

Report of the Assistant Director (Planning, Transportation & Highways) to the meeting of Regulatory and Appeals Committee to be held on 12th November 2020

AI

Subject:

Hybrid planning application comprising of full planning application for the construction of a retail food store (Use Class A1), together with car parking, landscaping and associated works and outline planning for a retail unit (Use Class A1) and coffee drive-thru (Use Class A3/A5) requesting consideration of access.

Summary statement:

The application site is located at a prominent location in Keighley. It is considered that the proposed development would not of the quality required at this key position nor connect with the town centre. For these two reasons, the application is recommended for refusal.

Julian Jackson
Assistant Director (Planning,
Transportation & Highways)

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

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Overview & Scrutiny Area:
Regeneration and Economy

1. SUMMARY

The application site is located at a key location in Keighley town centre, with frontages to East Parade and Gresley Road. The full element of the application shows the Aldi store located on the eastern boundary, furthest point from East Parade. The car park being located closer to the town centre. The outline element shows an indicative layout, as siting of buildings is not part of the application. This shows a drive-thru coffee unit and retail unit fronting East Parade. The location of the Aldi, along with the small-scale building potentially sited to East Parade does not reflect the importance of the site in relation to Keighley town centre and would not be of the quality required in urban design terms. The design of the proposed retail unit is also problematic. It is seen as a generic design and pays little regard to the nature of the site nor the town centre. Additionally, it would be sited on the opposite side of the site to the town centre which further creates a scheme detached from Keighley town centre.

Given the sites proximity to the main shopping area in Keighley, it's important how the application site would connect with this and the rest of the town centre. The application has been submitted as a hybrid application, part full, part outline, without details of how the development would connect with the town centre. Without that surety, the proposed development fails to demonstrate how it would provide connections with the shopping area and town centre and would be seen as an isolated development not integrating with the centre of Keighley.

2. BACKGROUND

Attached at Appendix 1 is a copy of the Officer's Report which identifies the material considerations of the proposal. The application is reported to the Committee as it is recommended for refusal and there are 36 representations in support of the application.

3. OTHER CONSIDERATIONS

All considerations material to the determination of this planning application are 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 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 characteristics 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 section 149 duty but it is not

considered there are any issues in this regard relevant to this application.

7.2 SUSTAINABILITY IMPLICATIONS

The application site is located within Keighley which is served by numerous bus services and Keighley train station is c.150m from the application site. Whilst many shoppers may travel to the store by car, there is good public transport access to serve the proposed store. It is considered therefore that the proposed development is located in a sustainable location.

7.3 GREENHOUSE GAS EMISSIONS IMPACTS

New development invariably results in the release of greenhouse gases associated with both construction operations and the activities of the future users of the site. Consideration should be given as to whether the location of the proposed development is such that sustainable modes of travel by users would be best facilitated and future greenhouse gas emissions associated with the activities of building users are minimised. As part of the development, rapid charge electric vehicle points would be provided.

7.4 COMMUNITY SAFETY IMPLICATIONS

None

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

None

7.8 AREA COMMITTEE ACTION PLAN IMPLICATIONS

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 refuse the application, as per the recommendation, or approve the application. If the application is approved, reasons for approval based on material planning grounds and with reference to adopted Council planning policy and or national planning policies would have to be given.

10. RECOMMENDATION

To refuse the application.

11. APPENDICES

Appendix 1 Technical report.

