisions of the LES planning guidance minor developments are normally required to provide Type 1 emission mitigation as follows:

#### Type 1 Mitigation

- Provision of electric vehicles charging facilities
- Adherence to the IAQM Guidance on the Assessment of Dust Emissions from Construction and Demolition during all demolition, site preparation and construction activities at the site.

As no new parking is proposed no EV charging is required. A condition in respect of construction dust risk management is recommended.

The air quality assessment provided by Dragonfly Consulting ref: DC4036-AR1 confirms there are no exposure concerns relating to the proposal.

It is also highlighted that a biomass boiler should not be used for heat due to emissions levels and sustainable heat and power sources should be considered. The presence of the Clean Air Zone (CAZ) is noted in respect of future construction and operational traffic serving this site recommending in order to avoid any CAZ charges and to protect wider air quality that any construction vehicles or other HGVs / LGVs serving the site meet the appropriate CAZ entry emission standards.

Subject to the implementation of a construction dust management plan during the construction phase the Sustainability Department have no objection to this proposal.

#### Environmental Health - Land Contamination

The application is supported by a Preliminary Risk Assessment and Ground Investigation Report by DTS RAEBURN.

Following assessment of the reports and their findings the Environmental Health Officer raises no objection to the proposal. Conditions are recommended in respect of unexpected contamination.

#### Environmental Health - Nuisance

A comprehensive supporting Noise Impact Assessment by ENS Ltd has been submitted in support of the application. No objections or concerns are subsequently raised on grounds of potential nuisance.

#### Design and Conservation

The Outstanding Universal Values and attributes of Saltaire are set out in detail in the Management Plan. Any proposed new development within the World Heritage Site or buffer zone needs to ensure the Outstanding Universal Value is protected.

The existing site is a car park (tarmac) of no heritage value. Only a short section of original metal railings on Caroline Street are of heritage value.

There are objectives within the Saltaire World Heritage Site Management Plan to protect the World Heritage Site, enhance public realm, improve interpretation, understanding and learning, support tourism and environmental sustainability. There is an action to explore the feasibility of a major new community arts building development on this site. This aspirational aim became a possibility with the opportunity of Town Funding. Another action is to work with SWHEA (Saltaire World Heritage Educational Association) Saltaire Collection archive and other external organisations to deliver improved interpretation facilities for visitors and improved facilities for all kinds of learner in the World Heritage Site. The proposed development accords with these aims.

The proposed development would reinstate a formal open space and civic frontage to the new pavilion building. The proposed use of natural stone paved paths and planting would enhance the frontage by using quality appropriate natural stone which will be more harmonious with the public realm of Saltaire than tarmac and wood chippings



The proposed new building is of an appropriate scale and form for this site without being too imposing. The scale of new build is subservient to adjacent listed buildings. The design is a contemporary interpretation of a classical design in a symmetrical form with a contemporary colonnade, reflecting design features used in Saltaire. A limited palette of materials is proposed including timber, glass, metal and natural stone which are commonly found on shop fronts and allotment structures so would not be out of place here. The glass will provide a contemporary see through welcoming entrance through the covered colonnade leading to shared uses. Natural stone is proposed for the sides and rear to help the building fit within the context of Saltaire. The proposed roof light is functional to allow ventilation and light and is a contemporary interpretation of lantern features reflecting the lantern feature on the former Sunday School, and other roof details seen at the mill or Victoria Hall. The roof terrace above the classrooms has ventilation features that would also provide locations for seating or interpretation. The planters on the roof terrace contribute to the greenspace, together with the sedum roof on the pavilion and boundary planting of the whole site. This new planting will enhance the existing site to help to blend with the adjoining allotments and indicate an earlier use of allotments.

The mix of uses will contribute to the 'communal function' of Saltaire.

The Saltaire World Heritage Site Management Plan has objectives to 'Improve the interpretation and understanding of the World Heritage Site to increase enjoyment and learning by all visitors and residents'. New interpretation is expected within the public frontage and building subject to funding.

In accordance with guidance from UNESCO released in September 2022, a thorough Heritage Impact Assessment has been submitted. The assessment demonstrates that the design has utilised the topography to incorporate these new mixed uses at a modest scale with a lower level development than existed previously during Titus Salt's time while enhancing the frontage, sides and roofscape with quality landscaping. The shared entrance pavilion of an appropriate scale and form with a symmetrical contemporary simple classical design with a limited palette of compatible materials would not damage the integrity and authenticity of Saltaire. Views identified in the Setting Survey including View 10, 15.1, 11.1, 27 will be protected. The modest scale of the proposed development and the quality of landscaping at the entrance, perimeter and roofscape means that important views within the grid street layout of the World Heritage Site will be protected.

The World Heritage Site Officer concludes that there is scope for positive change given the existing surface car parking reflects neither the qualities of the original open space nor the later Sunday School. These proposals mediate between the built form of the village and the openness of the allotments. The proposed development responds positively to the Model village ensemble, and urban and industrial plan, the character of the conservation area and the setting of the listed buildings. The proposed architecture, use of topography, generous planting throughout would retain a sense of openness and separation between Salts Mill and the village while providing a civic presence to the corner of Victoria Road and Caroline Street.

The proposed development would not cause loss or harm to the significance or setting of the designated heritage assets of the World Heritage Site, Conservation Area or Listed Buildings.

Minor design amendments are suggested in respect of a symmetrical design for the open frontage and varied planting within the landscaping scheme. Conditions are suggested regarding the retention of existing railings and stone plinth, materials to be submitted and agreed, landscaping scheme to be agreed and for a lighting scheme to be submitted.

It is also suggested that space should be retained for community function, proposals for relieving parking pressure should be explored, the disabled parking should be replaced, and hours of construction should be controlled.

#### Historic England

Considering the enhancements that would be provided through the removal of the former car park and increase in green space, Historic England is supportive of the proposals. The application is considered to be in line with paragraph 202 of the National Planning Policy Framework and sections 66 and 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

It is noted that many of the buildings at Saltaire are nationally important in their own right, and are listed accordingly. Their high architectural quality and aesthetic cohesion, together with the layout of the model village and the philanthropic ideals behind its construction, underpin the Outstanding Universal Value of the World Heritage Site, as well as the Saltaire Conservation Area.

The car park is deemed an unattractive space at the heart of the model village, due to its use and the expanse of tarmac, together with the poor-quality toilet building. As such, Historic England consider there is considerable scope to enhance the contribution the site makes to the significance of the village as a whole. Noting that the scheme reflects the core values of Saltaire which are also key to its Outstanding Universal Value (OUV).

With regard to the design, the structure has been positioned to respect the important grid pattern of the village and replicates the relationship of the other civic buildings in the village being set back in the plot. The building would also sit within landscape grounds, to reflect the original use of the site as allotments, creating an attractive greenspace. All of which underpin the OUV of the World Heritage Site.

The simple, contemporary interpretation of classical proportions, which a characteristic of Saltire is welcomed as is the simple palette of materials. It is stressed that the choice of materials will be key.

The Outstanding Universal Value of the Saltaire World Heritage Site relates to the exceptional completeness of the original industrial model village illustrating Salt's approach to industrial social welfare. HE consider that the proposed design has been developed to both reflect and respect those attributes, whilst acknowledging that the proposal is one of the biggest potential changes within the Saltaire World Heritage Site since the demolition of the Sunday School in 1972.

#### WY Police

Security measures are suggested including specification of materials, natural surveillance, lighting, the use of CCTV, defensible spaces measures and good security practices.

### Public Health

Active travel - Pedestrians and people using other forms of active travel should be prioritised at this site, to encourage and enable people to switch some or all of their journeys to be active. Site design should incorporate and prioritise safe, pedestrian and cycle entry to/exit from the site, and also to any nearby public transport stops. The development should seek to increase the level of cycle parking, switching essential journeys to be active helps people be more active every day.

Healthy, Green Places - Places that look green and incorporate significant levels of planting can help to support wellbeing. Site design should aim to improve the natural environment, to use greenery to soften the appearance of the site and help to screen the site from external noise. A commitment to greening the site should include boundary treatments. This will also help to create a pleasant space that encourages staff to take breaks outdoors and support biodiversity.

