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1. INTRODUCTION

- 1.1 This baseline study explores the current situation (as of July 2005) in respect of Planning issues relating to the Saltaire World Heritage Site. Particular emphasis is given to the existing Policy position, Nationally, Regionally and Locally.
- 1.2 World Heritage Sites are defined under the World Heritage Convention (adopted by UNESCO in 1972 and ratified by the UK in 19984). The Convention provides for the identification, protection, conservation and presentation of cultural and natural sites of outstanding universal value.
- 1.3 The World Heritage Site boundary is drawn around Saltaire and sits within a slightly larger Conservation Area boundary. In addition, owing to the status of the Site there is a 'buffer zone' extending to the surrounding area and a wider 'zone of visual influence' that incorporates more distant views to and from Saltaire.
- 1.4 There are a number of land uses within Saltaire, associated with a village location. Whilst it has not been possible to quantify the proportion of one land use to another, it is considered sufficient to identify the specific land uses in terms of the one that is dominant as identified in the Town and Country Planning (Use Classes) Order 1987, as amended ("UCO"). From this we can identify the most appropriate forms of development that might be considered to continue the vibrancy of the area as a whole.
- 1.5 For the purposes of this baseline, the study area includes the whole of the land within the Conservation Area boundary, together with those land uses that have potential for the greatest impact in terms of future land allocations and/or planning applications. The wider visual context is considered where there are obvious implications from potential future allocations/development pressures.

2. THE SITE

- 2.1 The village of Saltaire lies to the north of Bradford and approximately 4 miles north west of Shipley town centre. Access to Saltaire is via the A657 (Saltaire Road) from Leeds and the north (via the A6038, Otley Road); and the A650 (Bingley Road) from Bradford, to the south and Bingley, to the west.
- 2.2 Saltaire is bisected by the Keighley – Bradford railway line. There are three relatively distinctive areas within the boundary of the World Heritage Site, corresponding to the main Mill range to the north east of the Site; area of Public Open Space, to the north west (principally to the north of the Leeds/Liverpool Canal); and the main area of the village, in the south west. The Mill and Public Open Space areas lie to the north of the railway line with the village itself lying to the south.
- 2.3 For the purposes of this report, Saltaire is considered to offer four distinct land uses. These are: residential, commercial, institutions and leisure.
- 2.4 The main area of residential use lies to the south west of the Mill complex, south of the Keighley/Bradford railway line. It is constructed on a fairly regimented grid pattern, having three principal east-west aligned roads (Caroline Street, Titus Street and the A657 Saltaire Road) and a number of north-south oriented streets. There are approximately 758 individual dwellinghouses (including approximately 8 units to the north of the railway line). There is one detached properties in Saltaire. The majority of units are through terrace, with larger properties on Victoria Road, Albert Road and George Street. Following a site visit (made on 28 June 2005) dwelling occupancy appears relatively high, with only a small number of Estate Agency boards visible throughout the village.
- 2.5 Commercial uses are present in two distinct forms. First there are a number of retail and business uses along Victoria Road, Gordon Terrace, which forms the frontage to the A650 Bingley Road and lies within the World Heritage Site boundary, along the A657 Saltaire Road and at individual locations within the

Site. Secondly, there are a number of commercial applications within Salt's Mill.

2.6 Commercial uses can be separated, according to the provisions of the UCO into the following Classes:

- A1 – This includes shops for retail of goods to the public, including shops, post offices, travel agencies, funeral directors and undertakers, domestic hire shops, dry cleaners, sandwich bars (for sale of cold food consumed off the premises) and internet cafes;
- A2 – Financial and professional services, including banks, building societies, bureaux de change, professional services (other than health or medical services), estate agents and employment agencies and betting shops;
- A3 – Restaurants and Cafes for the sale of food for consumption on the premises.
- A4 – Drinking establishments including public houses, wine bars and any other drinking establishment;
- A5 – Hot food takeaway for the sale of hot food for consumption off the premises;
- B1 – Business. Uses include offices (other than in A2), research and development (including laboratories and studios) and light industry;
- B2 – General industrial other than uses in B1; and
- B8 – Storage and distribution, including wholesale warehouses, distribution centres and repositories;

2.7 The commercial uses within the World Heritage Site boundary are identified in Table 1 at the end of this appendix.

2.8 A number of properties within Saltaire are considered to be for institutional uses. There are two identified use classes for institutions. These are:

- D1 – Non-residential institutions. These are identified as medical and health services, including clinics and health centres, crèches, day nursery and day centres and consulting rooms (not attached to a dwelling house). Also included in this class are museums, public libraries, art galleries, exhibition halls, non-residential education and training centres, places of worship, religious instruction and church halls.

