

Report to Planning applications committee

Item

14 November 2019

Report of Area Development Manager

Subject Application no 19/01374/NF3 - 185 Drayton Road,
Norwich, NR3 2PG

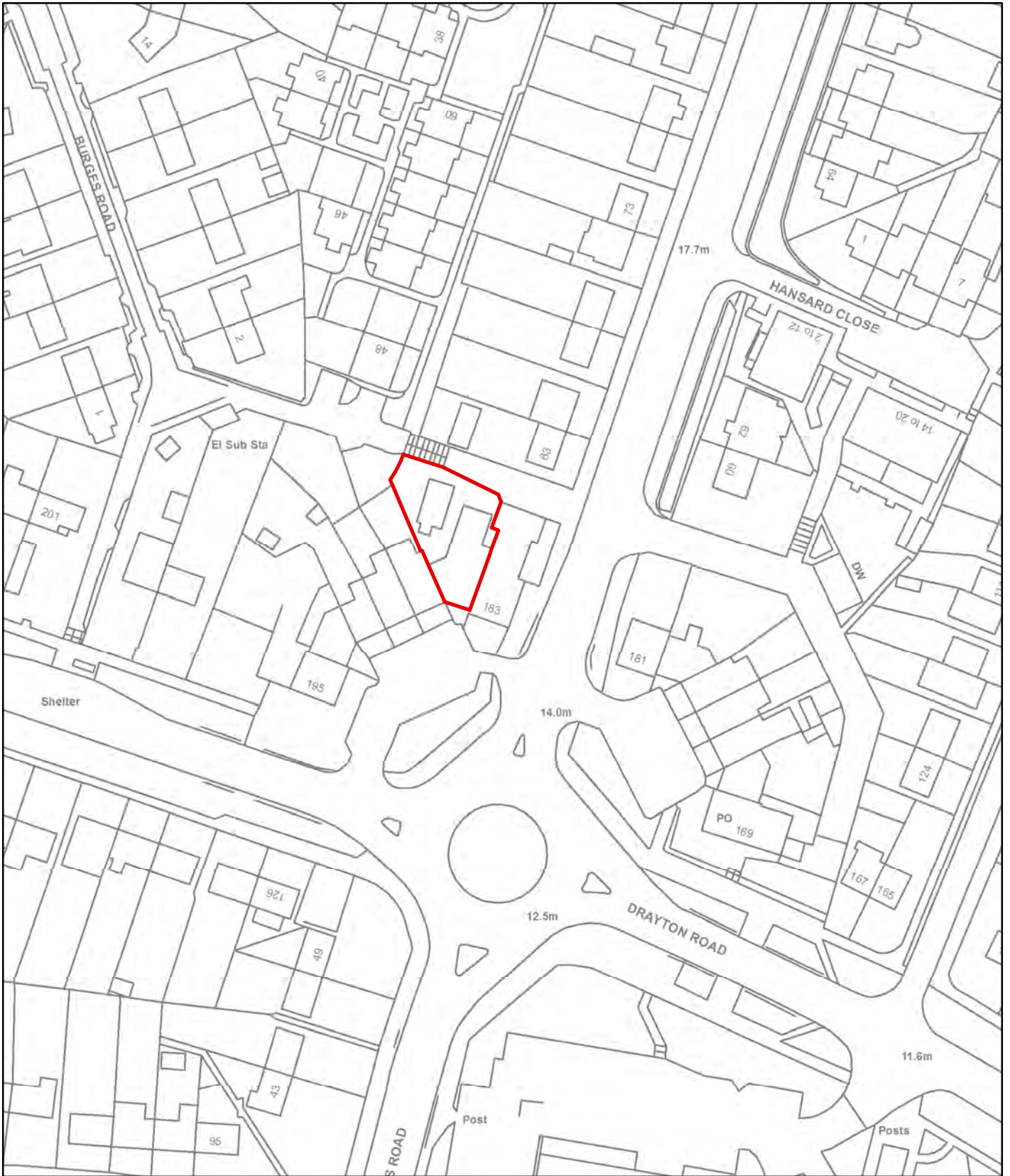
4(f)