### **Summary of Main Issues:**

Background

Proposal

Principle of Development

World Heritage Site Status

Impact on OUV

Impact on Surrounding Heritage Assets

Design

Trees and Landscaping

Residential Amenity

Highway and Pedestrian Safety

Biodiversity

Drainage

Land Contamination

Noise Nuisance

Air Quality

Community Safety

Other Matters

- Further Issues Raised by Representations

Community Infrastructure Levy

Section 106 Planning Obligations

### **Appraisal:**

#### **Background**

The application seeks permission to develop the Caroline Street car park for a Community, Arts and Future Technology Centre (CAHFT). The project is a collaboration involving Shipley College and the Saltaire Collection.

Shipley College has approximately 3500 students based in 5 buildings within the locality (Victoria Hall, Exhibition Building, Mill Building, Salt Building and the Jonathon Silver Building). The College make a major contribution to the WHS owning and maintaining listed buildings, facilitating public events and through staff and pupils making an important contribution to the local economy.

The Saltaire collection operate from the second floor of the Exhibition Building (ShIPLEY College) and have approximately 6000 items dating from 1850-to date. The Saltaire Collection is administered by Saltaire World Heritage Education Association (SWHEA) a registered charity and primarily operates on a volunteer basis. Visits to the collection are by appointment. The resource is highlighted in the WHS management plan for being vital in the on-going research and interpretation of the WHS.

#### *Site history*

The site was formerly the location of a Sunday School considered the last addition to Saltaire Village, by Titus Salt. What was a landmark building of notable scale and presence was subsequently demolished in the 1970's. The visible remnants of the former building/use of the site are limited to stone plinths and iron railings that still enclose sections of the site. The site was then converted into a car park, with a toilet block added in the 1990's. This is the use that remains today, as well as being used for occasional community events.

Part of the site, beyond the toilet block, was also used by St Johns ambulance but this building has now been removed and the site has an appearance not dissimilar to the car park, but any use appears to be on an informal basis.

#### **Proposal**

The development consists of a garden to the front (Civic Garden) which will in effect remain public open space and will be available for use by the community in a continuation of how the car park was used on occasion. There will be benches provided and an area has been identified for 'veg on the edge' a local community project.

Beyond the Civic Garden will be a split-level building consisting of the single storey Pavilion building at street level and the rear section of building which is also single storey situated below street level.

The pavilion building will provide a reception, offices for the college administration and a community classroom/exhibition space. The pavilion building will also host public (accessible) toilets and changing facilities including baby changing facilities. The replacement public toilets (by agreement with ShIPLEY College) will remain under the stewardship of ShIPLEY Town Council.

The lower section of the building will provide 5 classrooms for the college, a research room and secure storage for the Saltaire collection. There will also be a small, landscaped area to the front of this section of the building that will function as a private college garden. Access is available to the side of the pavilion building or via stepped access direct from Caroline Street.

The roof of the college block (level with Caroline Street) will effectively be a further community garden (Exhibition Garden). This will offer more public seating in a landscaped environment. Access is to the side of the pavilion building and use of the Exhibition Garden will be linked to when the building is in use.

The development is seen as an opportunity to improve and enhance facilities for key stakeholders and the community, strengthening the social and cultural experience for local people and visitors.

#### **Principle**

Caroline Street car park is unallocated on the Replacement Unitary Development Plan (RUDP) and is therefore not protected for any particular uses other than those that accord with the general policies of the Core Strategy DPD, and National Planning Policy Framework. The site represents previously developed land in a sustainable location, re-using previously developed and sustainable development are a priority of national and local planning policy. The principle of the development is therefore considered to be acceptable.

Notwithstanding the above, as the development site falls within the boundaries of Saltaire World Heritage Site, the World Heritage site Buffer Zone and the Saltaire conservation area any development is required to satisfy strict and specific criteria.

### **World Heritage Site Status (WHS)**

Saltaire is an outstandingly well-preserved example of a mid-19<sup>th</sup> century model industrial textile town and has subsequently been granted World Heritage status. World Heritage is a designation for places in the world that are of outstanding universal value (OUV) to humanity, form part of the common heritage of mankind and as such, have been inscribed on the United Nations Educational Scientific and Cultural Organisation (UNESCO) World Heritage List to be protected for future generations. Saltaire was inscribed on the list in 2001.

OUV is the fundamental cornerstone of World Heritage and is the basis for the protection and management. A Statement of Outstanding Universal Value (SOUV) is produced as part of the process, and this encapsulates the OUV. The SOUV for Saltaire was revised in 2010 this describes the key attributes of the WHS:

*Saltaire is an exceptionally complete and well preserved industrial village of the second half of the 19th century, located on the river Aire. Its textile mills, public buildings, and workers' housing are built in a harmonious style of high architectural quality and the urban plan survives intact, giving a vivid impression of the philanthropic approach to industrial management.*

*The industrial village of Saltaire is an outstanding example of mid 19th century philanthropic paternalism, which had a profound influence on developments in industrial social welfare and urban planning in the United Kingdom and beyond. The architectural and engineering quality of the complete ensemble, comprising the exceptionally large and unified Salt's Mill buildings and the New Mill; the hierarchical employees' housing, the Dining Room, Congregational Church, Almshouses, Hospital, School, Institute, and Roberts Park, make it outstanding by comparison with other complexes of this type. Saltaire provided the model for similar developments, both in the United Kingdom and elsewhere including in the USA and at Crespi d'Adda in Italy. The town planning and social welfare ideas manifested in Saltaire were influential in the 19th century garden city movement in the United Kingdom and ultimately internationally. Saltaire testifies to the pride and power of basic industries such as textiles for the economy of Great Britain and the world in the 19th and early 20th centuries."*

The SOUV also includes the criteria under which the property was inscribed. To be included on the World Heritage List, sites must be of outstanding universal value and meet at least one out of ten selection criteria. Saltaire has been inscribed against two of the criteria:

*Criterion (ii): Exhibit an important interchange of human values, over a span of time or within a cultural area of the world, on developments in architecture or technology, monumental arts, town planning or landscape design.*

Saltaire is an outstanding and well preserved example of a mid 19th century industrial town, the concept of which was to exert a major influence on the development of the “garden city” movement.

*Criterion (iv): Be an outstanding example of a type of building or architectural or technical ensemble or landscape which illustrates (a) significant stage(s) in human history.*

The layout and architecture of Saltaire admirably reflect mid 19th century philanthropic paternalism, as well as the important role played by the textile industry in economic and social development.

UNESCO and their partner organisations have produced a Guidance and tool kit for impact assessments in a world heritage context (2022) in this document it is noted that there are three pillars to OUV; meeting the criteria (as detailed above), Integrity and authenticity and thirdly protection and management.

In terms of integrity and authenticity Saltaire WHS is described as follows in the SOUV:

#### *Integrity*

The integrity of Saltaire as a model industrial village is almost total. The boundary of the property coincides with the extent of Titus Salt’s original development: the model village and its associated buildings, the majority of the mill complex and the Park. Some buildings (representing only 1% of the original buildings) were demolished in the past but those existing at the time of inscription and the layout of the complex are still intact. Mill machinery was removed after industrial activities ceased in the mid-1980s. There are limited opportunities for new development within the site. Beyond the site’s boundaries, development has surrounded the property to the east, south and west for the last century, with the remnant Aire river landscape to the north.

#### *Authenticity*

An intensive programme of sensitive rehabilitation and conservation of the entire complex has meant that its attributes - form and design, materials and substance, and function (in terms of a living community) - continue to thrive and express its Outstanding Universal Value. The original rural river valley setting has gradually disappeared over the last one hundred years but significant views remain. Given that part of Salt’s original intention was to locate Saltaire in a healthy environment, the buffer zone is important in this respect.

With respect to protection and management the WHS is protected by the UK planning system in the form of national (NPPF) and local (Core Strategy) planning policies. At a local level the WHS is also covered by the Saltaire conservation area, and the council have produced a detailed management plan that is a material planning consideration. The World Heritage status is therefore a key material consideration that must be taken into account when assessing development within the WHS or its setting.

#### **Impact on OUV**

The application is supported by a comprehensive Heritage Impact Assessment (HIA) in line with the requirements of the UNESCO guidance document (Guidance and tool kit for impact assessments in a world heritage context (2022)). The HIA includes an assessment of alternative sites and options and justification for the development in this location. This is an essential stage in the process and the conclusions are considered sound.

Fundamental to developing with an WHS is ensuring that OUV is maintained or enhanced. To assess the impact of the proposed development it therefore needs to be appraised against the various aspects that contribute to the OUV.

