

COMMITTEE REPORT

BY THE DIRECTOR OF ENVIRONMENT AND NEIGHBOURHOOD SERVICES
READING BOROUGH COUNCIL
PLANNING APPLICATIONS COMMITTEE: 10th October 2018

ITEM NO. 10

Ward: Abbey

App No: 180863/FUL & 180864/LBC

Address: 1 - 2 Market Place Reading

Proposal:

180863/FUL - Change of use from bank (Use Class A2) and offices (Use Class B1a), to a food hall with bars (Use Class A3/A4) at ground floor level, 24 guest hotel bedrooms (Use Class C1) at 1st and 2nd floor levels and bar (A4 Use Class) at third floor level with alterations to create roof top terrace

180864/LBC - Associated internal alterations

Applicant: City Pub Group PLC

Date validated: 29th May 2018

Major Application: 13 week target decision date: 28/08/2018

Extension of time: 24th October 2018

RECOMMENDATION

Grant Full Planning Permission, subject to satisfactory completion of a Section 106 legal agreement by 24th October 2018 and the following conditions.

If the Section 106 legal agreement is not completed by 24th October 2018, delegate to the HPDRS to refuse the above application unless the HPDRS approves an extension of time.

Grant Listed Building Consent, subject to conditions.

Legal Agreement to secure the following:

1. C1 Hotel Use only:

- no hotel room shall be used for any use other than as a C1 Use
- no hotel room shall be used or occupied as a residential dwelling or dwelling-house (C3 Use)
- not to let or licence for occupation or permit or suffer occupation of any of the hotel rooms for a continuous period of more than 3 months to the same occupier or occupiers
- other than those Customers staying in accordance with the above, not to let or licence for occupation or permit or suffer occupation of any hotel room for a continuous period for more than 3 months to the same Customer or Customers
- not to require Customers of any hotel room to agree to any minimum period of occupation (of whatever duration)
- to provide to the Council within 14 days of written request evidence regarding the use or occupation of all hotel rooms

2. Employment Skills and Training

- Employment Skills and Training Plan (construction phase) or equivalent financial contribution

3. Highways License for pedestrian dropped kerb

- Highways license to provide a pedestrian dropped kerb to the footway outside

the application building on Market Place

180863/FUL - Planning Permission

Conditions

1. Time Limit
2. Approved Plans
3. Implementation of glazing and mitigation measures
4. Control of delivery and waste collection hours (0800 - 2000 hours Monday - Saturday & 1000 - 2000 hours Sundays & Bank Holidays only)
5. Submission and approval of a plant noise assessment,
6. Control of hours of use of the roof top terrace (0800 - 2300 hours only)
7. Submission and approval of roof terrace noise mitigation measures
8. Implementation of the proposed odour mitigation measures
9. Submission and approval of air quality mitigation measures
10. Occupation of roof top terrace in accordance with approved lighting details only
11. Submission and approval of a construction method statement
12. Control of construction hours (0800 -1600 hours Monday - Friday & 0900 - 1300 hours Saturdays only)
13. Control of Hours of Operation of A3 and A4 uses (0700 - 2300 only)
14. Implementation and retention of obscure glazing
15. Implementation and retention of window louvres
16. Implementation and retention of acoustic screen to roof top terrace
17. Submission and approval of a construction method statement
18. Submission and approval of bicycle storage details
19. Implementation and retention of bin store
20. Development to be implemented and retained in accordance with ground floor plan ref. 3172.111 rev E - Proposed Ground Floor Plan Received by the Local Planning Authority on 31st August 2018 (to secure appropriate proportion of A3/A4 floor space)
21. Implementation of Premises Management Plan (including servicing and deliveries)
22. Control of hours of operation of roof top terrace lighting (0800 - 2300 hours only)

Informatives

1. Building Regulations
2. Positive and Proactive
3. Associated Listed Building Consent
4. Highways Act
5. Pre-commencement conditions
6. Nuisance Law
7. Licenses Required
8. Terms and Conditions
9. CIL

