City of BRADFORD
METROPOLITAN DISTRICT COUNCIL

Report of the Assistant Director (Planning, Transportation & Highways) to the meeting of Regulatory and Appeals Committee to be held on 25 June 2020

Appendix 2 (Original Ctte Report)

Subject:

A full application (19/05300/FUL) for the demolition of the Holmewood Social Club and construction of a single storey food convenience store and 3 retail units at Broadstone Way, Bradford, West Yorkshire, BD4 9DY

Summary statement:

The proposal relates to the redevelopment of the Holmewood Social Club and curtilage. The existing property will be demolished and replaced with a convenience food store and 3 additional retail units. The scheme includes provision of car parking and servicing area.

The application has generated a significant amount of public representation with the majority objecting to the loss of the social club citing its value to the community. Whilst this is acknowledged, the social club is not a registered community asset and is as such not subject to any special protection. The application has been fully assessed against all relevant local and national planning policies and all public representations and consultation responses have been fully taken into consideration. The proposal will represent a visual improvement for the area and will enhance the vitality and viability of the Holmewood Local Centre. The development also represents a sustainable form of development and will bring employment opportunities.

Subject to the imposition of the recommended conditions it is considered that the proposal is acceptable.

Julian Jackson
Assistant Director (Planning, Transportation & Highways)

Report Contact: Mohammed Yousuf
Phone: (01274) 433950
E-mail: mohammed.yousuf@bradford.gov.uk

Portfolio:

Change Programme, Housing, Planning and Transport

Overview & Scrutiny Area:

Regeneration and Economy

1. SUMMARY

A full application for the demolition of the Holmewood Social Club at Broadstone Way, Bradford, West Yorkshire, BD4 9DY and the redevelopment of the site with a single storey food convenience store, and 3 small retail units.

2. BACKGROUND

Attached at Appendix 1 is the Technical Report of the Assistant Director (Planning, Transportation and Highways). This identifies the material considerations relevant to the application.

3. OTHER CONSIDERATIONS

All considerations material to the determination of this planning application are as set out in Appendix 1.

4. FINANCIAL & RESOURCE APPRAISAL

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

5. RISK MANAGEMENT AND GOVERNANCE ISSUES

No implications.

6. LEGAL APPRAISAL

The determination of the application is within the Council's powers as the Local Planning Authority.

7. OTHER IMPLICATIONS

7.1 EQUALITY & DIVERSITY

Section 149 of the Equality Act 2010 states that the Council must, in the exercise of its functions "have due regard to the need to eliminate conduct that is prohibited by the Act, advancing equality of opportunity between people who share a protected characteristic and people who do not share it, and fostering good relations between people who share a protected characteristic and people who do not share it. For this purpose section 149 defines "relevant protected characteristics" as including a range of characteristics including disability, race and religion. In this particular case due regard has been paid to the section149 duty but it is not considered there are any issues in this regard relevant to this application.

7.2 SUSTAINABILITY IMPLICATIONS

No significant issues raised. The site is located within a very sustainable location in a defined retail centre, close to residential properties and the site is well placed in close proximity to public transport routes.

7.3 GREENHOUSE GAS EMISSIONS IMPACTS

The development is in a sustainable location close to residential properties and well served by public transport. Provision is made within the development for a cycle parking facility. It is not therefore envisaged to result in significant increase in greenhouse gas emissions.

7.4 COMMUNITY SAFETY IMPLICATIONS
Core Strategy Policy DS5 states that development proposals should be designed to ensure a safe and secure environment and reduce the opportunities for crime. The units will incorporate their own security measures and a condition is included in respect of external lighting of the site.

7.5 HUMAN RIGHTS ACT
Article 6 - 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.

7.6 TRADE UNION
None.

7.7 WARD IMPLICATIONS
Ward members have been fully consulted on the proposal and it is not considered that there are any significant implications for the Ward itself.

7.8 AREA COMMITTEE ACTION PLAN IMPLICATIONS (for reports to Area Committees only)
None

7.9 IMPLICATIONS FOR CORPORATE PARENTING
None

7.10 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 within Appendix 1, or refuse the application.

If the Committee decide that planning permission should be refused, they may refuse the application accordingly, in which case reasons for refusal will have to be given based upon development plan policies or other material planning considerations.