As described above, the SOUV defines the values and attributes of the world heritage property. The WHS management plan highlights the key attributes from the SOUV as:

- Model village ensemble
- Urban and Industrial Plan
- Design Quality
- Valley Location, topography and setting
- Communal function

Protecting these aspects and the authenticity and integrity are therefore key to ensuring the development will not harm the WHS.

*Assessment against the 5 key attributes of OUV:*

1. Model village ensemble

The proposed building does not detract from the understanding of this attribute of OUV. The site was not developed at the time of inscription, with the former Sunday School already demolished. The loss of the former Sunday School is clearly a loss to the WHS as a whole, but the lack of buildings and the sites current condition means the site does not contribute to the model village ensemble and is of little historic significance. In many respects the conclusion of the HIA, that the site represents a detractor from the WHS, is considered to be appropriate and is a view echoed by Historic England and the Council's WHS Officer. It is also notable that The Saltaire Management Plan in action point 2.3 (p47) promotes the site as a potential development opportunity for a Community Arts building. This aligns well with the NPPF which in paragraph 212 notes that local planning authorities should look for opportunities for new development within Conservation Areas and World Heritage Sites to enhance or better reveal their significance.

2. Urban and Industrial Plan

The proposed building does not detract from the understanding of this attribute of OUV. The building is clearly a contemporary intervention, but the development process has taken a reasoned and sensitive approach to the redevelopment of the site with the layout responding to the urban industrial layout of Saltaire. The most visible aspect, the pavilion structure has been positioned to respect the important grid pattern of the village and replicates the relationship of the other civic buildings in the village being set back in the plot with an area of high quality landscaped public open space to the frontage. Historic England and the WHS officer both (*inter alia*) consider that the development responds positively to the urban and industrial plan of the WHS.

3. Design Quality

The proposed building does not detract from this attribute of OUV in fact it can be seen to contribute positively to the OUV of Saltaire when compared to the current nature of the development site. Saltaire is known for its high-quality Italianate architecture however this does not, preclude the introduction of high-quality contemporary architecture into the setting. The design representing a contemporary interpretation of the classical design that is evident throughout Saltaire. The design responds to, and is sensitive to the setting, and has a clear focus on limiting the massing and incorporating high quality landscaped spaces to allow the development to mediate between the built form and the open and green character of the allotments. Through the use of natural and good quality materials as proposed the development will complement the surroundings.

#### 4. Valley Location, topography and setting

The proposed building will not detract from the understanding of the WHS in its valley location and when viewed from remote Designated Views will blend into the general urban landscape. The landscaping and green roof will also retain a sense of greenery and favourable relationship with the adjoining allotments.

In terms of contribution to the immediate setting the building's relatively small size carefully chosen materials and colour palette ensures the building remains 'subservient' to the nearby major architectural achievements of Saltaire. The layout and focus on landscaping provide a transition between the urban form and the allotments helping maintain a sense of openness and greenery.

Of the designated views, viewpoint 10 from Victoria Road looking along the frontage of Salts Mill and across the Caroline St Allotments to Idle Hill, Wrose Hill and Gaisby Hill is most critical in terms of this site due to its proximity. The view is described as demonstrating the architectural quality of the site (WHS), its urban and industrial plan and its rural valley location setting. The view is described to be in a poor condition due to rail infrastructure, the condition of the allotments and development within the setting. It is also noted that street trees limit views in many locations. The development site is however on the periphery of this view, and as a result, given the design and scale of the development is not seen to compromise this view or the attributes that have seen it designated. Any views from the indicated vantage point would be limited and given the quality of the development and associated landscaping would be an improvement on the car park and associated toilet block.

#### 5. Communal function

The UNESCO guidance document describes values as what makes a heritage place special and of particular importance, and attributes as the elements of a heritage place that makes them understandable. These can be tangible features but also intangible. Communal function is intangible but has always been at the heart of the Saltaire Village.

The proposed building contributes strongly to this aspect of OUV in that it provides further services to an educational facility in Saltaire, widening reach into the Further Education sector and bringing people, services and a thriving community into the WHS - all of which are compatible with the original communal ethos of Saltaire and the former Sunday School building that once occupied the site.



The role and value of the college within the community is highlighted in the WHS management plan, but the building will also, through the involvement of the Saltaire Collection, serve to improve the interpretation of the WHS. Improving the interpretation of the WHS is an action point of the management plan, and alongside the improved facilities this development will add value to the local community and as a visitor destination. Retaining and improving public open space most notably in the form of the civic garden is also a fundamental aspect of the scheme. This area will still be available for the public to meet and for community use as required. Exhibition Garden will be an extension of this, but with some restrictions due to the nature of the space.

*Assessment of integrity and authenticity:*

In terms of the integrity of the WHS, it is noted that only 1% of the original buildings have been demolished in the past, the former Sunday school clearly falls within this figure. With the Sunday school now being demolished, and having been demolished prior to the inscription the site plays a negligible role in the integrity of the WHS. It is noted that the WHS offers little development opportunity, but that this site is identified as a development opportunity within the WHS management plan. A sensitive development as proposed offers the possibility of making a positive impact on the WHS.

In terms of authenticity following the removal of the Sunday school the site would also result in a negligible contribution to the authenticity of the village. Paragraph 213 of the NPPF highlights that not all elements of a Conservation Area or World Heritage Site will necessarily contribute to its significance. The car park currently represents a utilitarian space at the heart of the village, consisting of an unattractive expanse of tarmac and a low-quality toilet block that does not have longstanding historic significance to the function of the village. Whilst the proposed development is clearly a contemporary intervention within the WHS, a contemporary building does not necessarily equate to harm to the authenticity of the WHS. The development of the site has a focus on community, culture and education reflecting the core values of Saltaire, which are key to its OUV. The proposed design and layout have taken a reasoned and sensitive approach to the development of the site responding to the topography and restrictions on the site, as well as those posed by the unique setting. Care has been taken to reflect the layout of WHS and to ensure the built form remains subservient and does not compete with the surrounding buildings. Key views outside and within the WHS will be maintained and the development will secure notable environmental enhancements.

*Conclusion; Impact on OUV:*

The National Planning Policy Framework (NPPF) states that planning law requires that planning decisions must reflect relevant international obligations and statutory requirements. The World Heritage Status is a fundamental consideration and imperative to this is maintaining the OUV. The NPPF also states that local authorities should attach great weight to the conservation of heritage assets, proportionate to the asset's significance. Proposals that preserve those elements of the setting that make a positive contribution to the asset (or which better reveal its significance) should however be treated favourably.

The development has been found to maintain or enhance the various attributes that contribute to Saltaires OUV. Historic England acknowledge that the development is the biggest potential change to the WHS since the demolition of the Sunday School, but

also conclude that proposal respects and reflects the attributes that contribute to Saltaires OUV.

The development accords with the NPPF and WHS management plan in that it will play a valuable role in improving the interpretation of the WHS. The design and layout of the development ensure that the tangible values and attributes of the WHS including its authenticity and integrity are persevered and enhanced. The proposed development places great emphasis on community through the work of the college and the valuable public space and facilities being provided as part of the development. It is therefore considered to be in accordance with the NPPF and represents an acceptable form of development within the WHS.

It should be noted that Historic England have advised that UNESCO were notified of the proposed development under paragraph 172 of the World Heritage Convention, of which the UK government is a signatory. A number of attempts have been made to obtain a response, but at the time of writing no response has been received.

Notwithstanding the above, UNESCO and their partner organisations have produced a Guidance and tool kit for impact assessments in a world heritage context (2022) to ensure that impact on OUV is fully understood and considered within the decision-making process. A comprehensive HIA has been submitted in accordance with this document. The HIA *inter alia* evaluates the impact of the development against the OUV and has been considered as part of evaluation of the development.

### **Impact on Surrounding Heritage Assets**

The site is within the boundaries of the Saltaire WHS and conservation area but also the setting of several listed buildings. Most notably the grade II\* Salts Mill, but also the properties on the opposite side of Caroline Street and Victoria Road are grade II listed.

The NPPF states that local authorities should attach great weight to the conservation of heritage assets, proportionate to the asset's significance. Policy EN3 of the Core Strategy requires the council to proactively preserve, protect and enhance the character, appearance, archaeological and historic value and significance of the District's designated and undesignated heritage assets and their settings.

The site has lost much of its value following the demolition of the Sunday School, as a car park and toilet block it is of little historic significance. Given its current condition, predominantly tarmac hardstanding, it contributes little to the setting of the WHS, conservation area or nearby listed buildings. It is however acknowledged that the site retains an intrinsic value by virtue of its prominent position within Saltaire. The site is also clearly sensitive to change due to the relationships with surrounding listed buildings and important views.

