

DELEGATED DECISION REPORT

HPK/2023/0158
VALID 15/05/23

142, HIGH STREET WEST,
GLOSSOP, DERBYSHIRE,
SK13 8HJ

CHANGE OF USE TO A
DESSERT PARLOUR WITH
COFFEE SHOP AND NEW
SHOP FRONT (FULL - MINOR)

MAIN ISSUES

- Principle of Development
- Design Considerations (inc Heritage Assets)
- Impact upon Residential Amenity
- Impact upon Highway Safety and the Network
- Impact on/from Flooding

DESCRIPTION OF SITE

The application site lies within the settlement boundary for Glossop as defined by the Local Plan policies map. The application site relates to two storey mid terraced property in commercial use. The site lies just outside of the town centre boundary for Glossop with the row of terraced units are predominantly in commercial use, while properties opposite, on the southern side of High Street West, are predominantly residential. The site lies within the Wrens Nest Conservation Area.

It is understood that the existing use of the premises was as a mobile phone shop, while the first floor is residential use.

PROPOSAL

This application seeks permission for the change of use of the premises, at both ground and first floor to a dessert parlour, which would fall under class E(b) - Sale of food and drink for consumption (mostly) on the premises.

The scheme also proposes alterations to the shop front at ground floor and changes to the first-floor window.

RELEVANT LOCAL AND NATIONAL PLANNING POLICIES

High Peak Local Plan (Adopted 2016)

- S1 Sustainable Development Principles
- S1a Presumption in Favour of Sustainable Development
- S2 Settlement Hierarchy
- S5 Glossopdale Sub-area Strategy
- EQ1 Climate Change
- EQ6 Design and Place Making
- EQ7 Built and Historic Environment

EQ11 Flood Risk Management
H1 Location of Housing Development
H3 New Housing Development
CF1 Retail and Town Centres
CF6 Accessibility and Transport

Supplementary Planning Guidance/Documents

Residential Design (2005)
High Peak Design Guide (2018)
Glossop Conservation Area Character Appraisal (2006)

National Planning Policy Framework

Section 5: Delivering a Sufficient Supply of Homes
Section 7: Ensuring the vitality of town centres
Section 9: Promoting Sustainable Transport
Section 11: Making Effective Use of Land
Section 12: Achieving Well-designed Places
Section 14: Meeting the challenge of climate change, flooding and coastal change
Section 16: Conserving and enhancing the historic environment

SITE HISTORY / RELEVANT PREVIOUS APPLICATIONS

HPK/2022/0551 - CHANGE OF USE TO A DESSERT PARLOUR AND COFFEE SHOP, WITH NEW SHOP FRONT BUILD UP – Refused – 06/04/23

CONSULTATIONS

Publicity

Site Notice expiry date: 04/07/23
Neighbour consultation period ends: 15/06/23
Press Advert: 15/06/23

Public Comments

One letter of objection received

Town / Parish Comments

N/A

DCC Highways

No comments received.

LLFA

No formal comments to make

HPBC Conservation Officer

Objection.

The plans show at a basic level the proposed intervention of a large shopfront at a traditional terrace dwelling within Wren Nest Conservation Area.

There are a number of issues that are a cause for concern from a heritage standpoint. Firstly, it is clear the High Peak Shopfront Design Guide SPD has not been taken into account in order to form a thoroughly realised concept for the frontage. Nor has an exploration of traditional and or subservient shopfronts of the vicinity been used to inform the proposal. The existing is a small scale modest frontage with narrow set front door and narrow ground floor (possibly) original reveal and window. However the proposal shows what appears to be a very wide window and door combination in apparent powder coated metal and extensive glazed panels. There are no further annotations or details regarding this proposed frontage.

Second, an annotation stating 'new block wall with external render to side' is misleading when this property is not at an 'end', but is between a public house and barbershop. Therefore I am unsure as to the meaning of this annotation and would not support the use of render on the principal elevation.

