

Feasibility Study

PROJECT ADDRESS

[REDACTED]

1.0 QUERY

Change of use from (E) Professional Service into either (E) Drive-Thru Café or (E) 3x Retail Units

2.0 SCHEDULE

Find information to assist with the project.

Set Design Criteria.

Planning history check

Check relevant legislation.

Similar case studies.

Assessing any risks, the proposal may have and what possible solutions can be considered.

Issue conclusive thoughts.

3.0 PREVIOUS APPLICATION AT THE SITE

Ref. No: 02/02510/ADV | Validated: Wed 17 Jul 2002 | Status: Granted - (Internally illuminated static projecting sign)

Ref. No: 99/01586/ADV | Validated: Wed 14 Jul 1999 | Status: Granted – (Installation of part internally illuminated shop fascia signs)

Ref. No: 88/07109/FUL | Validated: Tue 20 Sep 1988 | Status: Granted – (Changing of flat roof into pitched type roof)

Ref. No: 85/00300/FUL | Validated: Fri 18 Jan 1985 | Status: Granted – (Radio mast 19m high)

4.0 CURRENT CLASS USE

The premises are currently use/ last know use of the unit at 100 Rolley Avenue falls under the (E) Professional Services.

5.0 SITE

The site is a single storey pitched industrial unit with the front of the building facing the main road. It lies just off Rooley Avenue (A6036) with a close connection to the (A641) a primary route to the city from the south of the city. The close proximity to these routes means there will be a considerable amount of vehicular and foot traffic passing the site making it ideal for commercial use. The site also shares a car park with a next door public house (currently The Top House). There are currently approximately 14 car parking shared spaces. To the north of the property there is a row of terrace houses with their rear yards abutting to the rear wall of the unit.



Site (Google Maps 2020)

5.1 Options - 3 x Retail Units and potential additional storey.

Pros:

- Close to main road – easy access and can make use or roadside frontage of advertisement.
- Lesser parking requirements
- Can effectively divide internal spaces in to create different sized or similar sized units depending on intended uses.
- More units result in more vacancy opportunities typically well supported by planning authorities.
- Can extend existing opening to create more typical shop front with glazing to allow natural light in the units.

Cons:

- Can only create viable opening on the front and one side of the building so could be problematic for large deliveries.
- Additional floor would cause problems with overlooking and overshadowing (loss of natural light for residential units to the rear)

5.2 Options – Drive Through Café

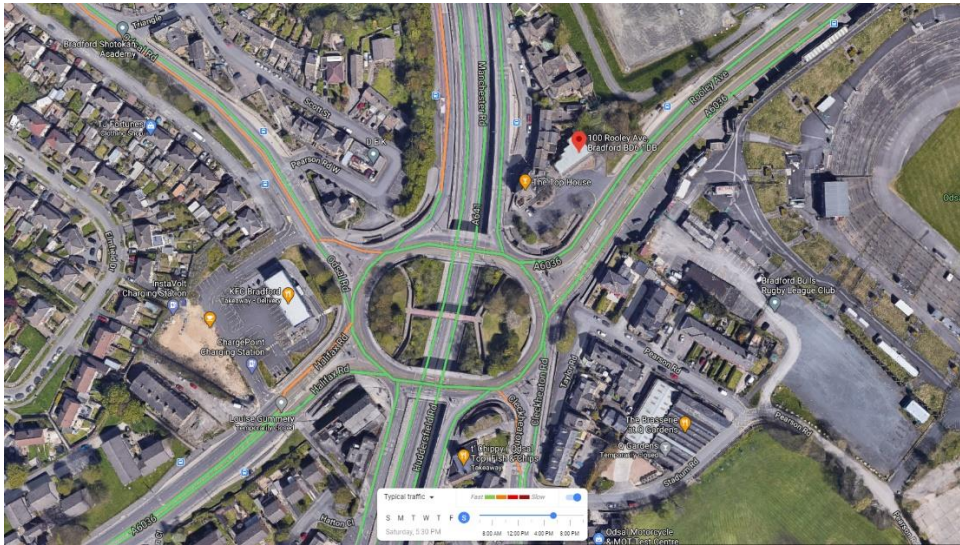
Pros:

- Close to main road – easy access and can make use or roadside frontage of advertisement.
- Similar successful schemes in the immediate area.
- Existing shared car park can be made use of
- Possibility to have attendant style drive throughs instead of traditional style.