The development has been laid out to reflect the layout of Saltaire and provides a formal garden and civic frontage which is a key feature of other civic buildings. The built form of the development has then been designed to take advantage of the topography of the site and restrict the built form evident at street level. The most visible aspect being the pavilion building which has been designed to ensure the form and scale is respectful of the setting and remains subservient to the surrounding listed buildings. The design is a contemporary interpretation of classical design and includes features that reflect design features used in Saltaire, as well as high quality complementary construction materials. A notable proportion of the building is set a

lower level where it will be less evident from street level, and will have no impact on views, designated or otherwise. Designated views within the locality are retained with the site only being on the periphery of view 10 (as identified in the WHS management plan). Utilising the roof as an additional landscaped area will allow for an arguably improved vantage point of Salts Mill. Furthermore, the scheme and environment are enhanced by an extensive landscaping scheme that provides a transition between the urban form and the allotments beyond the site.

There are objectives within the Saltaire World Heritage Site Management Plan to protect the World Heritage Site, enhance public realm, improve interpretation, understanding and learning, support tourism and environmental sustainability. This is accompanied by an action to explore the feasibility of a major new community arts building development on this site. This development will help deliver these objectives of the WHS management plan.

It is concluded that the proposal will not harm the setting of the Saltaire WHS, Conservation area or listed buildings, and satisfies the requirements of the NPPF and policy EN3 of the Core Strategy DPD.

## **Design**

The National Planning Policy Framework (NPPF) makes clear that the creation of high quality buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, as it creates better places in which to live and work and helps make development acceptable to communities. Planning decisions should aim so ensure that developments:

- Will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;
- are visually attractive as a result of good architecture, layout and appropriate and effective landscaping;
- are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);
- establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit
- optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and
- create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users ; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.

At the local level the aforementioned objectives of the NPPF are reflected in the Design policies of the adopted Core Strategy. Specifically, policy DS1 of the Core Strategy requires development to be of a good design which is informed by an understanding of the site and its context. Policy DS2 requires that development is integrated into the wider landscape by taking advantage of existing features and creating new quality spaces. Policy DS3 requires that development proposals create a strong sense of place and are appropriate to their context in terms of layout, scale, density, details and materials. Policy DS4 requires that the design of a development takes the opportunity to encourage people to walk, cycle and use public transport. Finally, policy DS5 requires that development proposals are designed to protect the amenity of existing and prospective users and residents, whilst providing a safe and secure environment that reduces opportunities for crime.

The new building has been designed to be split level to minimise the massing and to ensure the scale is sympathetic to the setting and subservient to nearby listed buildings. The building has clearly been designed to be a more simplistic contemporary addition, but also a contemporary interpretation of classical design heavily influenced by the setting and the architectural features on display within the locality. Historic England draw specific attention to the lantern feature observing that this reflects the roofscape of Saltaire which includes a variety of chimneys, towers and turrets and that archive drawings indicate that the former Sunday School building had a large central lantern. The modern design is a purposeful design choice rather than trying to replicate and compete with the nearby buildings and risk compromising the understanding of the WHS.

Within the site itself the design and layout responds well to the topography of the site producing a functional development that will satisfy the requirements of the various stakeholders and the wider public. Good design needs to be functional as well as aesthetically pleasing. Extensive and well-planned spaces compliment the building and setting and offer a notable enhancement to users and the environment. Retention of versatile public open space has been kept at the heart of the project, with space afforded for sitting, meeting and the Veg on the edge community project. The more functional aspects of the building are set below street level thus minimising any impact. Multiple access points would allow for the spaces to effectively operate independently as required.

A simple and high-quality palette of materials has been chosen to ensure the design quality is carried through and responds appropriately to the setting which is known for its architectural quality and aesthetic cohesion. This includes use of a green roof which will soften the appearance and maintain the sense of greenery created by the allotments.

The development is therefore considered to represent high quality design that is both functional and sympathetic to the setting satisfying the requirements of the NPPF and policies DS1,DS2,DS3 and DS4 of the Core Strategy DPD.

### **Trees and Landscaping**

Policy EN5 notes that the Council will seek to preserve and enhance the contribution that trees and areas of woodland cover make to the character of the District.

In making decisions on planning applications and in local plans, trees and areas of woodland that contribute towards:

1. The character of a settlement or its setting or the amenity of the built-up area
2. valued landscapes or
3. wildlife habitats

Will be protected.

The proposed development requires the removal of some trees in order to facilitate the efficient redevelopment of the site. The most prominent and valuable trees from an amenity perspective are retained and will play an important role in the setting of the development. Whilst the loss of trees within the site is unfortunate, the development is accompanied by a significant landscaping scheme and green roof that will result in aesthetic benefits for the development and character of the area. Furthermore, the landscaping scheme, which includes new trees, compensates for the loss of existing trees by achieving a notable biodiversity net gain.

The landscaping has been designed to be sympathetic to the character of Saltaire respecting the layout and maintaining a formal civic frontage. The scheme has been designed to soften the appearance of the building and aid the transition from built form to the open greenery of the allotments, but also to enhance the various public spaces. The landscaping will play a significant role in creating its own sense of place for the development whilst contributing to the character of the wider WHS and conservation area. So, whilst the loss of trees is generally undesirable in this instance the loss is considered to be satisfactorily compensated for resulting in an overall enhancement of the site and environment. The landscape officer has confirmed support for the scheme highlighting that the removal of the car park as beneficial to the visual character of the area, and the development will represent a visually attractive focal point.

### **Residential Amenity**

Policy DS5 requires that the design of the development should ensure that amenity of existing or prospective residents is not compromised.

The nearest residential properties are on the opposite side of Caroline Street, and the upper floors of the properties on the opposite side of Victoria Road. The remaining boundaries are shared with the allotments and the Caroline Street social club.

The development has been designed to ensure that the physical form of the buildings respond to the setting in terms of both the heritage implications and the relationship with neighbouring residential properties. The development exploits the topography of the site to ensure that the intervention above Caroline street will only be relatively modest. The subsequent physical form of the pavilion building will have no significant implications for the neighbouring residential properties.

The development, whilst a significant change for residents, is ultimately, given the quality of the design and landscaping scheme, considered to represent a more favourable outlook than the current hard surfaced car park and small toilet block. Some views of Salts Mill from Caroline St will be impacted, but as established above these are not key views and the building has been designed to ensure any impact in this regard is limited, and new opportunities for views are afforded from the exhibition garden.

It is also apparent that the proposed development is seeking to retain a strong community element; retaining public space and improving facilities, that will be of benefit to local residents and visitors. The civic garden has purposefully been designed to be a flexible open space that will allow a variety of community needs to be satisfied.

There is likely to be an increase in activity at the site as a result of the proposal but given the time that any activity will occur it is not envisaged to be a threat to neighbouring amenity. It is also notable that the impact of any activity at the site has to be considered alongside what occurs currently from the coming and goings of vehicles using the site. Ultimately it would be envisaged that the development will reduce vehicular activity at the site and contribute to a modal shift for visitors to Saltaire.

Anti-social behaviour and the quantity of students within the village has been raised a number of times within the representations received. The college are extremely mindful of the relationship between the college and the community. The college have 3 full time security officers that respond to anti-social behaviour and provide pastoral care to students, the officers are supported by a premises manager and up to 6 care takers who are linked by radio communication. A leadership team of circa 30 managers have signed up to patrol the streets at break time and all staff are responsible for monitoring and challenging behaviour where necessary. The college then have a dedicated student service team to deal with any issues, which is supported by a comprehensive disciplinary procedure.

There is some potential for implications for residents from external lighting, albeit indication is that the lighting will be in the main via up lights, but to ensure that lighting is sensitive to the setting and the nearby residents a condition is suggested for an external lighting scheme to be submitted and agreed prior to installation.

It is concluded that the development, subject to a condition in respect of external lighting, will not represent a significant threat to the amenity of neighbouring residents and duly accords with the requirements of policy DS5 of the Core Strategy DPD.

### **Highway and Pedestrian Safety**

Policy TR1 of the Core Strategy seeks to reduce the demand for travel, encourage and facilitate the use of sustainable travel modes, limit traffic growth, reduce congestion and improve journey time reliability, whilst policy TR2 seeks to manage car parking to help manage travel demand, support the use of sustainable travel modes meet the needs of disabled and other groups whilst improving quality of place.