12. BACKGROUND DOCUMENTS

National Planning Policy Framework 2019

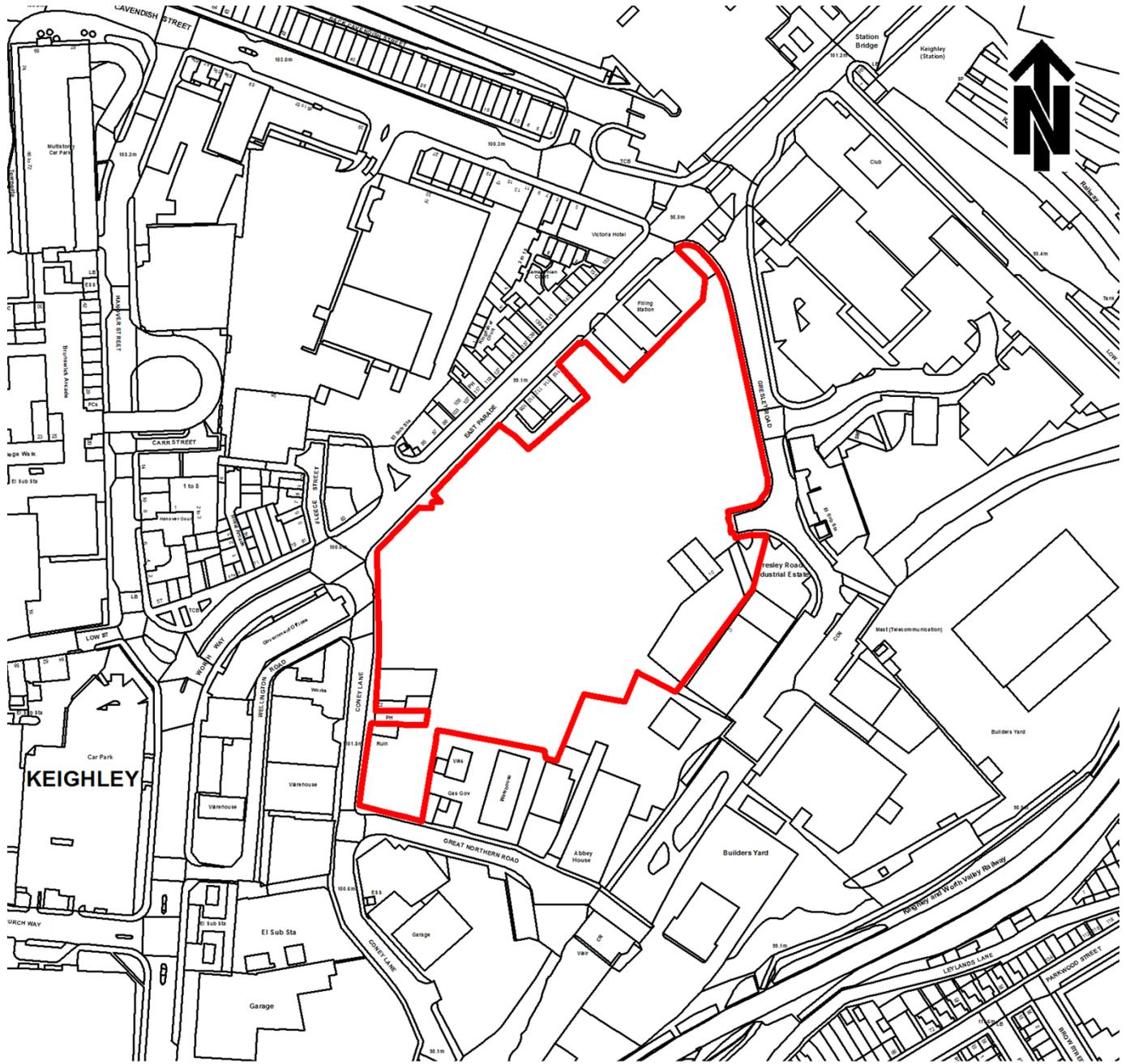
Core Strategy 2017

RUDP 2005

20/00359/MAF



City of
BRADFORD
METROPOLITAN DISTRICT COUNCIL



1:2,500

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**Site Of Former Alexandra Works
Gresley Road
Keighley**

APPENDIX 1

Ward

Keighley Central

Recommendation

To refuse planning permission for the reasons set out in this report.

Application No.

20/00359/MAF

Type of application

Hybrid planning application comprising of full planning for the construction of a retail food store (Use Class A1), together with car parking, landscaping and associated works and outline planning for a retail unit (Use Class A1) and coffee drive-thru (Use Class A3/A5) requesting consideration of access.

Applicant

Aldi Stores Ltd & UAIH Yorkshire Ltd

Agent

Planning Potential

Site Description

The application site measures 4.75 acres in area and is located to the north east of Keighley town centre, c.150m south of Keighley train station.

The north western boundary is bounded by East Parade which consists of primarily retail units and restaurants. Beyond this are a B&M and Sports Direct units, while further north are residential properties and the Sainsburys and Asda superstores.

The north eastern boundary is bounded by Gresley Road from which an Aldi store, Iceland and industrial units are accessed. Further on is Keighley train station, c.150m from the application site. The southern boundary is bound by industrial units which are accessed from Great Northern Road. The railway is directly to the south of these with a mix of residential and small industrial units beyond. The south western boundary is bound by Coney Lane and The Cricketers Arms pub.

Relevant Site History

The application site has been the subject of previous planning permissions including for a retail & leisure development, 11/05268/MAF. This was not implemented and has now expired.

The National Planning Policy Framework (NPPF).

Para. 87 When considering edge of centre and out of centre proposals, preference should be given to accessible sites which are well connected to the town centre. Applicants and local planning authorities should demonstrate flexibility on issues such as format and scale, so that opportunities to utilise suitable town centre or edge of centre sites are fully explored.

Para. 91. Planning policies and decisions should aim to achieve healthy, inclusive and safe places which: a) promote social interaction, including opportunities for meetings between people who might not otherwise come into contact with each other – for example through mixed-use developments, strong neighbourhood centres, street layouts that allow for easy pedestrian and cycle connections within and between neighbourhoods, and

active street frontages; b) are safe and accessible, so that crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion – for example through the use of clear and legible pedestrian routes, and high quality public space, which encourage the active and continual use of public areas; and c) enable and support healthy lifestyles, especially where this would address identified local health and well-being needs – for example through the provision of safe and accessible green infrastructure, sports facilities, local shops, access to healthier food, allotments and layouts that encourage walking and cycling.

Para. 128 Design quality should be considered throughout the evolution and assessment of individual proposals. Early discussion between applicants, the local planning authority and local community about the design and style of emerging schemes is important for clarifying expectations and reconciling local and commercial interests. Applicants should work closely with those affected by their proposals to evolve designs that take account of the views of the community. Applications that can demonstrate early, proactive and effective engagement with the community should be looked on more favourably than those that cannot.