10. RECOMMENDATIONS
The application is recommended for approval, subject to the conditions included within Appendix 1.

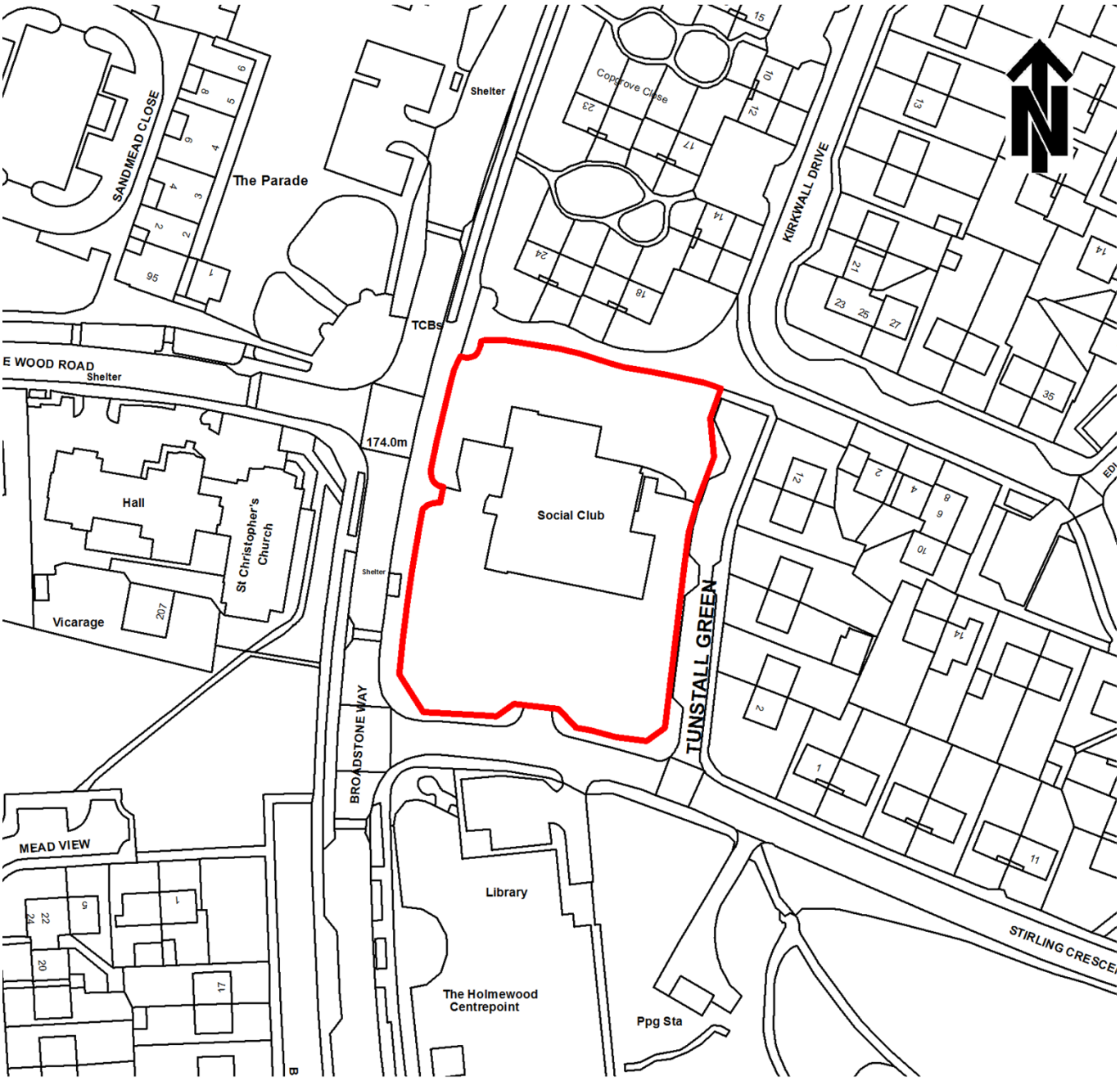
11. APPENDICES
Appendix 1 Technical Report.