The application will see the Caroline Street public car park redeveloped and no longer available for parking. This results in the loss of 30 standard car parking spaces and 3 disabled parking spaces.

The proposed CAHFT is to be a multi-use development, but in terms of traffic generation it is only the education element that is likely to result in regular comings and goings from the site. The other uses will benefit visitors to Saltaire but are unlikely to be generators of significant traffic or parking demand, being more likely to be used by local residents or as part of linked trips to Saltaire WHS. Saltaire collection is for example run on volunteer basis with generally low staffing numbers. The Saltaire collection is also already based in the village so whilst it will be more prominent this would not represent a new demand.

In terms of the college, the capacity of the facility, which consists of 5 classrooms, is given as 100 (16-19 year old) students, but daily attendance is estimated at 50/60 students with 5/6 staff, primarily using the facility between 8:30am and 5pm.

A transport statement (TS) has been submitted for the proposed building. The report highlights that the site is well connected with good public transport links being near Saltaire train station and bus stops. There are also cycle routes that staff and students can take advantage of, and cycle parking is provided as part of this development and at the other sites administered by Shipley College.

The proposed development is predicted to generate low levels of traffic. This is based on travel patterns and modal share surveys of Shipley College. The TS estimates that there would be additional car parking demand for around 8 vehicles from staff and students. In addition, it is envisaged that given the age of students, there would be approximately 26% of students dropped off and picked up, which represents 28 additional two-way daily car trips. Although this is seen as worst-case scenario as not all students are likely to be visiting the site each day. Dropping off and picking up involves only a short stay and does not necessarily occur directly at the site.

Furthermore, a Travel Plan has been submitted with the application and Shipley College have targets to reduce staff and student travel by car and the sustainable location should ensure that this is a realistic objective. Reducing traffic within Saltaire WHS is an action point of the WHS management plan and there are other initiatives within the WHS aimed at reducing traffic and encouraging a modal shift. The loss of a destination car park would be anticipated to be favourable in this regard.

With regard to the loss of parking, which is raised as a concern within many of the representations, the highway officer considers that the sustainable location and availability of alternatives are sufficient to absorb any displacement. The report highlights that Shipley College has 66 spaces across their sites for staff, Exhibition Road public car park has 29 spaces including 2 disabled, 2 EV charging spaces and a car club and Salts Mill has 176 spaces including 6 disabled. A parking survey submitted with the application highlights that whilst Caroline St reached an 90% occupancy between 12:30 and 1pm, Exhibition Road car park was generally around 50%. When visitor demand is likely to be higher at weekends Salts Mill car park will be available.

Whilst there is likely to be some immediate implications while visitors adjust to the loss of this car park, there are existing parking restrictions within the locality of the site with Victoria Road limited to 2hrs and a number of local streets only available for residential parking permit holders. The restrictions are considered to be adequate to limit the negative implications for residents close to the site. Consideration was given to extending the residential parking permit scheme but given the capacity of the car park being lost and the extent of the existing residential permit scheme it has been concluded that this is not required. The streets within the vicinity of the car park which would be likely impacted are already subject to restrictions.

In order to ensure adequate parking facilities for people with disabilities are retained and in the interest of maintaining safe and suitable access for all in accordance with paragraph 114 of the National Planning Policy Framework and policy DS5 of the Core Strategy, it is however considered necessary to require a Traffic Regulation Order

(TRO) for the replacement of the disabled parking bays. These are to be located on street within the vicinity of the site at a cost borne by the developer and is a measure recommended as a condition of any planning approval.

Cycle provision is facilitated at the site in the form of 4 secure lockers and 5 Sheffield stands giving a capacity of 14 bikes. Whilst greater on-site cycle provision is requested in a number of representations, 14 is considered sufficient as the site is relatively modest in size and is meeting a variety of competing demands. It is also notable that the provision is in addition to 20 covered stands available in the colleges Exhibition building, and that cycle parking is available at Exhibition Road car park and the existing lockers currently on site will also be moved here. Furthermore, whilst not directly associated with the planning application the College have agreed to provide space for 7 new bike boxes on land adjacent to the Mill Building with direct access from the railway platform.

WYCA have requested a financial contribution for real time traffic displays on two bus stops along Caroline Street. A limited upgrade on existing infrastructure is not considered to be justified in this instance, the Travel Plan already has measures proposed to encourage staff and students to utilise public transport and alternatives to private transport. There is also an argument that the displays would not be in keeping with the character of WHS.

In conclusion - the proposal will result in the loss of 30 car parking spaces in what has become a destination car park in the WHS. Whilst it can be envisaged that there will be some initial displacement of vehicles as a result of the loss of these spaces, this will be short term and existing car parking restrictions are in place to mitigate the impact on neighbouring residents. The loss of a destination car park aligns with the objectives of the WHS management plan and other initiatives within the WHS to reduce cars within the village and encourage a modal shift. The supporting evidence also identifies that the lost parking can be absorbed at other locations most notably Exhibition Road car park.

The development itself is not considered to be a significant generator of traffic or parking demand and the council's highway officer is satisfied with the findings of the Transport Statement in this regard. The most notable activity will be drop offs and pick ups which are likely to be staggered in time and do not necessary occur directly outside the site. The site is well served by public transport and the travel plan includes measures to encourage travel by alternatives to private cars. The college have also made provision of cycle storage within the site and continue to support cycle use by providing cycle storage at their other sites within Saltaire. The proposed development is therefore considered to meet the requirements of policies TR1 and TR2 of the Core Strategy. It is also noteworthy that in paragraph 115 of the NPPF it is indicated that development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe, neither of which have been identified in this instance.

### **Biodiversity**

Policy EN2 seeks to protect biodiversity within the District and to identify principles for enhancing the overall biodiversity resource and stemming losses.



The site is not specifically locally designated for its biodiversity value and in such areas policy EN2(d) requires that proposals that may have an adverse impact on important habitats and species outside designated sites need to be assessed according to the following criteria

1. The potential for adverse impact on important/priority habitats that occur outside designated sites
2. The potential for adverse impact on species of international, national and local importance
3. The extent to which appropriate measures to mitigate any potentially harmful impacts can be identified and carried out
4. As a last resort, the extent to which appropriate measures to compensate any potentially harmful impacts can be identified and carried out.

The site is currently comprised of a car park with communal gardens and a public toilet in the centre. The ecological report identifies areas of semi-improved grassland, scrub, and ruderal vegetation. In addition, there are mature trees and an ornamental hedge to the site boundaries. The development of the site is therefore not considered to have any adverse impacts on important or /priority habitats.

A bat survey has been carried out that found no bat roosts but did identify bat activity within 2km of the site. Therefore, whilst the works represent limited threat to bats, enhancement is proposed in the form bat boxes to be installed in the building. The biodiversity officer has also recommended the addition of swift boxes. The installation of bat and swift boxes is subsequently proposed as a planning condition.

The Framework also requires that planning decisions should contribute to and enhance the natural and local environment by, amongst other things, minimising impacts on and providing net gains for biodiversity. At the local level policy EN2 of the Core Strategy requires development proposals to contribute positively towards the overall enhancement of the District's biodiversity resource.

Whilst compensatory landscaping did not originally meet trading rules in terms of what habitat was required to be replaced, following revisions to the proposed plan and the accompanying landscape plan the proposal now satisfies the trading rules and results in a notable biodiversity net gain. The development results in a positive impact on biodiversity at the site by increasing the habitat units from 0.53 to 0.68 and hedgerow units from 0.18 to 0.24. This equates to a 29.39% net gain of habitat units on the site and a 35.37% gain in hedgerow units. Recent legislation on net gain, whilst not applicable to this application, would only require 10%.

In conclusion it is considered the development will enable substantial net gains to be achieved for biodiversity. This aspect of the proposal is considered to accord with the requirements of the Framework and policy EN2 of the Core Strategy.

## **Drainage**

Paragraph 163 of the NPPF requires that when determining any planning applications, local planning authorities should ensure that flood risk is not increased elsewhere. Where appropriate, applications should be supported by a site-specific flood-risk assessment. Development should only be allowed in areas at risk of flooding where, in

the light of this assessment (and the sequential and exception tests, as applicable) it can be demonstrated that:

- within the site, the most vulnerable development is located in areas of lowest flood risk, unless there are overriding reasons to prefer a different location;
- the development is appropriately flood resistant and resilient;
- it incorporates sustainable drainage systems, unless there is clear evidence that this would be inappropriate;
- any residual risk can be safely managed; and
- safe access and escape routes are included where appropriate, as part of an agreed emergency plan.