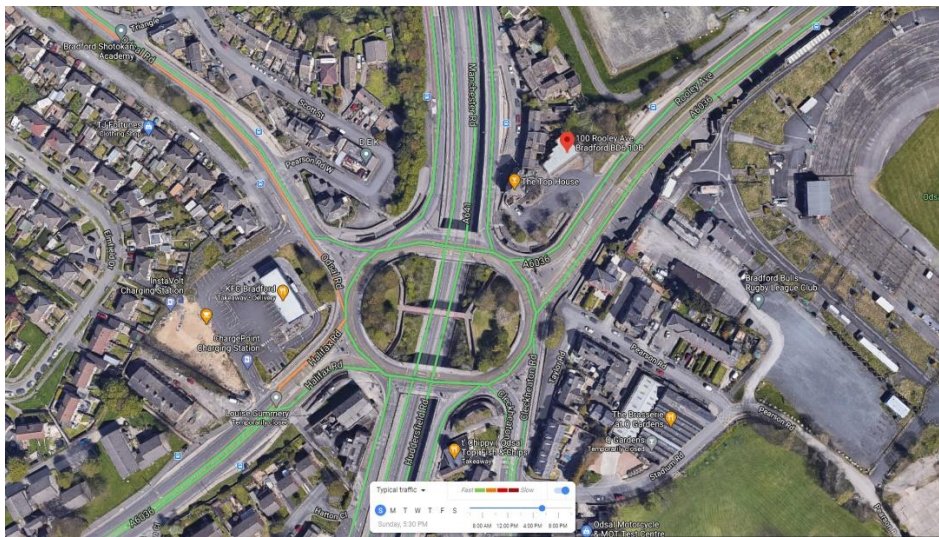
Cons:

- Part or all the unit may need to be demolished to create necessary routes or spaces required for the scheme
- Noise, traffic, fumes, and antisocial behaviour would have to be addressed in this location.

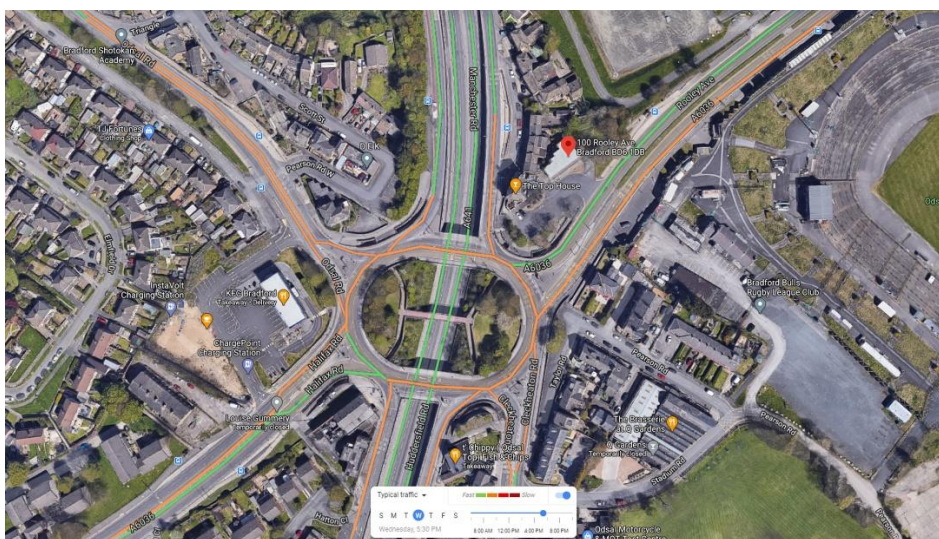
5.3 Traffic Map



Typical Traffic Map Saturday - 5:30PM



Typical Traffic Map Sunday - 5:30PM



Typical Traffic Map Wednesday - 5:30PM

6.0 RELEVANT POLICIES

6.1 REPLACEMENT UNITARY DEVELOPMENT PLAN FOR THE BRADFORD DISTRICT (Adopted 2005)

A3 – Café or Restaurant - 1 car space per 5sqm and 1 stand per 5 Employees

A1 – Retail / Non Food – 1 car per 14/25sqm and 1 cycle stand per 10 employees (1000sqm>)

POLICY UR2 - Development will be permitted provided that it contributes to the social economic and environmental aspects of sustainable development and:

Makes efficient use of existing physical and social infrastructure and minimises adverse impacts from the development. Provides appropriate mitigation where negative impacts are identified does not constitute piecemeal development that would prejudice the proper planning of the area. In major or significant developments this assessment should be undertaken through a sustainability appraisal.