**Reason
for referral** Objection

Ward:	Mile Cross
Case officer	Stephen Polley - stephenpolley@norwich.gov.uk

Development proposal		
Change of use from shop (Class A1) to restaurant (Class A3) including external alterations.		
Representations		
Object	Comment	Support
3	0	0

Main issues	Key considerations
1 Principle of Development	The loss of an A1 retail unit within a District Retail Centre
2 Design and Heritage	The impact of the proposed development within the surrounding conservation area
3 Amenity	The impact of the proposed change of use on neighbouring properties
4 Transport	The impact of the proposed highways and transport
Expiry date	27 November 2019
Recommendation	Approve



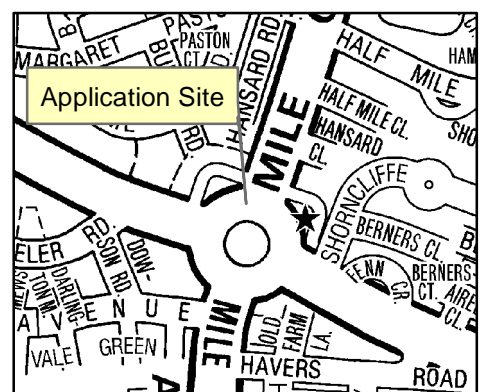
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Planning Application No 19/01374/F
 Site Address 185 Drayton Road

Scale 1:1,000



NORWICH
 City Council
 PLANNING SERVICES



The site and surroundings

1. The site is formed of a mid-terrace ground floor retail unit located within the western portion of the Drayton Road district retail centre. The property was constructed in 1928 as part of the wider Mile Cross housing development. The property is arranged over three floors with living accommodation included within the first and second floors.
2. The property is currently vacant having most recently been occupied by Draytona Bakery approximately five years ago. The site is bordered by Drayton Stores to the east and no. 187 to the west, another vacant unit previously occupied by Lowthorpes newsagent. A maisonette is located on the floors above which is accessed via an independent door to the front and via a stairway to the rear. A small service yard is located to the rear of the unit.
3. The prevailing character of the surrounding area is a mixture of retail and residential uses with the Drayton Road shops forming a prominent landmark on the edge of the Mile Cross housing development, adjacent to the busy Drayton Road, a busy route to and from the city. The retail units were all originally of a distinctive uniform design featuring matching signage and decorative detailing throughout. Some of the units are currently in a poor state of repair, however works have steadily been taking place to restore the units.

Constraints

4. Conservation Area: Mile Cross
5. District Retail Centre: Drayton Road Shops
6. Locally listed building.

Relevant planning history

7. There is no relevant planning history.

The proposal

8. The proposal is for the change of use of the ground floor of the building from an A1 retail unit to a restaurant, A3 use class. The proposal includes alterations to the internal layout, most notably the provision of two new toilets and a store room. Externally, the shopfront glazing is to be replaced with toughened glass and a number of doors are to be blocked up to the rear. At present, there is not a tenant in place to operate the proposed restaurant. As such, the application assess the principle of the change of use and associated alterations only.

Representations

9. Advertised on site and in the press. Adjacent and neighbouring properties have been notified in writing. Three letters of representation have been received citing the issues as summarised in the table below. All representations are available to view in full at <http://planning.norwich.gov.uk/online-applications/> by entering the application number.

Issues raised	Response
The proposed change of use will result in an increase in car parking problems within the area	See main response 4.
The proposed change of use may result in disturbance being caused from noise and odour.	See main response 3.

Consultation responses

10. Consultation responses are summarised below the full responses are available to view at <http://planning.norwich.gov.uk/online-applications/> by entering the application number.