Paragraph 165 of the NPPF sets out the importance of the use of sustainable drainage systems for Major developments and requires that the systems used should take account of advice from the lead local flood authority; have appropriate proposed minimum operational standards; have maintenance arrangements in place to ensure an acceptable standard of operation for the lifetime of the development; and where possible, provide multifunctional benefits

At the local level the objectives of the NPPF are reflected in Environment policy EN7 of the Core Strategy which states that the Council will manage flood risk pro-actively. In assessing development proposals this will require that all sources of flooding are addressed, that proposals will only be acceptable where they do not increase flood risk elsewhere and that any need for improvements in drainage infrastructure is taken into account.

The Councils Drainage Unit (acting as Lead Local Flood Authority) have advised that they have no objection to the proposed development subject to the imposition of planning conditions requiring the submission of a foul and surface water scheme based on the principles outlined in the submitted drainage strategy (Dwg No. 22083-DCE-XX-XX-D-C-100-P2), and a condition detailing a maintenance plan for surface water drainage.

The proposed development is considered to be appropriately flood resistant and flood resilient. Through the imposition of the suggested planning conditions the development will be served by acceptable drainage infrastructure and suitable maintenance arrangements will be put in place to ensure an acceptable standard of operation for the lifetime of the development. The proposal is therefore considered to accord with the requirements of policy EN7 of the Core Strategy and paragraphs 163 and 165 of the NPPF.

### **Land Contamination**

Paragraph 178 of the NPPF requires that planning decisions should ensure that a site is suitable for its proposed use taking account of ground conditions and any risks arising from land instability and contamination. After remediation, as a minimum, land should not be capable of being determined as contaminated land under Part IIA of the Environmental Protection Act 1990; and any application should ensure that adequate site investigation information, prepared by a competent person, is available to inform these assessments.

At the local level the requirements of the NPPF are set out in Environment policy EN8 (B) which requires that proposals for development of land which may be contaminated or unstable must incorporate appropriate investigation into the quality of the land. Where there is evidence of contamination or instability, remedial measures must be identified to ensure that the development will not pose a risk to human health, public safety and the environment.

A Preliminary Risk Assessment and Ground Investigation report by DTS RAEBURN have been submitted in support of the application. The reports detail the level of threat identified from contamination and conclude what mitigation is required. The Environmental Health Department have reviewed the submitted and have advised that they have no objections to the development subject to the imposition planning a condition detailing how any unexpected contamination will be dealt with should any arise once development commences.

It is considered that subject to the aforementioned condition the development will not pose a risk to human health, public safety, or the environment. The proposal is therefore considered to accord with policy EN8 of the Core Strategy and paragraph 178 of the NPPF.

### **Noise Nuisance**

Paragraph 180 of the Framework requires decisions to ensure that new development is appropriate for its location taking into account the likely effects (including cumulative effects) of pollution on health, living conditions and the natural environment, as well as the potential sensitivity of the site or the wider area to impacts that could arise from the development. Noise pollution is one such consideration and there is a requirement to mitigate and reduce, to a minimum, potential adverse impacts resulting from noise from new development and avoid noise giving rise to significant adverse impacts on health and quality of life.

At the local level policy EN8 of the Core Strategy requires that proposals for development must identify potential nuisance issues (including noise, vibration, odour, light and dust) arising from the nature of the proposal and address impacts on that development from existing land uses.

A Noise Impact Assessment by Environmental Noise Solutions Limited has been submitted with the application. A noise survey was undertaken at the site, based on the nearest noise sensitive receptors (residential dwellings on the opposite side of Caroline Street and at first floor level on the opposite side of Victoria Road). The survey establishes that break out noise from the development will not represent a threat to neighbouring amenity. External noise is not considered to be a significant noise source in comparison to existing background noise from traffic and the railway line. External noise is expected to be short in duration. It is also noted that an existing noise source (the car park) will be removed.

The Environmental Health Officer considers the report to be comprehensive and is satisfied by the findings, raising no concerns or, objections to the proposal based on noise.

Accordingly, the development is considered to be acceptable and in accordance with the requirements of the Framework and policy EN8 of the Core Strategy.

## **Air Quality**

Paragraph 185 of the Framework requires decisions to ensure that new development is appropriate for its location taking into account the likely effects (including cumulative effects) of pollution on health, living conditions and the natural environment, as well as the potential sensitivity of the site or the wider area to impacts that could arise from the development. Air Quality is one such consideration and paragraph 186 notes opportunities to improve air quality or mitigate impacts should be identified to ensure compliance with relevant limit values or national objectives for pollutants, taking into account the presence of Air Quality Management Areas and Clean Air Zones.

At a local level Air Quality is covered under the requirements of Policy EN8. EN8 (a) requires development proposals to incorporate measures to mitigate or offset their emissions and impacts. In areas where air quality is a concern, development proposals will be required to deliver a positive impact on air quality. Development must not exacerbate air quality beyond acceptable levels; either through poor design or as a consequence of site selection.

For the purpose of the Bradford and WYLES planning guidance this is a Minor development. Under the provisions of the LES planning guidance minor developments are normally required to provide Type 1 mitigation.

Type 1 mitigation requires provision of electric vehicle charging facilities and adherence to the IAQM guidance for dust and emissions from construction and demolition.

In addition some developments that will introduce new relevant receptor points are required to provide air quality exposure assessments.

An air quality assessment by Dragonfly consulting has been provided with the application, this establishes that there are no exposure concerns relating to the proposed development.

On the basis that the car park is to be removed and no parking is to be provided no EV charging points are required. Due to the proximity of residential properties a condition is recommended for a construction dust management plan to be submitted and agreed.

The Clean Air Team have raised recommendations regarding how the building will be heated, advising that a biomass heat source would not be appropriate. The supporting documents however confirm that air source heat pumps are to be used, which are highlighted as being a sustainable heat source with reduced emissions compared to conventional gas fired plant.

In air quality terms the proposal also has in its favour that it seeks to promote a modal shift away from the reliance on private vehicles.

The applicant is aware of the Bradford Clean Air Zone (CAZ) and the implications for construction traffic, that does not meet the appropriate CAZ entry emission standards.

Subject to the requirement for a dust management plan the proposal is therefore not considered to represent a threat to air quality and accords with the requirements of the NPPF and policy EN8 of the Core Strategy DPD.

### Community Safety

Policy DS5 requires that development proposals are designed to ensure a safe and secure environment and reduce opportunities for crime. The Police Architectural Liaison Officer has reviewed the submitted proposals and has raised a number of security considerations regarding the construction, security measures and operation of the development. A Crime Impact Statement (CIS) was also requested.

Whilst being mindful of the need to provide a suitably crime resistant environment with well-defined and secure public and private spaces the Council must also balance other planning considerations including the imperative of facilitating connectivity to the surrounding built and natural environment and respecting the integrity and character of the WHS.

It is not considered to be appropriate for the planning system to regulate all of the aspects of the development referred to by the Police Architectural Liaison Officer, such as the security standards of doors and windows and access controls as these matters are not generally considered to be land use planning concerns.

Other elements referred to by the Architectural Liaison Officer, which are more typically controlled through the planning system, such as layout and boundary treatment are demonstrated in the planning application and supported by a Crime Impact Statement demonstrating how the layout has taken into consideration security and safety. Matters such as lighting, can appropriately be made the subject of planning conditions allowing details to be agreed at a later stage and the determination of this application to focus on the main land use planning considerations. Other security matters are also covered within the CIS and planning application including how the Shipley College respond to anti-social behaviour.

In conclusion it is considered that the development has been designed to reflect the principles of secure by design and that the spaces which would be created within the development would not be unacceptably unsecure or susceptible to antisocial behaviour. Subject to the suggested conditions it is considered that there are no grounds to conclude that the development would create an unsafe or unsecure environment and the proposal is considered to accord with policy DS5 of the Core Strategy.

### **Further Issues Raised by Representations**

The majority of issues are addressed in the main body of the report, but the following points have also been raised in the representations received:

#### *Representation*

Against the principles of UNESCO/Threatens UNESCO/WHS status

#### *Response*

The development is not considered to result in harm to the OUV of the WHS and has the support of Historic England. The WHS status is therefore not considered to be at risk.