4.11 Planning considerations also include the effects of traffic likely to be generated by the development in terms of possible noise and general disturbance, and possible dangers to REPLACEMENT UNITARY DEVELOPMENT PLAN FOR THE BRADFORD DISTRICT Adopted October 2005 road safety. Developments should seek to minimise the reliance on the private car for access to the development and enable alternative means of travel such as walking, cycling and public transport, which have less adverse impact upon the environment.

4.17 Many proposals for development will be made on sites and in buildings which do not have specific allocations on the Proposals Map and the Plan must provide general guidance for development on these unallocated sites and in buildings. As part of the wider agenda of promoting sustainable development the Government continues to stress the importance of making the best use of previously developed land and buildings and policy must reflect this. Regional Planning Guidance provides more detailed advice on how to promote sustainable patterns of development particularly through policies P1, H2 and E4 all of which have influenced the strategy for locating development in this Plan. Therefore, to ensure effective implementation of that part of the plan's strategy which seeks to maximise the amount of development on previously developed land and minimise development on unallocated greenfield sites the following sequential approach is proposed.

6.2 BRADFORD COUNCIL RETAIL AND LEISURE STUDY (2019)

3.6.3 The spatial vision for the plan area states that, by 2030, Bradford District will have become a key driver of the wider Leeds City Region economy and become a sought after location to where people want to live, do business, shop, and spend their leisure and recreation time. 3.6.4 To achieve this, the Core Strategy sets out several strategic objectives, which include: 'to promote, manage and develop the image and role of Bradford City Centre as a regionally significant business, commercial, shopping, civic and cultural area'

Odsal - 3.6.9 For District Centres, the Policy states that these should be the focus for convenience retail and limited comparison retailing. It also encourages financial services, restaurants, cafes and local public facilities in order to enable people to meet their daily needs and minimise the need to travel, providing proposals do not have a significant adverse impact on Bradford City Centre and other nearby Town Centres.

2.5.1 People now eat out more often and for a wider range of occasions. PWC reports that the fundamental structural shift driven by demographic and consumer trends, has led to considerable market growth in the restaurant sector in recent years and underpinned significant transactional activity, particularly between 2015 and 2017. PWC also reports on the increasing crossover between market segments with the food-to-go sector growing and being available all day, while

dine-in chains are offering take away options including enhanced technology to encourage the use of services such as Deliveroo and Uber Eats

3.4.2 The Town and Country Planning (General Permitted Development) (England) Order 2015 came into force on 15 April 2015. The Order acts, inter alia, to consolidate and replace the Town and Country Planning (General Permitted Development Order 1995) and to provide additional permitted development rights. It should be noted that conditions and restrictions apply, and that prior approval is generally required in order to implement development. The new rights include:

- a permitted change from retail/financial services (Class A1/A2) to food and drink (Class A3);

3.6.19 Paragraph 3.68 of the Core Strategy establishes the Principal centres as being of district wide significance in terms of their role as service, employment and transport hubs for surrounding areas. These centres are considered to fulfil a district wide significance role in terms of the available services, employment centres and transport hubs for the surrounding areas.

8.7.1 Consumer spending on eating out through visits to restaurants and takeaways is recognised as a sector which has performed well during the economic downturn. Mintel40 identifies that the eating out market grew by around 14% between 2012 and 2016, to an estimated £66bn, and predicts that the market will continue to experience growth, forecast to be around 11% in the period up to 2022 to reach a value of £75 billion. The emergence into the restaurant 40 'Eating Out Review', Mintel, Sep 2017 Bradford Retail and Leisure Study 148 market of multiple new specialist operators, many with significant plans for expansion, has increased opportunities for landlords to provide a diverse and distinct food offer.

9.5.9 The 2019 household survey shows that restaurants within Bradford district as a whole retain 56.4% of all trips made by restaurant goers in the study area, and this represents a reduction of 5% when compared to the position in the 2012 household shopper survey

9.5.12 Turning to town and district centres, market share evidence and health checks have identified an adequate distribution of restaurants catering for a variety of tastes across the study area's larger centres. Given this evidence and the nature of the restaurant sector more widely, there is no overriding quantitative or qualitative need to plan positively for additional restaurants to serve any particular town or district centre.