- D2 – Assembly and Leisure – included in this class are cinemas, dance and concert halls, sports halls, swimming baths, skating rinks, gymnasiums, bingo halls and casinos and other indoor and outdoor sports and leisure uses (except involving motorised vehicles or firearms).
- 2.9 Institutional uses are identified in Table 2 at the end of this appendix.
- 2.10 Leisure uses are provided in Saltaire by areas of Public Open Space and informal open space (e.g. space around buildings that are available to the general public).
- 2.11 The major leisure provision within the World Heritage Site boundary is provided by Roberts Park, to the north of the river Aire. This is a formal municipal park setting with laid paths and large grassed areas, which was part of the original plan for the village, dating back to 1871. In addition to Roberts Park, the towing path on the north side of the Leeds/Liverpool Canal provides an important amenity space.
- 2.12 Owing to the nature of the original construction of Saltaire, there is relatively little provision in terms of open space or leisure areas within the residential area. Alexandra Square, at the Bingley Road end of Victoria Road, provides a garden area, the setting for the original almshouses. The only other open space is on Caroline Street and was the location of the wash and bath house. This was demolished in the 1940's and is now a relatively unattractive area of hardstanding.
- 2.13 Informal areas of open space include the land around the United Reform Church (see Table 2), the garden areas to the front of the Victoria Hall and Institute and Shipley College on Victoria Road.
- 2.14 The remaining 'leisure' space at Saltaire is provided by allotment gardens. These lie opposite Salt's Mill to the north of Caroline Street and east of Victoria Road. Whilst these are not areas of public open space, they provide a valuable amenity to the otherwise homogenous nature of Saltaire.
- 2.15 In addition to the current land uses at Saltaire, there are a number of planning applications that are in the process of being determined. There are also extant planning permissions that have yet to be implemented, either as outline permissions that are awaiting the submission/approval of reserved matters, or detailed planning permissions that have not yet started on site.

2.16 The merits of either existing permissions or applications awaiting determination, in terms of the impact on the World Heritage Site, are not considered to be material in respect of formulating an Environmental Capacity Study for the area. Whilst it is not possible to retrospectively impose design considerations on planning permissions, any applications yet to be determined will be considered in light of their impact on the Conservation Area and Listed Buildings where relevant. More importantly their affect on the World Heritage Site, which is considered to have a much more sensitive and wider visual envelope than the Conservation Area, should be considered as a material consideration in relation to design and visual impact.

3. POLICIES

- 3.1 Planning policy is provided at National, Regional and Local levels. National planning policy is generally provided through Planning Policy Guidance Notes (“PPG”). Recent changes to the planning system, with the enactment of the Planning and Compulsory Purchase Act 2004 (“PCPA”), have led to the production of Planning Policy Statements (“PPS”). Regional planning policy provides the strategic planning context. It is contained within Regional Planning Guidance for Yorkshire and the Humber to 2016 (“RPG12”). Local planning policy deals with specific issues relating to development and land use. Local Policy is provided by the City of Bradford Metropolitan District Council Unitary Development Plan (“UDP”).
- 3.2 In addition to the core policy documents, identified in 3.1 above, there are a number of Supplementary Planning Documents that relate specifically to the special case of Saltaire. These include the latest Conservation Area Statement and the Saltaire Management Plan.

National Planning Policy

- 3.3 National planning policy reflects the Governments commitments to securing the objectives of providing sustainable development. Thus development of previously developed land, within an urban context and close to services and transport modes other than the private car, is considered preferable to development of greenfield land, outside the urban environment. The fundamental principle of delivering sustainable development enshrines all levels of planning policy.
- 3.4 The most relevant document in terms of National planning policy to land uses and planning at Saltaire is PPG15: Planning and the Historic Environment. PPG15 provides the Government policies for the identification and protection of historic buildings, Conservation Areas and all elements of the historic environment, including World Heritage Sites. It draws on the legislative framework provided by the Town and Country Planning Act 1990 (“TCPA”)

and the Planning (listed Buildings and Conservation Areas) Act 1990 (“LBCA”).