12. BACKGROUND DOCUMENTS
National Planning Policy Framework

Core Strategy
Replacement Unitary Development Plan

19/05300/FUL

City of BRADFORD METROPOLITAN DISTRICT COUNCIL



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Holmewood Social Club
Broadstone Way
Bradford, BD4 9DY

Appendix 1

Ward: Tong (ward 25)
Recommendation:
TO GRANT PLANNING PERMISSION

Application Number:
19/05300/FUL

Type of Application/Proposal and Address:
A full planning application for the demolition of Holmewood social club and the redevelopment of the site with a single storey convenience food store and 3 ancillary retail units.

Applicant:
Mr J Cordingley

Agent:
Mr Donald MacRae

Site Description:
Holmewood Social Club is set in a large rectangular curtilage to the East of Broadstone Way in the Holmewood Estate. To the North and East of the site there are residential properties, to the South Holmewood Connect (community hub), and on the opposite side of Broadstone Way, west of the site, sits St Christopher's Church. The majority of the large curtilage is to the south of the building and forms a large car park accessed off Stirling Crescent which runs between the social club and Holmewood Connect. The upper section of the site is grassed over, but does not appear to be used.

The building itself has an ad hoc appearance consisting of two pitched roof sections adjoined and extended by various sections of flat roofed building. The resulting building has a sizeable footprint, but is uninspiring in appearance. The buildings main entrance faces Broadstone Way and there is a pedestrian access through the parameter fencing which extends the entire boundary.

Relevant Site History:
76/01493/FUL - Extension To Club Room Etc – Granted

78/08278/COU - Change of Use Part of Club to Betting Shop – Granted

78/08747/ADV - Non-Illuminated Fascia Sign – Granted

78/08748/FUL - Toilet Accommodation to Betting Off – Granted

93/00535/FUL - Installation of entrance portico and new doorway ramp also landscaping phase 2 – Granted

93/01939/REG - Removal of remaining boundary stone walls and closing of vehicular entrance – Granted

96/01741/FUL - Construction of vestibule to existing entrance- Granted

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.

Local Plan for Bradford:
The Core Strategy Development Plan Document was adopted on 18 July 2017 though some of the policies contained within the preceding Replacement Unitary Development Plan (RUDP), are saved for the purposes of formulating the Local Plan for Bradford and remain applicable until adoption of the Allocations development plan document. The site is partially within a local centre. Accordingly, the following adopted Core Strategy and RUDP policies are applicable to this proposal.

Core Strategy Policies:
SC4 Hierarchy of Settlements
SC9 Making Great Places
TR1 Travel Reduction and Modal Shift
TR2 Parking Policy
EN7 Flood Risk
EN8 Environmental Protection Policy
DS1 Achieving Good Design
DS3 Urban character
DS5 Safe and Inclusive Places
EC2 Supporting Business and Job Creation
EC5 City, Town, District and Local Centres

Replacement Unitary Development Plan (RUDP) Policies:
CR1A Retail Development Within Centres

Parish Council:
Not in a Parish

Publicity and Number of Representations:
The application has been publicised via a site notice and individual neighbour notification letters. The publicity period expired on14th February 2020. The application has generated 9 individual representations in support and 82 Individual representations and a 466 signature petition objecting to the proposal.

Summary of Representations Received:
The representations in support cite the following reasons:
- Convenient location reduce need to travel and helpful to the less mobile members of the community
- Employment
- Site is currently an eyesore

The representations objecting to the development raise the following concerns:
- Loss of valuable community asset
- Impact on existing shops and vacant units
- Retail not required
- Noise and disturbance from loading and unloading
- Loss of housing
- Encourages car journeys

Consultations:
Highways DC – The highways officer is satisfied with the proposed scheme subject to minor revisions; detailing position of cycle parking and size of the disabled bays. It is also noted that the scheme exceeds the parking requirement.

Drainage – Conditions are suggested and the presence of a public sewer within the site is identified.

Environmental Protection Land Contamination – Conditions required based on the findings of the initial site investigations

Summary of Main Issues:
1. Proposal
2. Principle
3. Residential Amenity
4. Visual Amenity
5. Highway Safety
6. Other Issues

Appraisal:

1. Proposal
It is proposed to demolish the Holmewood Social club and redevelop the site with a single storey convenience food store and 3 ancillary retail units. The convenience store will have a retail floor space of approximately 420sqm the three retail units have a floor space of approximately 90sqm each. This gives a total retails space of approximately 690sqm for the development.