6.0 SIMILAR CASES

20/04893/FUL | Flexible permission to construct (i) a doughnut shop with drive-through facility (Class E) or (ii) a restaurant with drive-through facility (Class E/HFT) and to amend existing drive-through lane to improve access and create an additional order point. | Former Site Of Wiltex House Odsal Road Bradford West Yorkshire. **STATUS – Pending (11 Objections) 2020**

18/02484/FUL | Construction of restaurant with drive-through facility and remodelled car park | 1 Odsal Road, Bradford, West Yorkshire, BD6 1PR. **STATUS: GRANTED: 2019**

19/01997/FUL | Construction of new Starbucks coffee shop (A3) with drive-thru facility | Former Site Of The Junction Hotel, Leeds Road, Bradford, West Yorkshire. **STATUS GRANTED: 2019**

18/03050/MAO | Construction of foodstore, two A1 retail units and coffee shop with drive-thru facility, with access, car parking, servicing, landscaping, and associated works | Airedale Mills Ives Street Shipley West Yorkshire, BD17 7DZ. **STATUS: GRANTED 2018**

17/06223/FUL | Construction of a coffee shop with drive-through facility | Land At Stanley Road Bradford West Yorkshire - **STATUS: GRANTED 2018**

6.1 CASE STUDY

The following case outlines a proposal for a KFC drive-thru on the opposite side of the round about near the site. (A6036) Odsall Roundabout. As this is a similar scheme to one that could be proposed, the application can be seen as a realistic precedent to how a drive through style scheme could be perceived by the council. In this application they were several objections from the local residents, however the proposal was granted planning permission with conditions in 2018. The following will detail the full description of the proposal and some of the relevant comment made by planning authorities regarding any conflicting or supported planning policies.

18/02484/FUL | Construction of restaurant with drive-through facility and remodelled car park | 1 Odsal Road, Bradford, West Yorkshire, BD6 1PR STATUS – GRANTED

REASONS FOR APPROVAL AS FOLLOWS:

- In terms of the principle of development, the Council seeks to control applications for new hot food takeaways, with guidance provided within the Council's adopted Hot Food Takeaway Supplementary Planning Document. The site is not located within a local centre and as a stand-alone hot food takeaway unit it would be unacceptable when assessed against the requirements of the Hot Food Takeaway SPD. However, the primary function of the proposed unit appears to be as a restaurant (A3 use class), with the takeaway aspect (A5 use class) being a smaller proportion of business. As such, the proposal would not conflict with the requirements of the Hot Food Takeaway SPD.

The application form sets out that the proposal would generate 12 full-time equivalent jobs, which would contribute towards the Council's target of supporting the delivery of at least 1600 new jobs per year, as stated in Policy EC2 of the Core Strategy DPD. Policy EC5 of the Core Strategy DPD seeks new and an appropriate scale of retail development across the district. It also requires that developments should sustain and enhance the vitality and viability of centres. The proposal falls below the threshold of 200 square metres gross floor space for local centres. As such, the proposed development is considered acceptable in principle, subject to the local impact of the development, as assessed below.

1. Impact on local environment

Policies DS1 and DS3 of the Core Strategy DPD require that development proposals contribute to achieving good design and high quality places. These policies contain a number of criteria against which development proposals should be assessed; these include that, among others, proposals should be appropriate to their context in terms of layout, scale, density, details, and materials.

2. Impact on residential amenity

Policy DS5 of the Core Strategy requires that development does not harm the amenity of existing or prospective users and residents and Policy EN8 requires that proposals do not result in exposure to sources of pollution such as noise, odour, and light pollution.

The site is located adjacent to a busy transport route, where Halifax Road, Huddersfield Road, Manchester Road, and Rooley Avenue intersect at the Odsal Top roundabout. These roads carry a substantial amount of traffic and are busy throughout the day and evenings; existing background noise levels are therefore relatively high in this location.

There are residential properties to the north, west, and southwest of the site. The building will sit towards the northwest corner of the site, with the proposed drive-through access running around the building adjacent to the northwest and southwest boundaries. The scale and position of the building is considered unlikely to result in any direct significant adverse impact on the residential amenity of neighbouring occupants.