Para. 110. Within this context, applications for development should: a) give priority first to pedestrian and cycle movements, both within the scheme and with neighbouring areas; and second – so far as possible – to facilitating access to high quality public transport, with layouts that maximise the catchment area for bus or other public transport services, and appropriate facilities that encourage public transport use; b) address the needs of people with disabilities and reduced mobility in relation to all modes of transport; c) create places that are safe, secure and attractive – which minimise the scope for conflicts between pedestrians, cyclists and vehicles, avoid unnecessary street clutter, and respond to local character and design standards; d) allow for the efficient delivery of goods, and access by service and emergency vehicles; and e) be designed to enable charging of plug-in and other ultra-low emission vehicles in safe, accessible and convenient locations.

Para.127. Planning policies and decisions should ensure that developments: a) 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; b) are visually attractive as a result of good architecture, layout and appropriate and effective landscaping; c) 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); d) 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; e) 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 39 f) 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 users⁴⁶; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.

Para. 130. Permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions, taking into account any local design standards or style guides in plans or supplementary planning documents. Conversely, where the design of a development accords with clear expectations in plan policies, design should not be used by the decision-maker as a valid reason to object to development. Local planning authorities should also seek to ensure that the quality of approved development is not materially diminished between permission and completion, as a result of changes being made to the

permitted scheme (for example through changes to approved details such as the materials used).

Core Strategy

Strategic Core Policies

Strategic Core Policy 1 (SC1): Overall Approach and Key Spatial Priorities

A. Manage the delivery of development and change to meet the needs of the District to 2030 in order to deliver the Spatial Vision and objectives and achieve sustainable development in line with National Planning Policy Framework and Policy P1.

B. Planning decisions as well as plans, strategies, programmes and investment decisions should seek to:

1. Transform economic, environmental and social conditions of the District, in particular the Regional City of Bradford including Bradford City Centre, Canal Road Corridor and Leeds Bradford Corridor as well as Airedale, and Shipley.
2. Manage and spread the benefits of continued growth of the Bradford economy as part of the Leeds City Region.
3. Enhance the role of Bradford District within the wider Leeds City Region as an important business location with a good supply of labour, housing, services including retail and associated community provision.
4. Optimise the opportunities provided by the close proximity of Leeds Bradford International Airport as an international business gateway for the District and the region.
5. Support, protect and enhance the roles of the Principal Towns of Ilkley, Keighley and Bingley and the Local Growth Centres of Burley in Wharfedale, Menston, Queensbury, Thornton, Silsden and Steeton with Eastburn as hubs for the local economy, housing and community and social infrastructure and encourage diversification of the rural economy of the District.
6. Support the Local Service Centres as defined in Policy SC4 in providing for homes and local services.
7. Protect and enhance the District's environmental resources including areas of international and national importance, such as the South Pennine Moors, the character and qualities of the Districts heritage, landscape and countryside and maximise the contribution they can make to the delivery of wider economic and social objectives.
8. Ensure resilience and become adaptable to environmental threats to the District and minimise the District's exposure to those threats.
9. Avoid increasing flood risk, and manage land and river catchments for flood mitigation, renewable energy generation, biodiversity enhancement and increased tree cover.
10. Ensure that transport management and investment decisions support and help deliver the spatial strategy, in particular sustainable patterns of development, inclusive access to jobs and facilities, and shift to sustainable forms of movement.
11. Ensure that developments are of high quality and well designed and that they contribute to inclusive built and natural environments which protect and enhance local settings, and heritage and reinforce or create a sense of local character and distinctiveness.

Strategic Core Policy SC9: Making Great Places A. Planning decisions as well as plans, development proposals and investment decisions should contribute to creating high quality places, and attractive, cohesive, sustainable settlements through: 1. Understanding the place and wider context, and taking opportunities to improve areas and make them as good as they can be. 2. Being place specific by responding to the District's distinctive features and character, and being appropriate to the local context. 3. Creating a strong sense of place through the design of the buildings, streets and spaces. 4. Providing a well-connected network of attractive routes and spaces that are safe and easy to move around for all members of the community. 5. Designing places which can adapt to changing circumstances and needs, and which will function well over the long term.

Achieving Good Design

Policy DS1 development proposals should contribute to achieving good design and high quality places through –

- A. Taking a holistic, collaborative approach to design putting the quality of the place first.
- B. Being informed by a good understanding of the site/area and its context.
- C. Working with local communities and key stakeholders to develop shared visions for the future of their areas.
- D. Taking opportunities to improve places, including transforming areas which have the potential for change and supporting the regeneration aspirations of the District.
- E. Referring schemes where appropriate to design review and acting on the recommendations of the review.
- F. Taking a comprehensive approach to redevelopment in order to avoid piecemeal development which would compromise wider opportunities and the proper planning of the area.