180864/LBC - Listed Building Consent

Conditions

1. Time Limit
2. Approved Plans
3. Materials to match
4. Submission and approval of secondary glazing details
5. No works to the listed building other than that on approved plans and documents

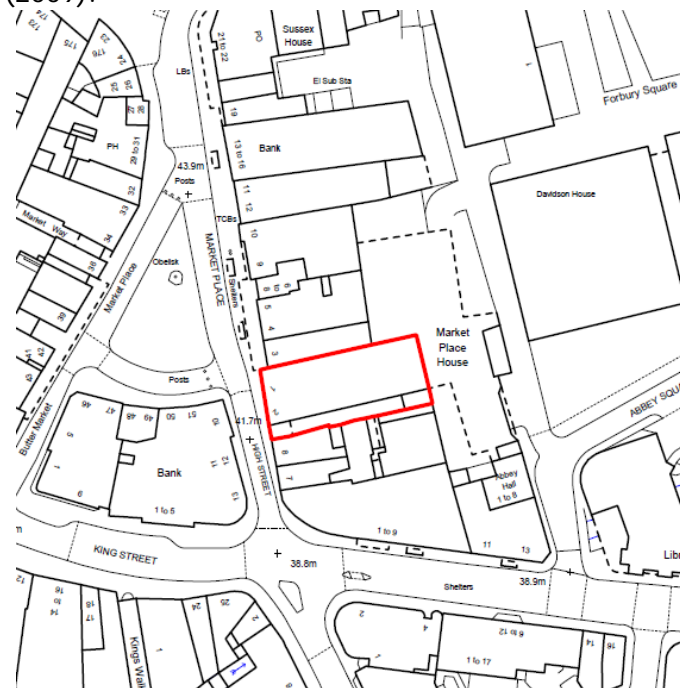
Informatives

1. Positive and Proactive

2. Associated Planning Permission
3. Pre-commencement conditions
4. Terms and Conditions

1. INTRODUCTION

- 1.1 The application relates to a three storey mid terrace building which also incorporates a small part fourth storey element within the roof to the front of the building and basement level. The building is vacant but was previously in use as a bank and associated offices (A2/B1a). There is a plant room and lift overrun at roof level to the rear.
- 1.2 The building is grade II listed and is located within the Market Place/London Street Conservation Area. Behind the front façade the building consists of a large three storey modern extension.
- 1.3 The site is located within the Reading Central Area, the Primary Shopping Area and is an 'Active Frontage' as defined by Policy RC10 of the Reading Central Area Action Plan (2009).



- 1.4 This application is reported to Planning Applications Committee as it relates to change of use of over 1000m² of floor space and is therefore a major category application.

2. PROPOSAL

- 2.1 The application seeks full planning permission for change of use from bank (Use Class A2) and offices (Use Class B1a), to a food hall with bars (Use Class A3/A4) at ground floor level, 24 guest hotel bedrooms (Use Class C1) at 1st and 2nd floor levels and bar (A4 Use Class) at third floor level with alterations to create a roof top terrace. Listed building consent is also sought for internal alterations and works to the roof to facilitate the proposed change of use and roof top terrace.

Ground Floor/Basement (A3/A4 - Food Hall and Bars)

- 2.2 The applicant describes the ground floor proposals as an extension of Market Place square itself. The food market would offer a permanent artisanal bakery, café and pizza stall, plus three further stalls that will rotate regularly and be occupied by an ever-changing range of street food style food offers.
- 2.3 The proposed ground floor bakery/café would open for breakfast for hotel guests as well as non-residents. The bakery/café is located at the front of the building and will be open from 7am whilst the rest of the ground floor facilities would open from 11am. All the ground floor A3/A4 uses are proposed to close at midnight.
- 2.4 Two bars are proposed to the ground floor area. A main bar selling a range of drinks and secondary satellite bar which, similar to the proposed food outlets, would be ever-changing focussing on different products.
- 2.5 By its nature the proposal is flexible and the intention is for a group of people to buy food drinks from different outlets and still be able to site together wherever they wish within the building.
- 2.6 A small mezzanine level is proposed to the rear of the ground floor and would provide an area for private functions whilst the existing vault, also to the rear of the ground, floor would be turned into a 'secret garden' area with a glazed retractable roof and to provide a small additional seating area.
- 2.7 Toilets and storage would be located to the basement level.