Design and conservation

11. This is not an application that I intend to provide conservation and design officer comments on because it does not appear on the basis of the application description to require our specialist conservation and design expertise. This should not be interpreted as a judgement about the acceptability or otherwise of the proposal.

Assessment of planning considerations

Relevant development plan policies

12. **Joint Core Strategy for Broadland, Norwich and South Norfolk adopted March 2011 amendments adopted Jan. 2014 (JCS)**
- JCS2 Promoting good design
 - JCS5 The economy
 - JCS6 Access and transportation
13. **Norwich Development Management Policies Local Plan adopted Dec. 2014 (DM Plan)**
- DM1 Achieving and delivering sustainable development
 - DM2 Ensuring satisfactory living and working conditions
 - DM3 Delivering high quality design
 - DM9 Safeguarding Norwich's heritage
 - DM21 Protecting and supporting district and local centres
 - DM30 Access and highway safety
 - DM31 Car parking and servicing
 - DM32 Encouraging car free and low car housing
14. **Relevant sections of the National Planning Policy Framework March 2012 (NPPF):**
- NPPF0 Achieving sustainable development
 - NPPF1 Building a strong, competitive economy
 - NPPF7 Requiring good design
 - NPPF12 Conserving and enhancing the historic environment

Case Assessment

15. Planning law requires that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise. Relevant development plan policies are detailed above. Material considerations include policies in the National Planning Framework (NPPF), the Councils standing duties, other policy documents and guidance detailed above and any other matters referred to specifically in the assessment below. The following paragraphs provide an assessment of the main planning issues in this case against relevant policies and material considerations.

Main issue 1: Principle of development

16. Key policies and NPPF paragraphs – DM21, JCS19, NPPF sections 5 and 11.
17. The proposed development involves the change of use of an established A1 use class retail unit to a restaurant, A3 use class. At present, there are no firm plans for a particular tenant to move into the unit. As such, the proposal is considering the principle of the change of use and the associated alterations only. The site is located within a defined local retail centre made up of fifteen units.
18. The principle assessment is against policy DM21 which seeks to manage the uses within district centres and states that appropriate supporting services will be encouraged and permitted subject to a number of criteria. In this instance criterion e) must first be considered. The proposed development is in accordance with criterion e) as it does not result in the percentage of A1 retail uses at ground floor level within the local centre falling below the required threshold of 60%. The proposed change of use will result in the percentage of A1 retail uses at ground floor level falling from 73.3%% at present to 66.6%.
19. With regard to the remaining criterion within policy DM21:
 - a) The scale of the proposed development is consistent with the position of the centre within the hierarchy of centres set out in JCS policy 19. The proposed development is therefore considered to comply with criterion a);
 - b) 185 Drayton Road has been vacant for a number of years and as such can be considered to fail to contribute to the vitality and viability of the district centre. The proposed change of use will result in the creation of a new A3 use class restaurant open between the hours 0800 – 1600 Monday to Saturday. The hours of use are considered to be consistent with the prevailing use of the district centre and can therefore be considered to contribute positively to the vitality and viability of the centre.
 - c) The impacts of the proposed development on the residential amenity, traffic and environmental impacts of the area are not considered to be significant and are assessed in detail in the sections below;
 - d) The proposal introduces an A3 unit into a parade which currently lacks any A3 uses.

f) The proposed development is considered to comply with criterion f) as the proposal does not involve the loss of a main food store serving the centre.

20. When considering the criteria set out within policy DM21, it can be considered that the proposed change of use complies with policy DM21.

Main issue 2: Design and Heritage

21. Key policies and NPPF paragraphs – JCS2, DM3, DM9, NPPF paragraph 9, section 12.
22. The proposed external alterations will have a limited impact on the character and appearance of the subject property as they are of a small scale and largely repairing or replacing existing features. The changes to the front elevation will have a limited impact and result in no significant changes to the overall appearance of the unit from occurring.
23. The original shop front which contributes positively to the character of the conservation area is to remain in place following the replacement of the main glazing unit.