Policy DS3 development proposals should create a strong sense of place and be appropriate to their context in terms of layout, scale, density, details and materials. In particular designs should:

- A. Respond to the existing positive patterns of development which contribute to the character of the area, or be based on otherwise strong ideas. Innovative and contemporary approaches to design which respond to and complement the local context will be supported.
- B. Retain and integrate existing built features which could contribute to creating a distinctive identity.
- C. Take opportunities to create new public spaces, landmark buildings, landscape features (including street trees), views and public art as an integral part of the design.
- D. Provide variety on larger developments with different character areas and a hierarchy of street types.
- E. Create attractive streetscapes and spaces which are defined and animated by the layout, scale and appearance of the buildings.
- F. Display architectural quality and create original architecture or tailor standard solutions to the site.
- G. Contribute positively to skylines through the roofscape of new development.
- H. Ensure that tall buildings are appropriate to their location, are of high quality design and that they do not detract from key views or heritage assets or create unacceptable local environmental conditions.
- I. Design shop front units which are consistent with the character, scale, quality and materials of the existing façade, building and street scene of which they form part.

Policy DS4: Streets and Movement Plans and development proposals should take the opportunities to encourage people to walk, cycle and use public transport through:

- A. Creating a network of routes which are well overlooked and convenient and easy for all people to understand and move around.
- B. Connecting to existing street and path networks, public transport and places where people want to go in obvious and direct ways, and where necessary improving existing routes and public transport facilities.
- C. Integrating existing footpaths/cycle routes on the site into the development.
- D. Take an approach to highway design which supports the overall character of the place and which encourages people to use streets as social spaces rather than just as routes for traffic movement.
- E. Take a design led approach to car parking so that it supports the street scene and pedestrian environment whilst also being convenient and secure.

RUDP

The application site is identified within an Expansion Area, Worth Way (east) as shown in the RUDP. Under policy CT1, saved until adoption of the Allocations DPD, these areas allow for the growth of the town centre and in particular the amount of potential additional retail floor space forecast for the centre. They also provide the ability for qualitative improvements to facilities in the town centre to take place. These areas have the potential to change during the Plan period. Their designation took account of the need to maintain a compact centre, to keep walking distances to the edge of the primary shopping area to a minimum and to ensure any obstacles to easy and safe pedestrian movement around the expanded centre can be alleviated. The development of these areas for retail and leisure uses and other town centre uses is acceptable provided there are no alternative sites within the centre which are available, suitable and viable.

(There is reference to the highway network and planned highway works, the East Parade/Worth Way relief road. However, there is no current programme for delivery of this highway scheme).

Publicity and Representations

The application was advertised through site notices and in the local press. There have been two letters of objection and 36 letters of support.

Summary of Representations Received

The proposal is for a generic Aldi store which is located in an edge of centre location which turns its back on the town centre, and is located outside the town centre boundary. It is unambitious and bland. The out of centre location is contrary to national planning policy on new retail development without any real justification.

The applicants state the principle of development has been accepted by consent been granted in 2012 on the site for a retail led scheme. However, this consent has now expired and the retail sector has changed significantly since 2012. Many high streets retailers have gone bankrupt since 2012 and town centres, including Keighley and increasingly struggling. The retail scene is now totally different. The proposal would further harm the vitality and viability of Keighley town centre.

Aldi could locate in the former M&S unit, or the Sunwin House on Hanover Street, or the Beales unit which is about to be vacated. This would encourage other retailers to locate in town centre and would encourage linked trips by shoppers visiting Aldi, visiting other retailers in the town centre. The layout of the proposal provides no relationship to the town centre and would not encourage any linked trips. The size of the car park suggests it's a standalone destination, which would be accessed only by car borne trips. The development turns to back to the town centre and is really ill considered and designed. Town centres such as Keighley need to consolidate and adapt to survive and not be threaten by further out of centre development. This proposal would have a further detrimental impact on the vitality town centre. NPPF states new retail development should be located within town centres. The application is not supported by a sequential test and is contrary to the NPPF. The proposal is contrary to aims and objectives of the Airedale Masterplan which includes a regeneration plan for Keighley Town Centre.

The layout/design has no relationship with the town centre and has no frontage onto East Parade. Even if a store was considered to be acceptable in this location, in should provide a frontage and interaction with East Parade, with a rear (not front) parking area, would encourage shoppers to venture into the town centre, particularly if a pedestrian crossing was also provided. The urban design and public realm is poor, the proposal will worsen local traffic and has no benefits. The application site forms part of a larger site which will probably be left undeveloped. If consent is granted, on an improved revised scheme, a

S106 agreement should ensure that the entire site is developed and Aldi construction cannot begin until a contract is signed to develop/ deliver the remainder of the site. I hope Officer and Members of the Planning Committee have the confidence to refuse this application. Development of the site is required, but not at any cost, particularly when it is of a poor design, and when it will further harm the role and function of Keighley Town centre by further diverting trade away from it. The town centre deserves better quality than this.

Aldi conducted a PR exercise to gain support for the proposal, but I'm sure an in centre new Aldi store would gain even further support. It is really depressing that this application been devised as it's a throwback to poor 1980's retail development, which killed many high streets.

The other letter of objection is submitted on behalf of a supermarket operator and concerns issues around traffic generation, types of trip and congestion in Keighley.

The letters of support comment on wider choice for residents; improving the appearance of the site; increased job opportunities.

Consultations

Urban Design

Opportunity for Keighley

This is a large site in a sustainable location next to the town centre and the train station. It represents the opportunity to create a lasting, positive legacy for Keighley. It is noted that the site has laid vacant for a number of years and there is no doubt a strong wish locally for it to be put back into use. However, it shouldn't be any development at any cost.