First and Second Floor (C1 - 24 Hotel Guest Bedrooms)

- 2.8 The first and second floors would contain the proposed hotel and 24 guest bedrooms as well as a manger's flat. The first and second floors would be a separate and distinct operation from the ground floor uses with access for hotel residents only. The upper floors would also have their own separate entrance and staircase.

Third Floor (A4 - Bar)

- 2.9 A cocktail bar is proposed to the existing part third floor of the building whilst it is also proposed to open out this area to the rear of this part of the building to allow access to the existing large flat roof area to form a terrace with seating booths and an acoustic screen/part roof. The third floor bar would be accessible to both hotel guests and non-residents with access from all floors by stairs and lift.

3. RELEVANT PLANNING HISTORY

- 3.1 The premises have an extensive planning history. The applications of most relevance are set out below:
- 3.2 890762/FUL - The refurbishment of existing bank premises incorporating a partial rear extension & new bank facade at ground level onto Market Place - Granted
- 3.3 050820/FUL - Change of use of 1st, 2nd and 3rd floors from ancillary bank use to Class B1 (offices) - Granted
- 3.4 140328/FUL - Repairs to pitched and flat roofs and replacement rainwater goods
- 3.5 160896/LBC - Removal of external signage and external ATM - Granted

- 3.6 161015/FUL & 161016/LBC - Change of use of basement and ground floor from financial and professional services (Class A2) to restaurant and café (Class A3) and associated works, including replacement rooftop plant, two grills to ground floor side (south) elevation and flue on rear elevation from first floor to roof level - Withdrawn

4. CONSULTATIONS

- 4.1 RBC Environmental Protection - No objection, subject to conditions to secure:

- Implementation of proposed glazing and mitigation measures
- Control of delivery and waste collection hours (0800 - 2000 hours Monday - Saturday & 1000 - 2000 hours Sundays & Bank Holidays only)
- Submission and approval of a plant noise assessment,
- Control of hours of use of the roof top terrace (0800 - 2300 hours only)
- Submission and approval of roof terrace noise mitigation measures
- Implementation of the proposed odour mitigation measures
- Submission and approval of air quality mitigation measures
- Occupation of roof top terrace in accordance with approved lighting details only
- Submission and approval of a construction method statement
- Control of construction hours (0800 -1600 hours Monday - Friday & 0900 - 1300 hours Saturdays only)

- 4.2 RBC Transport - No objection, subject to conditions to secure:

- Submission and approval of a construction method statement
- Submission and approval of bicycle storage details
- Implementation of proposed bin store
- Submission and approval of scheme for a pedestrian dropped kerb
- Implementation of servicing and deliveries management plan

- 4.3 RBC Licensing - The licensing team have significant concerns over any permission for late night bars or takeaways in an area that is already under stress from the amount of premises already licensed. It is a licensing aspiration that the town needs more sit down; food led offerings which do not rely on being alcohol led or rely on being open to the early hours of the morning providing less than quality food.

We have no objection to a street market style operation but that would indicate to us that food should be the main driver for the premises and not A4 drinking establishments. Upright vertical drinking establishments are the most likely driver of anti-social behaviour and crime and disorder. That is the main concern, particularly in light of the premises being in the Council's Cumulative Impact Area - an area already under stress from too many alcohol licensed premises.

- 4.4 RBC Ecology Consultant - No objection.

- 4.5 RBC Heritage Consultant - No objection, subject to condition to secure details of secondary glazing.