Main issue 3: Amenity

24. Key policies and NPPF paragraphs – DM2, DM11, NPPF section 127.
25. The proposed change of use is likely to have only a limited impact on the amenity of neighbouring residential occupiers. The proposed hours of use are within typical daytime working hours.
26. The proposed change of use does not include the provision of any extraction or ventilation equipment. Should any extraction equipment be required in the future, it will have to be assessed by way of a separate application. Such an application will require the submission of technical information relating to noise and odour.

Main issue 4: Transport

27. Key policies and NPPF paragraphs – JCS6, DM28, DM30, DM31, NPPF section 9.
28. The proposed development does not include any changes to the current parking or access arrangements. There are spaces marked out for the parking of approximately thirteen cars in front of the unit, with further spaces also in place on the opposite side of the road. Currently, there are no restrictions on the amount of time cars can be parked in the spaces. Spaces are for the use of visitors to the retail units as well as occupants of the flats above. The centre also includes a number of Sheffield style cycle stands.
29. The proposed change of use is likely to result in a small increase in the volume of cars visiting the centre, by virtue of a currently vacant unit being brought into use. It is not however considered that the current situation will be significantly altered by way of a substantial increase in the volume of cars visiting the centre. The site is located within a sustainable location, close to bus stops, cycle routes and numerous

pedestrian routes. As such, it is anticipated that a significant number of visitors the unit will travel by means other than a private car.

30. The existing rear yard provides space for the provision of 2 no. 1100L bins.

Equalities and diversity issues

31. There are no significant equality or diversity issues.

Local finance considerations

32. Under Section 70(2) of the Town and Country Planning Act 1990 the council is required when determining planning applications to have regard to any local finance considerations, so far as material to the application. Local finance considerations are defined as a government grant or the Community Infrastructure Levy.
33. Whether or not a local finance consideration is material to a particular decision will depend on whether it could help to make the development acceptable in planning terms. It would not be appropriate to make a decision on the potential for the development to raise money for a local authority.
34. In this case local finance considerations are not considered to be material to the case.