- 3.5 Local Authorities are required to ensure adequate protection of the historic environment through their development plans. The provision of effective and imaginative policies in development plans can reduce risk to the historic environment and assist in the contribution to the wider community.
- 3.6 World Heritage Site status does not confer additional protection of the historic environment above and beyond the normal controls over development affecting Listed Buildings or Conservation Areas. It is considered, however, to be an important material consideration to be taken into account when determining Planning Permission or Listed Building Consent applications.
- 3.7 PPG15 recognises that the best way to ensure the continued survival and upkeep of Listed Buildings (and, by extrapolation, the historic environment in general) is to keep them in active use. Whilst the use for which a building was originally designed is the obvious and logical choice, the need for this use may have ceased. Therefore, by ‘active’ use the guidance recognises that this will generally mean economically viable use. The potential use of a Listed Building is a material consideration when determining any application for its redevelopment.
- 3.8 Conservation Areas are designated for their special architectural or historic interest, the character or appearance of which it is desirable to maintain or enhance. Conservation Areas are considered on the merits of group value rather than individual historic or architectural interest. They are not designated in isolation, but in the context of surrounding land uses. Not only is the layout and mixture of uses important in determining character, so are views both from outside the Conservation Area looking towards it, but also from inside the Conservation Area looking out. It has been held that Conservation Area issues are a material consideration when determining applications for development outside the area, but having an impact on it.
- 3.9 Local Planning Authorities have the ability to exercise greater control over development in Conservation Areas. There is a requirement to seek consent for demolition in Conservation Areas. Local Authorities may also remove permitted development rights in Conservation Areas by issuing Article 4 Directions.

Regional Planning Policy

- 3.10 Regional Planning Guidance (RPG) translates National planning policy into more regionally specific objectives. The relevant guidance covering Saltaire is provided by Regional Planning Guidance for Yorkshire and the Humber to 2016 (“RPG12”) which was published in October 2001. RPG12 outlines the strategic development objectives in the region up to 2016 and establishes the spatial framework for the preparation of Development Plans in the region. The relevant policy considerations in RPG12 are identified below.
- 3.11 In addition, the Regional Assembly for Yorkshire and the Humber (“RAYH”) are in the early stages of preparation of the Regional Spatial Strategy (“RSS”) in line with the PCPA. No formal detailed policies have yet been produced for the RSS. Notwithstanding this the RAYH have been directed by the Secretary of State to adopt the current RPG12 as RSS.
- 3.12 RPG12 supports the principal aims of a sustainable development framework, high levels of economic growth and accessibility to jobs and services, whilst protecting and enhancing the natural and built environment. It identifies the Built and Natural Environment as having a major part to play in policy formulation, particularly in relation to sustainability, settlement pattern and rural development.
- 3.13 In terms of the built historic environment, Policy N2 is relevant. It provides that Local Authorities should include policies for the enhancement and/or preservation of the historic environment. In addition to nationally and internationally designated sites and areas, RPG12 seeks for Local Authorities to “*ensure that new development reflects the need for good design (...) and respects or enhances local character and distinctiveness and does not detract from the historic environment of the region*”. Saltaire is specifically identified as being under consideration for World Heritage Site status. Since the adoption of RPG12 the region now has two identified World Heritage Sites.
- 3.14 In terms of the UK, Yorkshire and the Humber has a significant proportion of the national cultural heritage resource. This is identified as follows:
- 9% of the nation’s World Heritage Sites;
 - 8% of the nation’s Listed Buildings;
 - 12% of the nation’s Scheduled Ancient Monuments; and

- 9% of the nation's Conservation Areas

3.15 It is clear, from these statistics that Saltaire is extremely valuable in terms of contributing to the region's important cultural heritage.