- 4.6 Public Consultation:

No.s 1, 3-5, 5 (Flats 1-7), 7 (Flats 1-7), 9, 13 and Jacksons Corner King Street, 1-8 Abbey Hall Abbey Square and 7 (Flats 1-3), 8 and 8A (Flats 1-5) High Street were notified of the application by letter. Two site notices were also displayed outside the application site.

4.7 One letter of support has been received.

5. RELEVANT PLANNING POLICY AND GUIDANCE

- 5.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that proposals be determined in accordance with the development plan unless material considerations indicate otherwise. Material considerations include relevant policies in the National Planning Policy framework (NPPF) - among them the 'presumption in favour of sustainable development'.
- 5.2 Section 16(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires the local planning authority to have special regard to the desirability of preserving the listed building or its setting or any features of special interest which it possesses.
- 5.3 The following local and national planning policy and guidance is relevant to this application:

National Planning Guidance

National Planning Policy Framework (2018)

Reading Borough LDF Core Strategy (Adopted January 2008, amended 2015)

CS7 Design and the Public Realm

CS11 Use of Employment Land for Alternative Uses

CS20 Implementation of the Reading Transport Strategy

CS24 Car/Cycle Parking

CS25 Scale and Location of Retail, Leisure and Culture

CS26 Network and Hierarchy of Centres

CS27 Maintaining the Retail Character of Centres

CS33 Protection and Enhancement of the Historic Environment

CS34 Pollution and Water Resources

Sites and Detailed Policies Document (Adopted October 2012, amended 2015)

DM1 Adaptation to Climate Change

DM2 Decentralised Energy

DM4 Safeguarding Amenity

DM12 Access, Traffic and Highway-Related Matters

DM19 Air Quality

DM23 Shopfronts and Cash Machines

Reading Central Area Action Plan (Adopted January 2009)

RC5 Design in the Centre

RC6 Definition in the Centre

RC7 Leisure, Culture and Tourism in the Centre

RC8 Drinking Establishments

RC10 Active Frontages

Supplementary Planning Document: Parking Standards and Design (October 2011)

6. APPRAISAL

Principle of the change of use

- 6.1 Paragraph 85 of the NPPF (2018) states that planning policies and decisions should define a network and hierarchy of town centres and promote their long-term

vitality and viability - by allowing them to grow and diversify in a way that can respond to rapid changes in the retail and leisure industries, allows a suitable mix of uses (including housing) and reflects their distinctive characters. The glossary of the NPPF details that main town centre uses are: Retail development (including warehouse clubs and factory outlet centres); leisure, entertainment and more intensive sport and recreation uses (including cinemas, restaurants, drive-through restaurants, bars and pubs, nightclubs, casinos, health and fitness centres, indoor bowling centres and bingo halls); offices; and arts, culture and tourism development (including theatres, museums, galleries and concert halls, hotels and conference facilities).

- 6.2 Policy CS26 seeks to maintain and enhance the vitality and viability of centres, as well as widen the range of uses. Policy RC6 also seeks to promote retail development whilst supporting other town centre uses within the wider Central Core area. Within an existing active frontage Policy RC10 seeks that uses should be within either A1, A2, A3, A4, A5, C1, D1, D2 or related sui generis uses. The proposed A3/A4 and C1 uses would be appropriate town centre uses in this location. Whilst the proposals would also accord with Policies CS25, RC7 and RC8 which seek to locate new Leisure, Culture and Tourism facilities within the Town Centre.
- 6.3 Policy RC9 seeks that where proposals for hotels fall outside the C3 use class they will be located within the Central Core but that such proposals will not be permitted unless the duration of occupation of residents is restricted to ensure the units are used on a short stay basis and not as residential flats, and information monitoring the implementation of this restriction is regularly supplied. These requirements are to be secured by way of a section 106 legal agreement containing the following requirements:
- no hotel room shall be used for any use other than as a C1 Use
 - no hotel room shall be used or occupied as a residential dwelling or dwelling-house (C3 Use)
 - not to let or licence for occupation or permit or suffer occupation of any of the hotel rooms for a continuous period of more than 3 months to the same occupier or occupiers
 - other than those Customers staying in accordance with the above, not to let or licence for occupation or permit or suffer occupation of any hotel room for a continuous period for more than 3 months to the same Customer or Customers
 - not to require Customers of any hotel room to agree to any minimum period of occupation (of whatever duration)
 - to provide to the Council within 14 days of written request evidence regarding the use or occupation of all hotel rooms
- 6.4 In terms of loss of the existing uses the replacement of the existing A2 (bank) use at ground floor with the A3/A4 (food hall and bar) use is replacing an existing town centre use with another and is therefore considered acceptable in principle. Loss of the existing B1a (office) accommodation must be considered against Policy CS11. The loss of office accommodation in this location is considered acceptable given the premises has been vacant for some time; the availability of office accommodation elsewhere within the Borough and also as the proposal would bring a vacant listed building back into use and reduce the potential for its further deterioration and chance that it would fall into a state of disrepair.