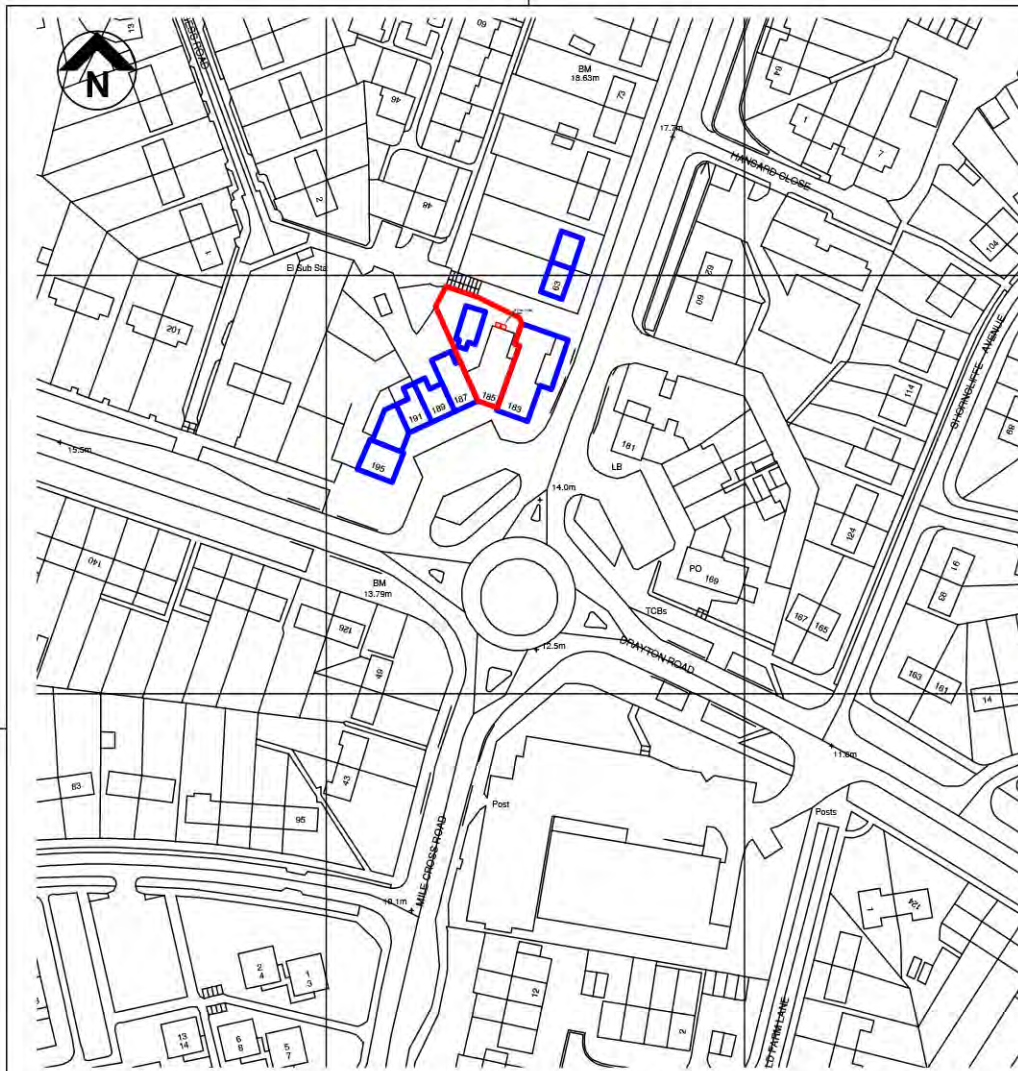
Conclusion

35. The proposed change of use is considered to contribute positively to the vitality and viability of the district retail centre by providing a use for a vacant unit.
36. The proposed external alterations will have a limited impact on the appearance of the unit and will not result in harm being caused to the character of the locally listed buildings or surrounding conservation area.
37. The proposed change of use is not considered likely to result in harm being caused to neighbouring residential occupiers by way of noise or odour.
38. The development is in accordance with the requirements of the National Planning Policy Framework and the Development Plan, and it has been concluded that there are no material considerations that indicate it should be determined otherwise.