To conclude; the proposal as it stands would cause quite a level of visual conflict in the vicinity and against the character of the Conservation Area. The plans lack clarity and justification for this intervention and therefore I cannot give full support. I believe there is a prior query regarding the removal of a chimney during the consultation period for this application, please advise.

OFFICER COMMENTS

Principle of Development

The application proposes the change of use of the premises from a shop at ground floor and residential at first floor to an ice cream parlour falling into use class E(b). The property is located on the edge, but outside of, the Town Centre for Glossop as defined by the Local Plan Policies Map.

Policy S2 identifies the settlement hierarchy and states that development should be directed to the most sustainable locations. Glossop is identified as a Market Town within the hierarchy. Market towns are the main focus for housing, employment and service growth. Policy S5 encourages development which supports the vitality and viability of Glossop Town Centre.

Policy CF1 relates to retail and town centres and seeks to maintain and enhance the vitality and viability of town centres and supports development within the defined centres, requiring active ground floor frontages to be maintained and created within town centres with appropriate town centre uses. Development outside of the town centres, which are over 200sqm will need to demonstrate the sequential test and impact test.

CF1 states that proposals should create safe, attractive and accessible town and local centres, providing a good range of shopping, food and drink uses, services, offices, and entertainment and leisure facilities, and high quality public spaces. Proposals that would create a concentration of evening economy uses (previous A3, A4 & A5) that would give rise to social and environmental issues will not be supported

The proposed development does not result in the total loss of a town centre use, with a commercial use being retained at the property. While not part of the defined town centre identified within the Local Plan Policies Map, the site is within a continuous row of commercial properties extending from the town centre and it is considered that it functions as part of the town centre and is clearly sustainable and well connected with the town centre. The proposed change of use from main town centre use, to another main town centre use, is considered to be acceptable in this instance.

The scale of the proposals is such that the sequential test, and impact assessment is not required.

The main considerations in this instance whether the design is appropriate, taking into consideration its location within a Conservation Area, whether an amenity issues would arise, whether there would be an impact upon highway safety or the network, whether any flooding issues would arise.

Design Considerations (Impact on Heritage Assets)

Policy S1 states that all new development should contribute to sustaining communities and protected and/or enhance the environment. Policy EQ6 states that all development should be well designed, of a high quality and respond to the areas character, history and scale. Policy EQ7 states that the council will conserve heritage assets in a manner appropriate to their significance. Policy S5 also seeks to protect and enhance the historic environment of the Glossopdale sub-area. Policy CF1 supports proposals that seek to deliver qualitative environmental improvements and support the local distinctiveness of town centre environments through high quality design.

The adopted Shop Front Design Guide SPD identifies that the council will seek to retain traditional shop frontages wherever possible. In cases where it is not possible to repair traditional shop frontages, the replacement should respect the architectural style, character and traditions of the building and street scene.

The application site lies within the Wrens Nest area of the Glossop Conservation Area, which is a designated heritage asset. The High Street is defined by small two storey vernacular terraces characterising the towns development and growth in response to the mills and industry. Historic uniformity remains in many features, predominantly in the building and roofing material, low pitch roofs and simple fenestration. Each terrace is further marked by short chimney stacks, a traditional building element in Derbyshire. There is a clear uniformity and rhythm in the

frontages of these units which contribute towards the significance of the Conservation Area.

The Conservation Area Appraisal states that *“modern poorly designed shopfronts and signage has been introduced across the range of retail premises. The combined impact is the erosion of a key aspect of the historic character of the town. A small number of traditional 32 shopfronts survive and have benefited from grant aid towards their repair. Others have been reinstated with grant aid. The reintroduction of traditional shopfronts would make a major significant contribution to the character of the historic core”*. Poorly designed shop fronts and the loss of traditional windows are identified as being negative factors of the Conservation Area.

The scheme proposes various alterations to the building, including the removal of the existing shop front and enlargement of the first floor window fronting High Street West.