Amenity of Neighbouring Occupiers

- 6.5 Policy DM4 of the Sites and Detailed Policies Document (2012, 2015) seeks to protect the amenity of existing and future occupiers in terms of privacy, light, overbearing, noise and disturbance, lighting, vibration, small and crime and safety. Policy CS34 of the Core Strategy (2008, 2015) seeks to protect and mitigate development from pollution.
- 6.6 The site is largely surrounding by commercial occupiers and as a conversion of an existing building potential for any overbearing or loss of light is limited and there are no concerns in this respect. Impact upon privacy and overlooking to neighbouring buildings is also likely to be limited. However, the impact of the proposed hotel use to the upper floor of the building upon the mixed use residential-led development given planning permission at Jacksons Corner at 1-9 King Street must be considered as the rear part of both sites share a boundary.
- 6.7 The Jacksons Corner development includes a new 6 storey building located to the rear of the site of which the upper 5 floors contain new residential accommodation. The north flank elevation of this building would be located 3.5m from the south flank elevation of the application building. Sited so close to the boundary the new building at Jacksons Corner effectively borrows outlook and lighting from the current application site and this being the case the new building does have limited habitable windows to this elevation albeit there are some. There are a number of first and second floor windows to the facing south flank elevation of no.1-2 Market Place however these are existing windows and the proposal does not seek to add any new openings here. What must be considered is whether the proposed hotel use rather than existing lawful office occupation of the building would have any potential for additional overlooking or loss of privacy.
- 6.8 The hotel use would be occupied during night time hours when perhaps the existing office use would not and it is also the night time hours when occupants of the consented Jacksons Corner scheme would most likely to be at home. The affected part of the Jacksons Corner development is positioned such that it is only the rear third of the 1 - 2 Market Place building that has the potential to cause an issue. In this respect, the applicant has proposed a mixture of obscure glazing and privacy louvres to the all existing windows to the south flank elevation of the building which face the Jacksons Corner development. The privacy louvres would direct views to the sides away from direct views to the consented windows of the Jacksons Corner development. Together with the obscure glazing panels this is considered sufficient to prevent any undue overlooking or loss of privacy from the proposed hotel rooms without compromising levels of outlook or daylighting.
- 6.9 The south flank elevation of the proposed roof top terrace area would be shielded by a 2.5m high closed board timber screen. The screen incorporates a sloping roof up to 3m in height. This would prevent any potential for views from the roof top terrace to the Jacksons Corner development.
- 6.10 In terms of noise and disturbance the impact upon the adjacent consented Jacksons Corner development, other nearby occupiers and the wider town centre area must be considered. There are no material concerns in respect of the proposed C1 hotel use.
- 6.11 RBC Licensing Officers have raised concerns regarding the A4 (bar) elements of the proposal. As explained in paragraph 4.3 above the site falls within the Council's Cumulative Impact Area. This area creates a presumption and starting position that all new applications for bars - where the predominant activity is the sale of alcohol - and takeaways will be refused a license unless the applicant can demonstrate they will not create additional negative cumulative impact in the town. Upright

vertical drinking establishments are the most likely driver of anti-social behaviour and crime and disorder with potential to affect the amenities of surrounding residential occupiers. Licensing advice is that they have no objection to the street market style operation proposed if food is the main driver for the premises and not A4 drinking establishment.