Keighley has a very strong and distinct character but it has been weakened over the years by out of town type development within and on the edge of the town centre. This proposal would represent more of the same, it would erode the town centre still further instead of enhancing it and supporting it, and it wouldn't help to restore Keighley as a great place which people choose to live, work, shop, spend time and visit.

Currently it is not considered that the scheme takes the opportunities available to improve the character and quality of the area and the way it functions. Therefore, it is not in accordance with NPPF paragraph 130 and Core Strategy policies SC9 and DS1.

Local context

The applicant's Design & Access Statement provides no proper analysis of the site and local context, it just gives a brief description of adjacent uses and some photos showing viewpoints. There is no commentary or identification of any positive qualities which the design could respond to, or negative things which it could improve. It's almost as if it starts with a blank piece of paper and the result is a quite generic retail park type development.

The existing form of development on East Parade is defined by a strong, continuous line of buildings which have entrances, shop displays and windows facing the street, the buildings animate the edge of this route as you would expect in a town centre. The proposed design doesn't respond to this.

There is no evidence that the design has been informed by an understanding of the site/area, that it responds to existing positive patterns, which contribute to local character. Therefore, it is not considered to be in accordance with Core Strategy policies SC1, SC9, DS1 and DS3, NPPF paragraph 127.

Identity

As stated above the design would not respond to the existing pattern of development on East Parade, in terms of buildings which face onto and define the edge of the street. The only buildings proposed here would be the rear elevations of the drive through coffee shop, separated from the street by a loop road and two small retail units. This arrangement would fail to provide an attractive, coherent frontage to this important route through the town or to integrate the existing row of shops.

There are similar problems elsewhere on the scheme. The junction of East Parade with Coney Lane (which forms a key approach from the town centre is now characterised by a rather weak, small area of public realm, side elevations of retail units and car parking. This extends onto Coney Lane where the Cricketers Arms would stand isolated between a long blank side elevation and a carpark. On Gresley Road the street frontage would be car parking and limited edge of landscaping. None of this would help to create proper streets with a strong identity, that could add to the quality of the town centre.

Regarding the building design, the only details at this stage are for the Aldi store. This includes large areas of glazing, a pitched roof with an oversailing canopy, areas of stonework, columns and plinths, and anthracite grey metal cladding which could be an appropriate colour for this location (though it's perhaps used a little too extensively on primary elevations). The main objection to this building is its position – sited at the back of the site rather than alongside a street – and it's poor setting within a large area of surface car parking where any contribution it could have had to the wider townscape will be lost.

It is not considered that the design and layout of the buildings, streets and spaces will create attractive streetscapes, a strong sense of place and a positive identity which could enhance the town centre. Therefore, the scheme is not in accordance with policies SC9 and DS3 in the Core Strategy, paragraph 127 in the NPPF.

Movement and connectivity

The following observations are made:

- The scheme is designed primarily around the car – the main shopping units are set back from the town centre behind a surface level car park.
- The pedestrian routes through the car park follow an indirect line and are unattractive being squeezed between rows of parking spaces. They also involve numerous crossings over the vehicle circulation loops, constantly bringing the potential for conflict between pedestrians and cars.
- The way the scheme relates to existing streets doesn't encourage people to use them as social spaces. East Parade for instance is lined by rear elevations and on one stretch pedestrians will be sandwiched between the main carriageway and the access to the drive through coffee shop – it won't be an attractive place to be.
- The scheme doesn't address how pedestrians will move between the scheme and the town centre. Connectivity appears to be very poor and appears to rely on the existing crossing point over East Parade in front of the Sainsbury's filling station which is unsatisfactory. By comparison it is noted that the approved 2011 scheme had 3 new crossing points over East Parade (including an improved crossing at the junction of East Parade/Cavendish Street/Gresley Road).
- The phased nature of the scheme means that pedestrian routes to the Aldi store from the western side will not be put in place until the outline part of the application is delivered meaning much longer journeys for those on foot coming from that direction in the meantime.

Based on the above it is not considered that the design and layout of the scheme gives priority to pedestrians, it would not provide a network of attractive, direct and convenient

routes, it would not help to enhance East Parade (and other existing streets) as places for people, and it would fail to provide good quality connections to the town centre. Therefore, it is not in accordance with policies SC9 and DS4 in the Core Strategy, paragraph 110 in the NPPF.

Efficient use of the site

This is a large site, nearly 2 hectares (or 5 acres) in size, on the edge of the town centre. The scheme would provide 2 relatively large retail units, 2 small retail pods and 1 drive through coffee shop. Around half of the site, possibly more, is given over to surface level car parking and vehicle access and very little in the way of meaningful public space is provided.

It is not considered that this optimises the potential of the site in terms of density of development, an appropriate mix of development and open space, or providing a compact form of development which can help to reduce dependency on the car. Therefore, it is not in accordance with paragraph 127 in the NPPF.

Car Parking

The scheme is designed around a large surface car park which would dominate the development, as well as the street and the pedestrian environment, both on the site and alongside it. Minimal landscaping is provided on some left over strips of land around the edges of the car park and there is some limited tree planting within it.