The Replacement Unitary Development Plan (RUDP)

3.16 The RUDP was adopted in October 2005 and it is the statutory development for the Site. In addition to the RUDP, there are also a number of Supplementary Planning documents that relate to Saltaire. These include the Saltaire Management Plan (January 2005) and the Saltaire Conservation Area Assessment (March 2004). These have been consulted and, where relevant, included in this report.

3.17 The Proposals Map for the Site is more detailed in respect of land allocations for Saltaire than the previous UDP Proposals Map. It identifies a number of uses, which fall into six main categories. These are:

Conservation/Heritage

- World Heritage Site – policy S/BH14
- World Heritage Site Buffer Zone – policy S/BH14
- Conservation Area – policy BH7
- Historic Parks and Gardens – BH16

Environment

- Green Belt – policy GB1
- Site of Ecological or Geological Importance – policy NE9

Amenity Open Space

- Recreation Open Space – policy OS2
- Allotments – policy OS6
- Playing Fields – policy OS3

Transport

- Transport Corridors – policy D10

- Bus Priority Network – policy TM6

Employment

- Mixed Use Area – policy UR7

Water Environment

- Washlands – policy NR16

- 3.18 Since Saltaire was inscribed as a World Heritage Site, the RUDP provides specific policy (S/BH14) in relation to it. Policy S/BH14 states:

There will be a presumption in favour of the preservation of the World Heritage Site and its setting. Development which would adversely affect the character, appearance, setting or views into or out of the proposed world heritage site will not be permitted. Therefore:

- 1 *Within the boundary of the proposed world heritage site, as defined on the proposals map, applicants will be required to demonstrate that full account has been taken of the impact of their proposals upon the world heritage site and its setting and that their scheme will have no adverse affect upon it.*
- 2 *Within the buffer zone, as defined on the proposals map, development which would be likely to adversely affect views into or out of the world heritage site will only be permitted where a suitable program of mitigation is proposed as part of the application.*

- 3.19 Protection from inappropriate development is extended to a relatively substantial area, defined on the Proposals Map as the World Heritage Site Buffer Zone. The Buffer Zone includes a substantial area of land including Shipley town centre, the largely residential area to the north (including Green Belt up onto Baildon Moor) and the employment/Industrial developments along the Aire immediately to the north east of the Site.

- 3.20 The Conservation Area boundary conforms largely to the World Heritage Site boundary with three notable exceptions. These are the area around the former Tram Sheds to the south west of the site, the Shipley college site east of the Victoria Hall and Institute and the building immediately to the east of Salt's Mill. The new policy expands on the adopted UDP, whilst retaining the

intentions of National Planning Policy, in that it identifies infill development proposals being acceptable if of the highest quality design whilst retaining respect for the setting and historic value of the Conservation Area.

- 3.21 Roberts Park is identified as a Grade II registered park on the English Heritage Register of Parks and Gardens of Special Historic Interest in England (reference: GD 2233). Development will only be permitted where there will be no loss of features considered integral to the special character or appearance; the enjoyment of the park, layout, design, character, appearance or setting will not be adversely affected; there is an agreed management plan.
- 3.22 Policy GB1 reflects National Planning Policy in that only development relating to agriculture and forestry, essential facilities for outdoor sport and recreation, cemeteries and uses that preserve the openness of the Green Belt or the purposes of including land in it are deemed suitable.
- 3.23 The Leeds/Liverpool Canal is a SEGI. Development affecting SEGI must justify their impact on the designation and outweigh the need to safeguard nature conservation value. Mitigation measures may, in some cases, be appropriate.
- 3.24 Roberts Park is further allocated under policy OS2 as an area of Recreation Open Space. Development will not be permitted where there will be a resultant loss in availability of recreation space locally or where suitable alternative provision is made locally. In any event there should be no loss of provision, quantity or quality of open space, loss of the recreation function or adverse impact on the character and appearance of the open space.
- 3.25 There are three areas in or around the World Heritage Site/Conservation Area boundary that are designated for Playing Fields. These are the Cricket square in Roberts Park lies within the World Heritage Site boundary, land adjacent to the former tram sheds is within the Conservation Area and just outside, but adjacent to, the World Heritage Site and land to the rear of the fire station/BFM motorcycles (see Table 1 at Appendix B). The designation effectively prohibits development on these sites unless an excess of provision can be demonstrated in the locality or suitable alternative provision is made, either by relocation within the vicinity or if substantial improvements are provided elsewhere. Development is also prohibited if the importance of the Playing Field to the local area can be demonstrated or if the development is incidental to the principal Playing Field use.