The existing shop front at ground floor is unlikely to be original. Nonetheless, it is constructed from timber and retains stonework surrounding it. The existing door also retains its surround which is a feature of door openings along this row of terrace, albeit many have been lost and replaced by larger shop fronts. The existing shop front and door would be completely lost and replaced by an almost full width glazed shop front with aluminium framework.

The existing first floor window is in proportion with the prevailing window type along this row of terraces, and retains its sill and lintel detailing. This would be lost and replaced with a much wider opening and as such would introduce an incongruous feature which would be out of character with the existing property and surrounding streetscene.

It is considered that the proposed alterations to the front elevation of the building, including loss of original features, window proportions, and use of inappropriate materials, would have a negative detrimental effect on the character and appearance of the existing building, streetscene and would be harmful to the significance of the conservation area.

This application is a resubmission of a previously refused application for the change of use of the premises and alterations to the shopfront (Ref: HPK/2022/0551). The application was refused on the following grounds:

The site is located within the Wren Nest area of the Glossop Conservation Area, which is a designated Heritage Asset. The proposed development, by reason of the design, appearance and materials of the proposed front elevation, would result in an incongruous form of development that would undermine the historic character of the site and be at odds with the surrounding context and would therefore cause demonstrable harm to the character and appearance of the host building, streetscene, and Conservation Area. The proposals would cause less than substantial harm to the significance of heritage assets, where no public benefits exist to outweigh the harm. The development proposals would therefore be contrary to Policies S1, S5, EQ6, and EQ7 of the High Peak Local Plan 2016, the Glossop

Conservation Area Character Appraisal 2006, a Design Guide for Shop Fronts and the and relevant paragraphs under Chapter 12 and 16 of the NPPF.

The submitted plans appear to be identical to that previous approval, while no further supporting information appears to have been submitted. The revised proposals, therefore, have not addressed the earlier reasons for refusal.

The level of harm to the Conservation Area is considered to be less than substantial. In such circumstances, paragraph 202 of the NPPF confirms that this harm should be weighed against the public benefits of the proposal. In this instance it is not considered that the proposed development delivers any such public benefits (none are known) to outweigh the harm caused to Heritage Assets.

Amenity

Policy S1 states that development should achieve a high standard of amenity for all existing and future occupants of land and buildings. Policy EQ6 requires development achieve a satisfactory relationship to adjacent development and not cause unacceptable effects by reason of visual intrusion, overlooking, shadowing, overbearing effect, noise, light pollution or other adverse impacts on local character and amenity. The NPPF at paragraph 130 states that decisions should seek to 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 users.

The proposed commercial use of the premises is unlikely to result in any further adverse harm to the amenity of sensitive surrounding uses, given its context with other commercial uses, and the main road. Matters relating to opening hours, and noise/odour could be controlled by condition.

Highway Safety

Policy CF6 states that proposals should minimise the need to travel, particularly by unsustainable modes of transport, and that development does not lead to an increase in on street parking to the detriment of the free and safe flow of traffic.

The scheme does not propose any off street parking to serve the proposed development. The existing use does not benefit from off street parking either which is not uncommon within a town centre location.

There is some limited on-street parking to the front of the site. The application site is located close to the town centre and as such highly accessible, and the proposed use is unlikely to result in any adverse impacts on highway safety or parking provision.

Flooding

The application site is located within Flood Zone 2. The application has been supported by an FRA. The proposed development is minor, with regard to Flood Risk, and the proposed change of use would not result in additional built form. The proposal would not lead to a more vulnerable use compared to existing. However

flood resilience measures along with other mitigation measures relating to having a Flood Warning and Evacuation Plan could be secured by condition.

CONCLUSION / PLANNING BALANCE

It is considered that the proposals would fail to comply with the policies contained within the Development Plan and guidance within the NPPF, and as such it is recommended that the application be refused.

OFFICER RECOMMENDATION: REFUSE

Case Officer: Declan Cleary

Recommendation Date: 10/07/2023

X 

Signed by: Jane Colley Signature

On behalf of High Peak Borough Council