It is not considered that the car parking is well designed and sensitively integrated within the development and therefore it is not in accordance with policies TR2 and DS4 in the Core Strategy.

Healthy and inclusive places

The scheme does not create attractive streets/routes with active building frontages which are well connected into the wider town. Nor does it create any high quality public space. An area of public space is provided at the pedestrian entrance off East Parade but it is not clear what function it is intended to have, located between the rear of the filling station and the side of the existing row of shops in front of the car park.

Overall this feels like a place which is designed around getting people into and out of it by car and, in the case of the coffee shop, driving through it. It's not a place that would encourage people to dwell and spend time in public areas, that facilitates linked trips with other destinations in the town centre.

This form of development is not considered to be acceptable in a town centre and therefore it is not in accordance with policies DS3 and DS5 (and emerging policy SC10) in the Core Strategy, paragraphs 91 and 127 in the NPPF.

Landscape Design

Documentation supplied as part of the planning application draws a comparison between the proposed appearance of the site and the existing appearance. This is an unfair comparison as it has never been anyone's intention to leave the site undeveloped and unmaintained for a long period of time. For obvious reasons it would be very easy to develop the site with something that will be more positive than its current neglected state. However, it would be equally easy to replace the current hoardings and empty site with something that contributes nothing to the sense of place.

A fairer benchmark comparison would be to develop the site with something that fits within the urban character at least as effectively as the site prior to any demolition having taken place. It is also fair to compare this proposal with the approved 2011 planning application

for the site which, although it did not proceed to construction, did demonstrate an appropriate design response to the development of this important edge of town centre site.

Much of the emphasis of the 2011 proposal was on creating active frontage along East Parade which would have maintained the predominant character comprising retail frontage opening directly out onto the pavement. This character is evident across the other side of East Parade and also in the vicinity of the restaurant and in the way the Cricketers Arms Public House relates to Coney Lane.

Replacing the active frontage along East Parade in the current proposal is the elevation of the coffee drive-through and queueing vehicles looping between the façade and the street. A drive-through which would be extremely damaging to the urban character of this key gateway into the heart of the pedestrian shopping area. Views down Low Street from anywhere east of the entrance to the market would extend down to the proposed drive-through. This constitutes a significant negative visual impact, with the potential to take attention away from the urban fabric that gives Keighley town centre a sense of place.

It would be appropriate to design the site with either the Aldi store or the other large retail unit fronting onto East Parade. The building frontage should address the street with active frontage at an appropriate scale. There are a number of ways of creating active frontage onto East Parade that could be considered and a pedestrian thoroughfare that provides direct access into the site from the corner of East Parade and Coney Lane should be part of this. Such an approach would not be new, as there are examples in other parts of the country where Aldi supermarkets in similar town centre or edge of town centre positions have been placed fronting the street with car parking behind the store. The existing Asda supermarket in Keighley has been designed with positive frontage and an entrance direct onto Bradford Road opposite the railway station. The existing Morrisons supermarket was designed with active frontage directly onto Church Way and with the building close to the market and Low Street. The same reasoning should apply to the built form on this site.

It would be much more appropriate to site the drive-through coffee shop near to the vehicular site entrance on Gresley Road. This would also mean that customers would not need to drive right through the entire car park.

The proposal ignores the presence of the public house, The Cricketers Arms. The blank side elevation of the retail unit that is the subject of outline planning permission has been placed next to the pub as frontage to Coney Lane. Coney Lane should not be fronted by bland built form that is not accessible from the street, and placing such negative frontage there would simply clash with the intimacy of the pub and its close relationship with the street.

The provision of pedestrian connectivity across the site and between the site and the rest of the town should be treated with greater importance. I note that one of the most important points of pedestrian access to the site is on the corner of Coney Lane and East Parade which is within the outline plan area. I do not believe that the proposal is appropriate in this respect, and there should be much more direct entry to the retail offering on this corner of the site, not a car-dodging walk across the car park for those who wish to walk between the shops on Low Street and Aldi or other retail offering.

Pedestrian access to the site along the path that is behind the Sainsbury's Petrol Station passes by a pleasant landscaped strip with trees but it is not a direct route to the store. Soft planting on corners may get walked on as people short-cut across it. The need for pedestrians to walk in a 'zig-zag' fashion between cars through a car park should be avoided if at all possible. It is well documented that, in general, pedestrians will take what

they perceive to be the shortest route between places, and this is likely to override the presence of 'walkways' through the car park if they are not direct. The provision of direct shortest distance walkways would be the best way to avoid conflict between pedestrians and vehicles.

One of the 3D visualisations of the store shown in Section 7.0 of the Planning and Retail Statement is misleading. It shows what appears to be a large lawned area in the foreground with a relatively small car park in front of the store. This visualisation may represent the building accurately but it does not represent proposals for the landscape setting of the building.

In conclusion would urge the developer to reconsider the layout of the site and in particular the relationship between the buildings, the car parking, the soft landscaped areas, and how these elements relate to the character of Keighley beyond the site. The proposal for a drive-through coffee shop in a showpiece position on East Parade is wholly inappropriate and would be particularly damaging to the character of the street. In its present form the proposal should not be given planning permission as it does not accord with Local Plan Design Policy.