#### *Representation*

Double Standard's residents have strict requirements to follow

*Response*

The proposal has been through a rigorous design process to ensure that it will meet the strict requirements for development within a WHS and has been supported by a comprehensive number of specialist reports to demonstrate that the proposal will represent an acceptable form of development in this location. Construction materials are to be controlled by planning condition to ensure the quality of the development.

*Representation*

Impact on community gardens - veg on the edge

*Response*

A space has been provided for veg on the edge within the development.

*Representation*

Loss of meeting/social place/community function

*Response*

Unfettered access is proposed to the Civic Garden to the front of the site allowing existing community functions and community use to continue. The Exhibition Garden will also be available for public use during the operating times of the College.

*Response*

*More suitable sites available*

*Not required heritage facilities within Salts Mill*

*Representation*

As identified in the Heritage Impact Assessment a number of alternative sites were considered but ruled out for various reasons, this included Salts Mill. The Saltaire Collection plays a valuable role in the understanding and interpretation of the WHS different to what is on offer with Salts Mill having this in a more central and accessible location is a significant benefit of this development.

*Representation*

What will happen to the memorial bench currently positioned within the site

*Response*

Whilst not a material planning consideration the memorial bench is proposed to be relocated to the front of Victoria Hall.

*Representation*

The money would be better spent elsewhere

*Response*

This is not a material planning consideration.

*Representation*

Disruption during building works and allotment access

*Response*

Disruption during construction is an inevitable consequence of development, but the hours of construction are to be limited by condition and a construction noise

assessment has been submitted with various mitigation measures indicated. The submission of a construction management plan will also be required by condition.

The allotments have two remaining access points that are unaffected by the development one via Victoria Road and one through the car park of Caroline Street Social Club.

### **Community Infrastructure Levy**

The development is not CIL liable

### **Equality Act 2010, Section 149:**

In writing this report due regard has been taken of the need to eliminate unlawful discrimination, harassment and victimisation, advance equality of opportunity between different groups and foster good relations between different groups, in accordance with the duty placed upon Local Authorities by Section 149 of the Equality Act 2010.

The context of the site, the development scheme proposed and the representations received have been reviewed to identify the potential for the determination of this application to disadvantage any individuals or groups of people with characteristics protected under the Equality Act 2010.

The outcome of this review is that there is that there is not considered to be any sound reason to conclude that the proposed development would have a significantly detrimental impact on any groups of people or individuals with protected characteristics.

### **Reason for Granting Planning Permission:**

The proposed new building for a Community, Arts, Heritage and Future Technology Centre (CAHFT) within the World Heritage Site and Conservation Area is acceptable in principle. The proposed new building is designed to respond to the topography of the site. Extensive landscaping and a green roof will soften the visual impact of the building and mediate between the existing built form and the allotments beyond the site. The materials are in keeping with the palette of materials present in the surrounding area and the design is influenced from the local distinctiveness of the World Heritage Site. The design is contemporary and does not create a pastiche or attempt to copy the surrounding built form. The proposal has been assessed against the OUV for Saltaire and is considered to result in no harm to the key attributes, authenticity or integrity. The development reflects the values of the WHS and will aid in the interpretation of the WHS as well as providing an educational facility and improving facilities for the local community and visitors.

The proposed building is considered to have an acceptable impact on the amenity of the neighbouring occupants. The additional number of students will not lead to a substantial increase in traffic or disturbance and the loss of the car park aligns with the overarching aim to reduce cars within the WHS and encourage a modal shift. The proposal is considered to accord with policies P1, SC1, SC9, TR1, TR2, TR3, EN2, EN3, EN5, EN7, EN8, DS1, DS3, DS4 and DS5 of the Core Strategy Development Plan and consequently requirements of the NPPF.

### **Conditions:**

#### 1. Timescale

Application for approval of the matters reserved by this permission for subsequent approval by the Local Planning Authority shall be made not later than the expiration of three years beginning with the date of this notice.

Reason: To accord with the requirements of Section 92 of the Town and Country Planning Act 1990, (as amended).

## 2. Facing and Roofing Materials

Before development above damp proof course commences on site, arrangements shall be made with the Local Planning Authority for the inspection of all facing and roofing materials to be used in the development hereby permitted. The samples shall then be approved in writing by the Local Planning Authority and the development constructed in accordance with the approved details. As a minimum the materials shall achieve the benchmark standards detailed in correspondence received by the council on 19<sup>th</sup> December 2023.

Reason: To ensure the use of appropriate materials in the interests of visual amenity and to accord with Policies EN3, DS1 and DS3 of the Core Strategy Development Plan Document.

## 3. Materials – Hard Surfaced Areas

Before development above damp proof course commences on site, full details of the materials to be used for the proposed hard surfaced areas within the site should be submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved materials.

Reason: To ensure the use of appropriate materials in the interests of visual amenity and to accord with Policies EN3, DS1 and DS3 of the Core Strategy Development Plan Document.

## 4. Boundary Railings

The existing boundary railings of the site as detailed on drawing reference: 255-P.110 REV C shall be retained as part of the development and finished in a Dark Brunswick Green (NCS Ref 8010 G10Y) colour. Any parts of the railings that are damaged or removed shall be made good or replaced using materials of similar appearance, and design. The railings shall be retained thereafter.

Reason: To ensure the use of appropriate materials in the interests of visual amenity and to accord with Policies EN3, DS1 and DS3 of the Core Strategy Development Plan Document.

## 5. Landscaping

Landscape works shall be carried out in accordance with the approved details as specified on the landscape plan ref: 156-01-03 REV A and completed by the end of the next available planting season immediately following the completion of the development. The landscaped areas shall then be managed in accordance with the details contained in the Landscape Management Document by Draw UK Ltd.

Any trees or plants comprising the approved landscaping that become diseased or die, or which are removed or damaged within the first 5 years after the completion of planting shall be removed and a replacement landscape planting using the same or similar species/specifications shall be planted in the same position no later than the end



of the first available planting season following the demise of the original landscape planting.

Reason: To achieve a satisfactory standard of landscaping and biodiversity features in the interests of amenity and biodiversity and to accord with Policies DS1, DS2, DS3, and EN2 of the Core Strategy Development Plan Document and National Planning Policy Framework.

#### 6. Bin Storage

Prior to the first occupation of the building the bin storage area as detailed in the supporting information on drawing reference 255-P.110 REV C shall be provided in full. The bin storage area shall be retained whilst ever the development subsists.

Reason: To ensure appropriate provision for waste handling in accordance with the requirements of policies DS1 and DS5 of the Core Strategy

#### 7. Cycle Storage

Prior to the first occupation of the building the cycle parking as detailed in the supporting information and on drawing reference 255-P.110 REV C shall be provided in full. The cycle parking shall be retained whilst ever the development subsists.

Reason: To ensure adequate cycle parking provision in the interests of promoting sustainable transport objectives and to accord with the requirements of policies TR1 and TR2 of the Core Strategy.

#### 8. External Lighting Scheme

Prior to installation of any external lighting, details of the position and luminance of all external lighting, including measures for ensuring that light does not shine directly on the highway or neighbouring properties, shall be submitted to and approved in writing by the Council. Thereafter, the external lighting shall be installed and maintained solely in accordance with the approved scheme.

Reason: To safeguard the amenity of occupiers of adjacent properties and highway safety in accordance with Policies DS1, DS3, DS5 and EN8 of the Core Strategy Development Plan Document and the National Planning Policy Framework.

#### 9. Biodiversity Gain Plan

A Biodiversity Gain Plan (BGP) shall be submitted to, and be approved in writing by, the local planning authority prior to commencement of the development. The Plan shall deliver a minimum of 29.39 Biodiversity Habitat Units and a minimum of 35.37 Biodiversity Hedgerow Units on land identified in the Biodiversity Metric Spreadsheet BIO-DIVERSITY\_METRIC-and include the following.

- a) Description and evaluation of features to be managed and enhanced
- b) Extent and location/area of proposed habitats and Biodiversity Units on scaled maps and plans
- c) Ecological trends and constraints on site that might influence management.
- d) Aims and objectives of management to include Target Biodiversity Units and Condition Criteria.
- e) Appropriate management arrangements and options for achieving aims and objectives.
- f) An annual work programme (to cover an initial 5 year period)

The plan shall also set out (where the results from monitoring show that conservation aims and objectives of the BGP are not being met) how contingencies and/or remedial action will be identified, and implemented so that the development still delivers the fully functioning biodiversity objectives of the originally approved scheme.

The approved plan will be implemented in accordance with the approved details.