The proposal stipulates opening hours of between 07:00 and 23:00 Monday to Sunday; the adjacent KFC unit benefits from the same opening hours, as granted by the aforementioned appeal decision. The proposed building will occupy part of the approved car park, where vehicular activity could be expected as part of the approved KFC, although the new unit will intensify activity within this part of the site, particularly along the northwest and southwest boundaries where customers use the drive-through facility.

The proposed site plan indicates the provision of a 1.8-metre high acoustic fence along the southwest boundary. The noise assessment finds that, in general, noise levels resulting from the development and use of the drive-through would not exceed background noise levels, albeit subject to the provision of a 2-metre high acoustic fence, which could be secured by an appropriately worded condition, and therefore, the proposed development would not adversely affect residential amenity.

6.2 COMMON REASONS FOR OBJECTION:

- Traffic, highway safety, and parking problems
- Noise issues from use of the drive-through, customers talking in the car park, early morning deliveries, and the main roads
- Odours caused by overloaded bins and exhaust fumes
- Rubbish and litter, which leads to problems of vermin
- Anti-social behaviour and noise disturbances
- Light pollution from external lighting and signage, which remain on after the restaurant closes
- Overlooking from parked cars into residential units
- Unauthorised use of car park due to it not secured with barriers when the premises are closed.

6.3 SUMMARY - Like the above application, The majority of other applications for drive-throughs have been granted. Although numerous issues especially with traffic, illumination, noise and odours,

were brought up, the presence of supporting documents accompanying the drawings and external assessments have helped to omit those concerns, albeit some with conditions. A noise assessment for the site was done showing levels of noise were already high due to the proximity of highways so any concerns would be illegitimate. Specifications for low level lighting from the manufacturers and detailed lighting plans proved they would be no excess light spilling into habitable rooms. Refuse plans and schedules were also included to satisfy the environmental side of the application. These types of documents are just a few beneficial documents that can be submitted along with applications to aid the proposal. Some of the other are listed below.

Overview of supporting documents:

- 6.3.1 Travel Plan** - Travel Plans, Transport Assessments and Statements are all ways of assessing and mitigating the negative transport impacts of development in order to promote sustainable development. They are required for all developments which generate significant amounts of movements.
- 6.3.2 Heritage Statement** - A heritage statement is required for all applications affecting listed buildings, unlisted buildings in Conservation Areas or locally listed buildings, including applications affecting the setting of any of the above.
- 6.3.3 Planning Statement** - The goal of a good planning statement is to provide a balanced justification for development. It demonstrates Local context; the need for the proposed development; how the proposed development accords with relevant national, regional and local planning policies; whether emerging policies should be taken into consideration; and set out other material considerations that should be taken into consideration.
- 6.3.4 Design and Access Statement** - Design and access statements are prepared as part of the documentation to support a planning application. They explain the design principles and concepts that have been applied to particular aspects of the proposed development. Design and access statements may include illustrations, photographs and for large or complex schemes a model of the proposed development. The statement must also be proportionate to the scale of the proposed development, along with any information requests necessary to validate the application. Applicants are allowed to challenge demands that they think are unnecessary and local authorities then either have to justify the demand or waive it.
- 6.3.5 Crime Impact Statement** - A Crime Impact Statement addresses the threat and risk in relation to crime and anti-social behaviour with the aim of creating safe, secure and sustainable communities. The CIS also recommends possible solutions to remove and/or reduce these risks right from the initial planning and design of a proposed development. These are especially necessary for retail schemes, leisure premises likely to attract large groups of people, large residential developments, and licensed premises.
- 6.3.6 Operations Schedule** - An operations schedule outlines how the proposal will function. It specifies details such as staff number, opening times, waste management, licensing details, anti-social and noise mitigation and any other procedures relevant to the development.

7.0 CONCLUSION

The two options seem to be viable for this site. The existing precedent of a nearby drive through with the approval of several other similar schemes will mean that a proposal on the site may be acceptable albeit with some resistance most likely from resident behind the site. A careful approach with supporting documents could provide a holistic application that has already considered many of the issues raised with other drive-throughs. This could be done with additional consultant documentation and external assessments by reputable professional bodies. An operational schedule is highly recommended along with a management plan, waste management strategy, design and access and planning statement to support the full planning application. On the other hand, the division of the unit into several smaller units could be seen as a more effective use of the site especially with the introduction of additional jobs associated with the commercial units. It is considered that this would be more cost effective with the least changes to be made to make the scheme work with a good possibility of the existing parking spaces being sufficient to serve the use of the units.

For and behalf of



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