Lead Local Flood Authority

The following comments with reference to the Flood Risk Assessment, B1282 Aldi, Keighley, Ref: B1282-C-RP-0001, Rev: 00, dated 21/02/2020.

Fluvial Flood Risk: The source of flooding is the river Worth, which is Main River at this location, hence the Environment Agency should be consulted. The developer is proposing to set FFLs at 98.70m AOD and this will need to be conditioned, if this is acceptable to the EA.

The surface water flood map indicates that part of the site could potentially be impacted, but if the floor levels of the food store and drive thru are raised above the external ground levels by a sufficient margin, this should be acceptable.

Surface Water Drainage Strategy: Section 3.6 states that the existing drainage system is understood to discharge to the public sewers running along East Parade and Gresley Road and the rest of the surface water discharges into the River Worth. There currently does not appear to be any form of flow controls or attenuation on the existing drainage system.

Ideally, the surface water drainage principles (ie maximum discharge rate(s) and point(s) of connection) should be agreed, prior to the application being determined, but given what is being proposed I am satisfied that the surface water drainage details can be conditioned. We will expect the surface water drainage hierarchy to be observed and the peak surface water discharge rate, post-development, will need to be reduced by 30%.

The existing runoff will be assessed as 140L/s/ha for impermeable areas which are positively drained, off-site, otherwise greenfield runoff rates will apply. The developer will need to carry out a survey of the existing drainage system(s) and provide supporting CCTV to accompany their assessment of existing runoff.

Trees

Trees Team has no objections but tree planting and species could be improved by increasing numbers and better species choice, with less emphasis on ornamental varieties.

Environmental Health (Pollution)

For the purpose of the Bradford and WYLES planning guidance this is a medium development. This classification is based on the size of the proposed development and the additional AADT traffic flow it is expected to create (as detailed in the air quality impact assessment submitted by the applicant).

Under the provisions of the LES planning guidance medium developments are required to provide Type 1 and 2 emission mitigation as follows:

Type 1 Mitigation

- Provision of electric vehicles charging facilities at the rates set out in the WYLES planning guidance.
- Adherence to the IAQM Guidance on the Control of Dust and Emissions from Construction and Demolition during all demolition, site preparation and construction activities at the site.

Type 2 Mitigation

- Inclusion in the Travel Plan of mitigation measures that will discourage the use of high emission vehicles and facilitate the uptake of low emission vehicles.

Exposure assessment

Whilst there would be some exposure to air pollutants by members of the public using the proposed facilities this will only be short term. As there are no concerns about compliance with short term air quality objectives in this location an air quality exposure assessment is not required.

Air quality impact assessment

The applicant has submitted an air quality impact assessment for the proposal which considers the predicted increase in pollutant concentrations as a result of the development being operational by 2025. As expected for a development of this size the impacts have been predicted to be negligible and unlikely to result in any new exceedance of air quality objectives at relevant receptor points with the immediate vicinity.

Type 1 mitigation

The application indicates that EV charging is to be provided on the site but there is limited detail regarding the type and capacity of these charging units. As there are a total of 250 parking spaces across the entire site (145 Aldi store, 105 retail unit / coffee shop) the equivalent of 12 (16A, 3.5kW) mode 3 type 2 car parking bays (5% of the total parking bays) should be provided with operational EV charging points from the opening date of the development. A further 5% of spaces should be provided with enabling ducting to allow easy addition of further charging points as demand increases.

The minimum requirement for the Aldi store alone (based on 145 spaces) will be equivalent of 7 (16A, 3.5kW) mode 3 type 2 parking bays at opening and enabling ducting in a further 7 spaces. The current plans show only 4 operational EV charging points and 4 reserved spaces on the Aldi proposal but the quality of these charging points is currently unknown (see comments below regarding flexibility around fast and rapid charge provision).

Due to the expected relatively short dwell time of visitors to this site it is recommended that the minimum standard for charging points adopted on this site should be fast (32A, 7-

23KW) or Rapid (43kW+). Where Fast (32A, 7-23KW) or Rapid(43kW+) charging points are to be provided (along with restrictions on how long vehicles are allowed to park in charging bays) a smaller % number of EV parking bays may be acceptable subject to agreement with the council.

Environmental Health (Nuisance)

The Environmental Noise Impact Assessment and Acoustic Consultancy Report reference ADT/2983 ENIA submitted as part of the application, provides a detailed noise assessment of the proposal.

From the information provided within the Report, satisfied that the proposal will not have a detrimental impact on the occupiers of nearby residential properties.

Therefore, no objections to raise.

Highways Development Control

The applicant has submitted further information addressing the concerns raised previously regarding traffic generation, pedestrian connections with the town centre and a second site access from Coney Lane.

The applicant has agreed to provide a signalised crossing facility on East Parade to link the site with the town centre. This should be located close to Coney Lane to provide a connection to pedestrian routes to Cavendish Court and to Hannover Court via Royal Arcade. This would need to be implemented through a S278 agreement.

The applicant has also demonstrated that a second site access from Coney Lane is not feasible due to levels difference between the site and the highway.

No further objections to raise on the proposed development in highway terms.