- 3.26 Development of the allotments lying to the south of Salt's Mill will only be permissible if alternative provision is found or if there is negligible community support. Any lack of support must be adequately demonstrated.
- 3.27 The Keighley to Bradford railway line is designated as a Transport Corridor. Policy D10 indicates that improvements will be sought to improve the environment of transport corridors through high quality landscape design, high quality design of buildings and appropriate screening where necessary.
- 3.28 Saltaire Road (the A657) is allocated as part of the Bus Priority Network. The policy seeks to encourage greater use of the network in conjunction with operators and strategic bodies.
- 3.29 The employment use, allocated in the UDP, has been replaced by a Mixed Use designation on the RUDP Proposals Map. The new allocation is designed to promote and encourage vitality and diversity to economic, social and environmental regeneration. Regard should be had to any supplementary guidance in respect of mixed use development.
- 3.30 The land to either side of the river Aire is allocated as 'washland'. Within the World Heritage Site boundary this mostly affects Roberts Park, although the sports club between the Leeds/Liverpool Canal and the river is also covered by the allocation. Policy NR16 seeks to prevent development that would increase surface water run-off levels and provides that, where this is the case, sustainable drainage solutions should be employed.

4. CONCLUSIONS

- 4.1 The World Heritage Site boundary is drawn tightly around the village of Saltaire, largely corresponding with the established Conservation Area boundary. Given the sensitivity of the World Heritage Site, there is a further Buffer Zone drawn around the wider visual envelope to the site.
- 4.2 The RUDP is the adopted development plan, supplying detailed policies in respect of redevelopment potential and issues relating to the historic environment.
- 4.3 The current land uses provide a Planning Baseline for the World Heritage Site. This includes any extant Planning Permissions that have yet to be implemented, but does not include for any applications that are pending determination. It is anticipated that the existing uses will continue to be the dominant land uses within the World Heritage Site throughout the life of the RUDP.
- 4.4 It is considered that the most appropriate uses for land within the World Heritage Site boundary are long established. Given the relatively dense built form in the area, there appears to be both little scope or need for altering the balance of land uses.
- 4.5 Land outside the defined World Heritage Site boundary and Conservation Area, but within the World Heritage Site Buffer Zone, is subject to a variety of allocations and existing uses. Control of these uses can be provided through the judicious use of appropriate planning powers open to the Council. Consideration should be given to the impact of development that will have a visual influence in particular on Saltaire, but also where development may have other adverse environmental implications.

Table 1: Commercial Uses

Location	Name	Use Class	Comment
Victoria Road	Era –Clothes Shop	A1	
Victoria Road	Tourist Information – Cards and Gifts	A1	
Victoria Road	The Victorian Centre – Antiques/Fine Art	A1	
Victoria Road	Guzelian – Art/Photography	A1/D1	Not clear whether works are for sale to the general public (A1) or whether for display (D1)
Victoria Road	Victorian Fisheries – Fish and Chip Shop	A5	This property is currently not in use
Victoria Road	Beeties – Coffee Shop/Gallery	A3	Principal use is as coffee shop
Victoria Road	Salts Village Bakery	A1	Ancillary café use in this property
Victoria Road	Saltaire Newsagent	A1	
Victoria Road	Rance, Booth and Smith – Architects	A2	
Victoria Road	R & K Rama – Victoria Off-Licence	A1	
Victoria Road	Former bookshop	A1	This property is currently not in use
Junction of Victoria Road/Caroline Street	Helen Kemp – Crafts/Gifts/Books	A1	
Victoria Road	Massarella – Tea Room/Fine Art	A3	Principal use as Tea Room
Victoria Road	Victoria Frame and Needlecraft	A1	
Junction of Victoria Road/Titus Street	David Walker and Co - Accountants	A2	
Corner of Bingley Road/George Street	The Beauty Workshop	A1	
Gordon Terrace	Russo – Shoes	A1	
Gordon Terrace	La Mode – Clothes Shop	A1	
Gordon Terrace	Cotson, Reddish and Partners – Estate Agents	A2	
Gordon Terrace	Help the Aged – Charity Shop	A1	
Gordon Terrace	La Rue – Restaurant	A3	
Gordon Terrace	Victorias 2 – Clothes Shop	A1	
Gordon Terrace	J I & Co – Estate Agents	A2	
Gordon Terrace	Veronas – Italian and Mexican Takeaway	A5	
Gordon Terrace	Talk 2 Us – Mobile Phones	A1	