The convenience store is situated in roughly the same position as the existing Social Club building. The three retail units sit perpendicular to the convenience store in a stepped row. The development incorporates parking and servicing area within what was the curtilage of the social club.

2. Principle

The site is currently occupied by Holmewood Social Club and is located between Broadstone Way, Stirling Crescent and Tunstall Green in the Holme Wood area of Bradford. The building itself is within the Broadstone Way Local Centre as defined by the Proposals Map of the Replacement Unitary Development Plan (RUDP), the remainder of the curtilage is outside and is unallocated, but is clearly intrinsically linked. Policy CR1A of the RUDP is therefore applicable and is saved until the adoption of the forthcoming Allocations development plan document. This policy seeks to concentrate development proposals for retail and convenience goods in the district and local centres, providing that the proposals do not have an adverse effect on the vitality and viability of the centres higher in the hierarchy.

The recently adopted Core Strategy Development Plan Document also seeks to sustain and enhance the vitality and viability of the network and hierarchy of centres, Core Strategy Policies SC4, EC2 and EC5 are applicable. The proposed introduction of a modestly sized food retail unit and three smaller retail units would accord with the general requirements of the aforementioned policies and would support the function of the local centre and improve its vitality and viability.

As part of the site falls outside the Local Centre supporting information has been submitted to satisfy the requirements of policy EC5, and it is apparent that Holmewood does not contain a convenience store, and whilst there are vacant retail units within the local centre, the long term vacancy of these indicates there maybe a variety of factors, including their form and size, impacting bringing these into use. The development has the potential to act as a stimulus in this regard encouraging further investment in the local centre.

Whilst the document was never formally adopted, and can as such be given little weight, The Holmewood & Tong Neighbourhood Development Plan identified the social club as a key development opportunity within this area and also proposed that public services should be concentrated at the Broadstone Local Centre and should be promoted as the location for a small convenience supermarket. This approach also accords with policy EC5 of the Core Strategy DPD which seeks to focus appropriately sized local supermarkets and a variety of small shops of a local nature to meet people’s day to day needs in local centres thus minimising their need to travel.

It is noted that the application has generated a significant level of public representation primarily in objection to the proposal due to the loss of a community facility. Whilst this view is acknowledged, the Social Club is not registered as an asset of community value, and whilst it may fulfil a role in this regard, it is not subject to any protection in planning terms. The building could be demolished under a prior notification procedure where only the method of demolition and any proposed restoration of the site would be considered. It is also worthy of note that there are other community facilities within the immediate vicinity and slightly further afield. The proposed development will also enhance the retail

provision available to local residents.

The proposed development will offer additional benefits in terms of job provision as the equivalent of 9 full time positions are expected to be created by the development, plus the opportunities created by the actual redevelopment work.

The proposed development is therefore considered to be acceptable in principle.

3. Residential Amenity
In terms of residential amenity this development will not have significant adverse implications. The proposed buildings are a sufficient distance away from neighbouring properties and an appropriate scale to prevent any harm from the massing of the buildings. The nature of the use is likely to also be an improvement in terms of noise and disturbance from the existing use. The hours of operation alone (8am to 8pm being proposed) indicate a more favourable relationship. This can be conditioned as part of any planning approval. Whilst there is a reasonable spacing distance to properties beyond the servicing area, it may also be appropriate to condition the time that deliveries can occur to prevent any adverse impact from delivery vehicles which could give rise to noise and disturbance with delivery vehicles often having reversing alarms. The applicant has indicated willingness to the imposition of conditions in respect of both the hours of operation and time of deliveries. Subject to these conditions the proposal is found to satisfy the requirements of policy DS5 of the Core Strategy DPD.

4. Visual Amenity
The existing club house does not have a positive impact on the local environment. The building is of no particular merit ad-hoc in its design consisting of large expanses of flat roof intersected by more imposing dual pitched roof sections. The curtilage is largely given over to parking which results in a large expanse of unbroken tarmac. The areas of grass are predominantly maintained, but the site still has a somewhat unkempt appearance in places.

The proposed development can only be seen as a positive in this respect. The convenience store has a modest appearance in the main with a shallow pitched roof largely hidden behind parapet walling, but any large expanses of stone work are broken up by some measured detailing. The front and most visible elevation has a more notable appearance predominantly glazed with proportionate space for signage and a canopy above giving a clean and modern look. The three retail units take their lead from this design all being flat roofed with glazing to the front. These units are stepped in height responding to the gradient within the site, but this also serves to add visual interest to the design and shows an appreciation of the setting.