Summary of Main Issues

Principle of development

Design & Layout

Highways

Appraisal

Principle of development

The application site is located within an Expansion Area, as identified in the RUDP. Retail uses are acceptable in Expansion Areas on the basis that there are no alternative sites, within the centre, which are available, suitable and viable. Whilst the applicant has not put forward details of any alternative sites that have been considered, the Aldi store would be a replacement for the existing Aldi on the opposite side of Gresley Road. (It is noted that the existing Aldi is located outside of the town centre, as defined by the RUDP).

In view of the 2011 permission granted for mixed-use development, including retail, this is considered a factor in assessing the current application. The fact that there has been no material change in circumstances results in the principle of retail development being acceptable.

Design & Layout

The application site has been vacant for several years following the demolition of the former works at the site. The site is seen when entering and leaving Keighley town centre, on the A6035. Whilst the application site is outside of the main shopping area, it is in close proximity to that area and a number of retail and commercial uses are sited along East Parade, to the western side of the application site. The redevelopment of the site would be

welcomed in improving the appearance of the site and the perception of Keighley. However, it is crucial that any redevelopment of the site responds to both its key location and relationship with the town centre.

The applicant submitted a pre-application enquiry in 2019. The advice provided by officers was that any scheme would have to be designed to ensure the development integrated with the town centre and did not appear unrelated to the town centre. This includes the ability for the development to be attractive for shoppers visiting the town centre, including visiting the existing town centre and this site in a single journey on foot. Creating a development with high reliance on car access rather than 'on foot' trips is not considered to meet the objectives of an integrated town centre development. There would also need to be further consideration of the proposed drive-through facility and its presence within the street scene.

Whilst it is accepted there are challenges with the site, development should respond appropriately. The approach is seen as reflective of a retail park, which would fail to relate to the town centre and its environs. (The applicant was advised that any proposal would benefit from being referred for design review. The applicant declined to undergo a design review). Unfortunately, the current application has not addressed the issues outlined.

The planning application seeks full permission for the Aldi retail unit and parking, with outline permission sought for the retail unit, retail 'pod' and drive-thru coffee unit. Only the siting of the Aldi unit would be confirmed by the application. The Aldi unit would be located at the furthest point from East Parade within the application site. As such, the proposed development provides no presence or enclosure to East Parade. Views from East Parade would be of several rows of car parking with the Aldi unit some distance away. The applicant was asked to consider siting the Aldi unit on the East Parade frontage, to improve physical and visual connections between the town centre and the application site. The applicant has maintained its choice of siting the building to the eastern boundary.

In respect of the design of the Aldi unit, the building is considered to be of a generic design, not designed to reflect its location in Keighley. The design follows that of a number of Aldi stores built in recent years. Other than the introduction of natural stone on some elevations, the building would appear generic, adding little to the townscape of Keighley. Its front elevation, facing East Parade, comprises the corner of the glazed entrance, with some glazing to the principal elevation and cladding. It is not made apparent whether the glazing, other than the entrance would provide views into the store or be blank glazing panels.

Both the siting and design of the retail unit are not considered to take the opportunity to enhance this important site failing to achieve good design contrary to policy DS1 of the Core Strategy and national planning policy (NPPF) advice on achieving quality design set out earlier in this report.

The hybrid application, part-full and part-outline, splits the application site into two. The outline element includes the site frontage to East Parade and the East Parade/Coney Lane junction. It is at this frontage where the concerns on layout are. By including this part of the application site in the outline element, no details are shown or part of the application. The indicative dwg, shows the coffee drive-thru and retail 'pod'. It is along this part of the frontage that connection to and from the town centre is considered vital. If the proposed development is to link with the town centre, routes including those to Cavendish Court and Hannover Court via Royal Arcade should be delivered. The only pedestrian linkage between the application site and East Parade would be route between the petrol filling station and a building occupied by restaurants/commercial units. The lack of details does not provide the surety that these linkages would be provided and the lack of

connectivity with the town centre is poorly considered, contrary to policy DS4 of the Core Strategy.

In conclusion, the proposed development would be an incremental development on a relatively large vacant site in Keighley. The full element of the application does not provide the high quality scheme that would be sought at this key site. Neither the design of the retail unit, nor the layout of the development site respond to the context in a way that demonstrates that the development would improve the character and quality of the area and the way it functions, contrary to para. 130 of the NPPF.

Highways

Following the objection submitted on behalf of a supermarket operator, the highways submissions have been considered by Highways Development Control. The response from Highways DC is that there are no objections to the proposed development in highway terms.

Options

The Committee can refuse the application as recommended, or approve the application. If the application is approved, reasons for approval based on material planning grounds and with reference to adopted Council planning policy and or national planning policies would have to be given.

Reasons for Refusal

1 The proposed development would be unacceptable by reason of poor design, failing to respond to or improve the character of the area by reason of lacking the architectural quality required at this key town centres site, contrary to para. 127 & para.130 of the NPPF and policies SC9, DS1 & DS3 of the Core Strategy.

2. The proposed design and layout of the scheme would not provide a network of attractive, direct and convenient pedestrian routes, failing to enhance East Parade (and other existing streets) and it would fail to provide appropriate connections to the town centre, contrary to policies SC9 and DS4 in the Core Strategy, paragraph 110 in the NPPF.