Recommendation

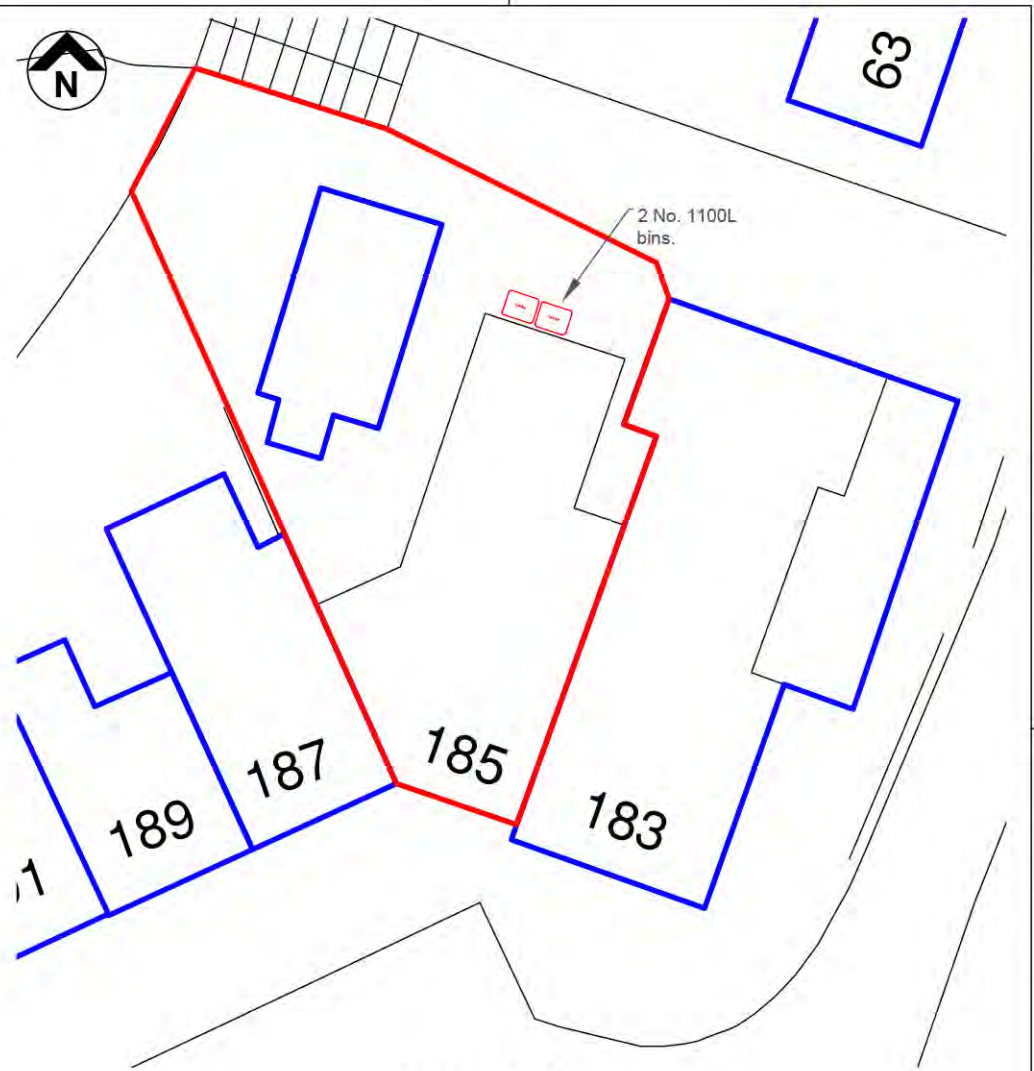
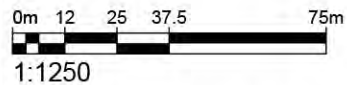
To approve application no. 19/01374/NF3 - 185 Drayton Road Norwich NR3 2PG and grant planning permission subject to the following conditions:

1. Standard time limit;
2. In accordance with plans;
3. No installation of extraction equipment / ventilation unless details are first agreed.



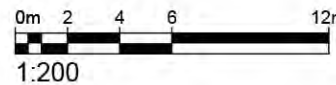
Location Plan

Scale: 1:1250



Site Plan

Scale: 1:200



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A3

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FIRST ISSUE					
P1					
COMMENT					
REV	DRAWN	DATE	CHECKED	DATE	APPROVED DATE