There remains a large are of car parking associated with the development, but this is now broken up by the new layout and the use of walkways of different materials and areas of landscaping. The landscaping is also proposed for the site boundaries where it will play a role in softening certain aspects of the development, most notably the side elevation of the convenience store. The landscaping scheme will also play an important role in screening the servicing area and preventing the need for overly imposing boundary treatments.

The proposal offers the opportunity for a notable regeneration of this site and the

development responds well to its setting. The proposal as such is seen as having a positive impact on the amenity of the area satisfying the requirements of policies SC9, DS1 and DS3 of the Core Strategy DPD.

5. Highway Safety
The parking and servicing arrangements are acceptable. The development provides sufficient parking for the 4 retail units including disable parking bays and cycle parking facilities. A separate service area with staff parking has also been provided which includes a delivery vehicle turning area. Vehicle tracking drawings have been provided in support. The proposal thereby satisfies the requirements of policy TR2 of the Core Strategy DPD.

It is also worthy of note that given the position of the development within the Holmewood local centre the requirements of policy TR1 are satisfied as the development can reduce the need for residents to travel and the use of sustainable travel modes can be maximised in this location given its proximity to residential properties and public transport links.

Community Safety Implications:
The proposal would not be considered to represent a threat to community safety.

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. It is not however considered that any issues with regard thereto are raised in relation to consideration of this application.

Reason for Granting Planning Permission:
The proposed development is considered to represent a suitable use for the site at an appropriate scale. The development will also result in visual benefits for the locality whilst preserving the amenity of local residents. The existing building whilst clearly of value to the local community it is not a protected community asset. There are other buildings within the locality that continue to serve the community. The proposed development will also provide new services to the local community. The proposed development is as such found to satisfy the provisions of the National Planning Policy Framework, Policy CR1A of the Replacement Unitary Development Plan and policies SC9, DS1, DS3, DS5, CT5, TR1, TR2, EN7 and EN8 of the Core Strategy Development Plan Document.

Conditions of Approval:
1. The development to which this notice relates must be begun not later than the expiration of three years beginning with the date of this notice.

Reason: To accord with the requirements of Section 91 of the Town and Country Planning Act, 1990 (as amended).

2. The development hereby approved shall only be carried out in accordance with the drawing numbers listed below:

Location Plan 01 received 23.12.2019

Site Plan 07G received 05.06.2020
Elevations 08A received 23.12.2019

Reason: For the avoidance of doubt as to the terms under which this planning permission has been granted.

3. Before development above damp proof course commences on site, arrangements shall be made with the Local Planning Authority for the inspection of all external 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.

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

4. Prior to construction of the development the Phase 2 site investigation and risk assessment must be completed in accordance with the approved site investigation scheme contained within the supplied Preliminary Appraisal Report, by Sirius Geotechnical Ltd. A written report, including a remedial options appraisal scheme, shall be submitted to and approved in writing by the Local Planning Authority.

Reason for pre-commencement condition: It is necessary to secure appropriate remediation prior to construction to satisfy the requirements of the National Planning Policy Framework and policy EN8 of the Core Strategy Development Plan.

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.

5. Prior to construction of the development, a detailed remediation strategy, which removes unacceptable risks to all identified receptors from contamination, shall be submitted to and approved in writing by the Local Planning Authority. The remediation strategy must include proposals for verification of remedial works. Where necessary, the strategy shall include proposals for phasing of works and verification. The strategy shall be implemented as approved.

Reason for pre-commencement condition: It is necessary to secure appropriate remediation prior to construction to satisfy the requirements of the National Planning Policy Framework and policy EN8 of the Core Strategy Development Plan.

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.

6. A remediation verification report, including where necessary quality control of imported soil materials and clean cover systems, prepared in accordance with the approved remediation strategy shall be submitted to and approved in writing by the Local Planning Authority prior to the first occupation of each phase of the development (if phased) or prior to the completion of the development.

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

7. 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.