Location	Name	Use Class	Comment
Gordon Terrace	The Interior – Home Furnishings	A1	
Gordon Terrace	Dacre, Son & Hartley – Estate Agents	A2	
Gordon Terrace	Cartridge World – Computer Consumables Shop	A1	
Gordon Terrace	Post Office	A1	
Gordon Terrace	The Terrace – Coffee Shop	A3	
Gordon Terrace	Sacred Hearts – Lingerie Shop	A1	
Gordon Terrace	Victorias – Clothes Shop	A1	
Gordon Terrace	Cutting Jungle – Hairdressers	A1	
Gordon Terrace	Oceanview Properties – Overseas Estates/Relocation	A2	Principally an Estate Agent, albeit for overseas property
Gordon Terrace	Tanning World – Sunbed Salon	A1	
Gordon Terrace	Ron Hardy – Audio/Video Repairs	A1	
Gordon Terrace	Art Form – Gallery/Framing Shop	A1	Principal use for the sale of art
Junction of Jane Street/Saltaire Road	H H Birch and Sons – Funeral Directors	A1	
Junction of Upper Mary Street/Saltaire Road	Harry Hodgson and Son – Butcher	A1	
Saltaire Road	Village Estates – Residential Letting Agents	A2	
Saltaire Road	The Strand – Hairdressers	A1	
Saltaire Road	Launderette	Sui Generis	Launderettes are specifically excluded from the UCO
Saltaire Road	Everything’s Rosey – Hair and Beauty Shop	A1	
Saltaire Road	The Gents Hair Company – Barber Shop	A1	
Junction of Saltaire Road/George Street	The Cottage – Hairdressers	A1	
Fern Place	Fern Furnishings	A1	
Albert Road	Cotson, Reddish – Insurance Brokers	A2	
Junction of Upper Mary Street/Titus Street	Titus Street Fisheries – Fish and Chip Shop	A5	The property is currently not in use

Location	Name	Use Class	Comment
Junction of George Street/Caroline Street	Geraghty's Design and Marketing Consultants	A2	
Salts Mill	The Home – Furnishings, Kitchens, Design Objects	A1	
Salts Mill	Book Shop	A1	
Salts Mill	Salts Diner	A3	
Salts Mill	Allan Austin – Outdoor Clothing	A1	
Salts Mill	Kath Libbert – Jewellery	A1	
Salts Mill	Espresso Bar	A3	
Salts Mill	Poster Shop	A1	
Salts Mill	Tailors	A1	
Salts Mill	Café in to the Opera	A3	
Salts Mill	Zeba – Soft Furnishings	A1	
Salts Mill	Pace Micro Technology	B1	Covers Research and Development and Light Industry as well as Offices
Northern end of Victoria Road (north of Aire)	NHS	B1	

Table 2: Institutional Uses

Location	Name	Use Class	Comment
Victoria Road (north of Keighley/Bradford railway line)	ShIPLEY College	D1	Annex to main building on Exhibition Road. Known as 'Mill Building'
Victoria Road (opposite Victoria Hall and Institute)	ShIPLEY College	D1	Annex to main building on Exhibition Road. Known as 'Salt Building'
Victoria Road	Victoria Hall and Institute	D1	Houses museum and Art Gallery. Also annex to ShIPLEY College ('Victoria Hall')
Victoria Road	Saltaire United Reform Church	D1	
Titus Street	Saltaire Methodist Church	D1	
North of River Aire	Sports Club	D2	NB no road associated with this site. Access taken from northern end of Victoria Road
Salts Mill	1853 Exhibition	D1	Permanent David Hockney exhibition
Gordon Terrace	Whitakers Opticians	D1	Gordon Terrace
Gordon Terrace	Opula – Opticians	D1	