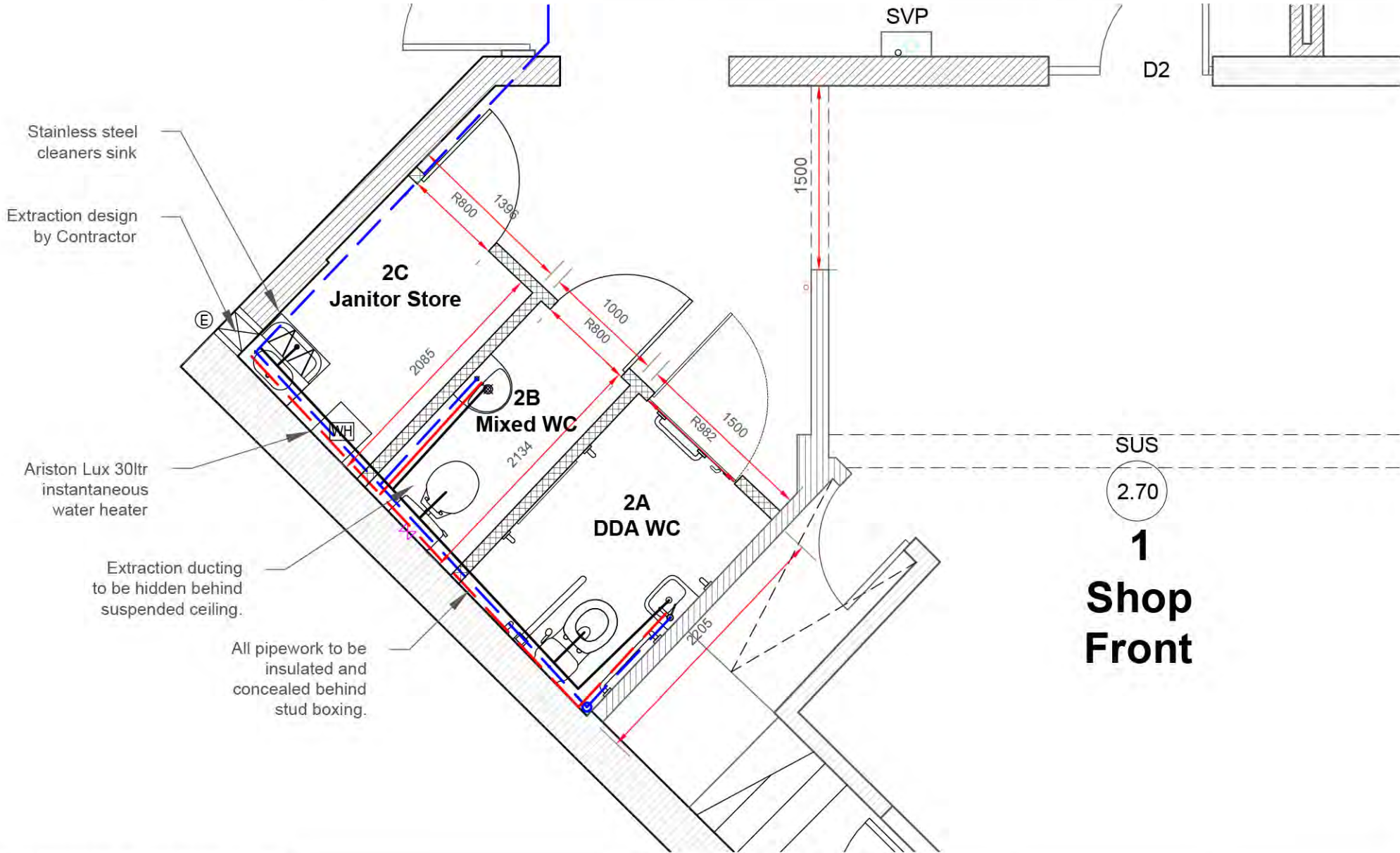
CLIENT	NORWICH CITY COUNCIL
PROJECT	Void Shop Refurbishments

TITLE	185 Drayton Road Location & Site Plan
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SCALES	DISCIPLINE	PROJECT NUMBER
As Shown	GENERAL	24-01-00154
DRAWING NUMBER		REV CODE
NPS-DR-Z-(10)-001		P 1
STATUS CODE	PURPOSE OF ISSUE	DRAWN
S0	PRELIMINARY	RW



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A3

FIRST ISSUE						
P1						
COMMENT						
REV	DRAWN	DATE	CHECKED	DATE	APPROVED	DATE

CLIENT NORWICH CITY COUNCIL
PROJECT Void Shop Refurbishments

TITLE 185 Drayton Road Room 2, 2A, 2B, 2C Layout
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nps group

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SCALES 1:30	DISCIPLINE GENERAL	PROJECT NUMBER 24-1-00154
DRAWING NUMBER NPS-DR-Z-(40)-002		REV CODE P 1
STATUS CODE D2	PURPOSE OF ISSUE TENDER	DRAWN RW