Reason: To ensure the long-term protection and enhancement of biodiversity in accordance with Core Strategy Policy EN2, NPPF and BS 42020:2013.

#### 10. Bat and Swift Boxes

Prior to occupation of the development details of the specification, number and location of bat and swift boxes, to be installed shall be submitted to and approved in writing by the Local Planning Authority. The boxes shall then be retained whilst ever the development subsists.

Reason: To ensure the development results in enhancements for biodiversity in compliance with the NPPF and Policy EN2 of the Core Strategy.

#### 11. Tree Protection

The development shall not be begun, nor shall there be any demolition, site preparation, groundworks, tree removals, or materials or machinery brought on to the site until Temporary Tree Protective Fencing and ground protection measures are installed in accordance with the details submitted on tree protection plan included in the Arboricultural Impact Assessment by Longleaf Tree and Woodland Consultancy (appendix D)

The Temporary Tree Protection measures shall be erected in accordance with the approved plan, or any variation subsequently approved, and remain in the location for the duration of the development. No excavations, engineering works, service runs and installations shall take place between the Temporary Tree Protective Fencing and the protected trees for the duration of the development without written consent by the Local Planning Authority.

Reason: To ensure trees are protected during the construction period and in the interests of visual amenity. To safeguard the visual amenity provided by the trees and to accord with policy EN5 of the Core Strategy Development Plan Document.

#### 12. CEMP

The development shall be carried out in accordance with the Construction Environmental Management Plan (CEMP) dated December 2023 by Futures Ecology.

Reason: In order to limit biodiversity impact of the proposal on the site and in the interests of protecting the amenities of the neighbouring residents and to accord with policy EN2 and DS5 of the Core Strategy Development Plan Document.

#### 13. Construction Plan

Notwithstanding the provision of Class A, Part 4 of Schedule 2 of the Town and Country Planning (General Permitted Development) Order 2015, or any subsequent legislation, prior to the commencement of the development hereby permitted arrangements for the management of the construction site shall be submitted to and approved in writing by

the Local Planning Authority. The construction plan shall include the following details as relevant: i) full details of the contractor's means of access to the site including measures to deal with surface water drainage; ii) hours of delivery of materials; iv) location of site management offices and/or sales office; v) location of materials storage compounds, loading/unloading areas and areas for construction vehicles to turn within the site; vi) car parking areas for construction workers, sales staff and customers; vii) the extent of and surface treatment of all temporary road accesses leading to compound/storage areas and the construction depths of these accesses, their levels and gradients; viii) temporary warning and direction signing on the approaches to the site. The approved construction plan shall be implemented before development is begun and shall be kept in place, operated and adhered to at all times until the development is completed.

Reason: To ensure the provision of proper site construction facilities on the interests of highway safety and amenity of the surrounding environment and its occupants and to accord with policies TR1, TR3, DS4, and, DS5 of the Local Plan for Bradford.

#### 14. Construction Hours

Construction work shall only be carried out between the hours of 0730 and 1800 on Mondays to Fridays, 0800 and 1300 on Saturdays and at no time on Sundays, Bank or Public Holidays, unless specifically agreed otherwise in writing by the Local Planning Authority.

Reason: To protect the amenity of the occupants of nearby dwellings and to accord with policy DS5 of the Core Strategy.

#### 15. Noise Mitigation Construction

The noise mitigation measures detailed in the Construction Noise Assessment by Environmental Noise Solutions shall be implemented for the duration of the construction works.

Reason: To protect the amenity of the occupants of the proposed residential dwellings in accordance with the requirements of policy EN8 of the Core Strategy.

#### 16. Travel Plan

Travel plan measures shall be implemented in accordance with the details and timescales contained within the Travel Plan Report by Steer, dated February 2023. The Travel Plan will be reviewed, monitored and amended as necessary on an annual basis to achieve the aims and targets of the Plan.

Reason: To promote sustainable travel options, minimise reliance on the private car and reduce traffic congestion and demand for on street parking in the locality, in the interests of pedestrian and highway safety and to accord with Policies TR1, DS4 and DS5 of the Local Plan for Bradford.

#### 17. TRO

The development hereby approved shall not be brought into use or occupation until a Traffic Regulation Order (TRO) for the replacement of the 3 disabled parking spaces has been made and implemented by the provision of the spaces.

Reason: To ensure adequate parking facilities for people with disabilities are retained in the interest of maintaining safe and suitable access for all and to accord with

paragraph 114 of the National Planning Policy Framework and policy DS5 of the Core Strategy.

#### 18. Surface Water Maintenance

The development shall not begin until a Maintenance Plan for the surface water drainage scheme has been submitted to and approved in writing by the Lead Local Flood Authority. Once built, the drainage scheme shall be maintained thereafter, in accordance with the approved Plan.

Reason : In the interests of the amenity of future occupiers, pollution prevention and the effective management of flood risk and to accord with Policies DS5, EN7 and EN8 of the Core Strategy Development Plan Document.

Reason for pre-commencement condition: It is necessary to secure agreement of the maintenance provisions for the drainage system, before commencement, in the interests of the amenity of future occupiers, pollution prevention and the effective management of flood risk and to accord with Policies DS5, EN7 and EN8 of the Core Strategy Development Plan Document.

#### 19. Foul and Surface Water Drainage

The development shall not begin until details of a scheme for foul and surface water drainage have been submitted to and approved in writing by the Local Planning Authority. The surface water drainage scheme shall be designed in accordance with the principles outlined in the Drainage Strategy, Dwg No. 22083-DCE-XX-XX-D-C-100-P2. The scheme so approved shall thereafter be implemented in accordance with the approved details.

Reason: In the interests of the amenity of future occupiers, pollution prevention and the effective management of flood risk and to accord with Policies DS5, EN7 and EN8 of the Core Strategy Development Plan Document.

Reason for pre-commencement condition: It is necessary to secure agreement of effective drainage measures before commencement, in the interests of the amenity of future occupiers, pollution prevention and the effective management of flood risk and to accord with Policies DS5, EN7 and EN8 of the Core Strategy Development Plan Document.

#### 20. Unexpected Contamination

If, during the course of development, contamination not previously identified is found to be present, no further works shall be undertaken in the affected area and the contamination shall be reported to the Local Planning Authority as soon as reasonably practicable (but within a maximum of 5 days from the find). Prior to further works being carried out in the identified area, a further assessment shall be made and appropriate remediation implemented in accordance with a scheme also agreed in writing by the Local Planning Authority.

Reason: To ensure that the site is remediated appropriately for its intended use and to comply with policy EN8 of the Local Plan for Bradford

Informatives:

Informative: The cost of processing and implementing the TRO shall be borne by the Applicant. In the first instance the applicant should contact John Rowley (Principal Engineer) on 01274 434963 to discuss this matter further. Implementing the Traffic Regulation Order process can be time consuming and therefore in order to avoid unnecessary delays in the development being brought into use the applicant should take steps to start the process as soon as is practicable

Informative: All species of bat and their roosts are protected under the Wildlife and Countryside Act 1981 and The Conservation of Habitats and Species Regulations 2010. The applicant and contractors should be aware that all bats and any structures used by them are protected by law, and that works likely to disturb bats or their resting places (even if undertaken at a time of year when the bats are absent) require a licence from Natural England. Should a bat be encountered during development, work should cease immediately and advice should be sought from Natural England (tel. Batline 0345 1300 228). Bats should preferably not be handled (and not without gloves) but should be left in place, gently covered, until advice is obtained. Particular care and vigilance should be taken when roof tiles or slates are removed (remove by hand and check underside for bats before stacking, particularly the ones over the gable ends and ridge tiles.) Fascias, barge boards and external cladding may also provide roost opportunities for bats and should be disturbed with care. As a further precaution, undertaking roof work during the months of March to May, or September to November will avoid the main hibernation and breeding seasons when bats are most sensitive to disturbance.

Informative: All wild birds are protected under the Wildlife and Countryside Act 1981 (as amended), including their nests (whilst in use or being built) as well as any eggs the nest may contain. Therefore, no vegetation should be removed and no buildings likely to house nests should be demolished during the bird nesting season. This is weather dependant but generally extends from 1st March to 31st August (inclusive). If this is not possible, a qualified ecologist should check the areas concerned immediately prior to vegetation removal or demolition to ensure that no nesting or nest-building birds are present. If any nesting or nest-building birds are present, no vegetation should be removed and the buildings not demolished until the fledglings have left the nest.

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