8. Prior to the first use of the hereby approved development, a scheme of hard and soft landscaping shall be submitted to and approved in writing by the Local Planning Authority. The landscaping scheme shall show the following details:

i) Position of any trees to be felled, trees to be retained, proposed trees and defined limits of shrubs and grass areas.
ii) Numbers of trees and shrubs in each position with size of stock, species and variety.
iii) Types and scale of enclosures (fences, railings, walls).
iv) Types of hard surfacing (pavings, tarmac, etc).
v) Regraded contours and details of changes in levels.

Reason: In the interests of visual and residential amenity and to accord with Policies DS1, DS2 and DS3 of the Core Strategy Development Plan Document.

9. All hard and soft landscape works shall be carried out in accordance with the approved details. The works shall be carried out prior to the occupation of any part of the development or in accordance with the programme agreed in writing with the Local Planning Authority.

Reason: To achieve a satisfactory standard of landscaping in the interests of amenity and to accord with Policies DS1, DS2 and DS3 of the Core Strategy Development Plan Document

10. Before the development is brought into use, details of the position and luminance of all external lighting to the building and car park areas 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 DS5 and EN8 of the Core Strategy Development Plan Document and the National Planning Policy Framework.

11. Before the commencement of any drainage works details of a scheme for separate foul and surface water drainage, including any existing water courses, culverts, land drains and any balancing works or off-site works shall have been submitted to and approved in writing by the Local Planning Authority. Surface water must first be

investigated for potential disposal through use of sustainable drainage techniques and the developer must submit to the Local Planning Authority a report detailing the results of such an investigation together with the design for disposal of surface water using such techniques or proof that they would be impractical. The details and scheme so approved shall thereafter be implemented in full before the first occupation of the development.

Reason: To ensure proper drainage of the site and to accord with policy EN7 of the Core Strategy Development Plan Document.

12. Before any part of the development is brought into use, the proposed car parking spaces shall be laid out, hard surfaced with a porous material, marked out into bays and drained within the curtilage of the site in accordance with the approved site plan and to a specification to be submitted to and approved in writing by the Local Planning Authority. The car park so approved shall be kept available for use while ever the development is in use.

Reason: In the interests of highway safety and to accord with Policy TR2 of the Core Strategy Development Plan Document and the National Planning Policy Framework.

13. Before any part of the development is brought into use, the servicing area shall be laid out, hard surfaced, and drained within the site, in accordance with details shown on the approved site plan and retained whilst ever the development is in use.

Reason: To avoid the need for vehicles to reverse on to or from the highway, in the interests of highway safety and to accord with Policy TR2 of the Core Strategy Development Plan Document and the National Planning Policy Framework.

14. Before any part of the development is brought into use, the proposed means of vehicular and pedestrian access hereby approved shall be laid out, hard surfaced and drained within the site in accordance with the approved site plan and completed to a constructional specification approved in writing by the Local Planning Authority.

Reason: To ensure that a suitable form of access is made available to serve the development in the interests of highway safety and to accord with Policy TR2 of the Core Strategy Development Plan Document and the National Planning Policy Framework.

15. The use of the premises shall be restricted to the hours from 08:00 to 20:00 Mondays to Saturdays and from 09:00 to 17:00 on Sundays, Bank or Public Holidays.

Reason: In the interests of the amenities of neighbouring residents and to accord with Policy DS5 of the Core Strategy Development Plan Document.

16. Deliveries to and from the development hereby permitted shall be restricted to the hours from 07:00 to 21:00 Mondays to Saturdays and from 09:00 to 17:00 on Sundays, Bank or Public Holidays.

Reason: In the interests of the amenities of neighbouring residents and to accord with Policy DS5 of the Core Strategy Development Plan Document.

17. A methodology for quality control of any material brought to the site for use in filling, level raising, landscaping and garden soils shall be submitted to, and approved in writing by the Local Planning Authority prior to materials being brought to site.

Reason: To ensure that all materials brought to the site are acceptable, to ensure that contamination/pollution is not brought into the development site and to comply with policy EN8 of the Local Plan for Bradford.

Informatives

Informative: Records suggest that various watercourses and sewers exist in the curtilage of the approved development. The line of the watercourses is assumed only. Consequently, before development commences the developer is advised to fully investigate the ground in the vicinity of the proposed development to determine the extent and position of any sewers, culverts, land drains or watercourses which may be affected by the proposal. Proposals for dealing with any existing sewers, watercourses, culverts or land drains affected by the development should be agreed with the Council's Drainage Officer or Yorkshire Water as appropriate.