- 6.12 Whilst licensing concerns are relevant, licensing requirements are considered under a separate regime to planning and the concerns raised would largely be considered to be capable of being controlled via the Licensing Acts. Nonetheless, the concerns raised regarding anti-social behaviour, noise and disturbance are intrinsically linked to the material planning consideration of protecting the amenity of surrounding occupiers and therefore must be taken into account within the planning balance.
- 6.13 The site is within the RCAAP Central Core, where such uses are to be encouraged (Policy RC7 seeks for proposals to contribute towards the 18 hour economy of the town centre). However, it should be borne in mind that there is an increasing number of residential uses within the town centre and near to Market Place. This is a consequence not only of planning permissions but also permissions gained through the office prior approval mechanism, where the Local Planning Authority has limited opportunity to object to the proposal. A balance therefore needs to be struck between the economic advantages and the benefit to the long-term sustainability of the Listed Building on one hand, and the amenity to be reasonably expected by town centre flat dwellers on the other.
- 6.14 The closest residential occupiers to the proposed development would be those at the consented Jacksons Corner development adjacent to the site to the south, as referred to earlier in this report whilst the occupiers of the proposed hotel to the upper floors of the application building must also be considered.
- 6.15 A detailed noise assessment has been submitted as part of the application and the Environmental Protection Team is satisfied that this demonstrates that the amenities of surrounding occupiers, including those to the hotel, would be preserved. A condition is recommended to secure the proposed new glazing and ventilation measures to the hotel.
- 6.16 With regard to the proposed roof terrace and bar area the application proposes mitigation in the form of a 2.5m high acoustic screen with acoustic roof barrier reaching 3m in height. A noise assessment of this has also been submitted. This demonstrates that the terrace area would only be acceptable in noise terms with the acoustic screen in place. Environmental Protection Officers are satisfied that the principles of the acoustic screen proposed by the applicant would be acceptable but recommend a condition so that the detailed specification of this case can be secured. A condition is also recommended to require the screen to remain in place for the lifetime of the roof top terrace area and that the terrace is not occupied outside the hours of 0800 - 2000.
- 6.17 Environmental Protection Officers also raised concern regarding the external lighting proposed to the terrace area and potential light spillage to nearby properties. A detailed assessment of this was submitted by the application during the course of the application and Environmental Protection Officers are satisfied that this demonstrates the proposed lighting would not cause any undue harm to the amenities of surrounding occupiers.
- 6.18 An odour control assessment has also been submitted with regard to the proposed kitchen area, implementation of which can be secured by way of condition. Additional conditions are also recommended to secure an air quality mitigation

scheme for future occupants of the hotel, submission of a noise assessment with regard to any additional plant equipment as well as controls on the hours of deliveries and waste collection times.

- 6.19 Environmental Protection Officers are therefore satisfied that, subject to recommended conditions, the site specific impacts of the proposed development upon immediate surrounding occupiers and future occupiers of the proposed hotel can be suitably mitigated.
- 6.20 In terms of the wider concerns raised by licensing officers, the applicant has submitted a number of amended details in an attempt to address these concerns.
- 6.21 When concerns have been raised regarding the drinking led nature of other proposals within the town centre officers have often sought confirmation of the amount of bar floor space proposed to ensure this is secondary to other, often A3, uses. For example, this approach was used at 3-5 King Street under applications ref. 150051/FUL and 160358/VARIAT where there were concerns about the extent of ancillary bar area to this application for change of use to A3.
- 6.22 The current application has been clear in that it is a proposal for a mixed A4 and A3 use. However, the nature of the proposal as a food market/hall with bars is quite unique, as is the flexible nature of how the food hall would function with ever changing food and drink offers occupying the kitchen and bar areas proposed within the building. This flexible type use makes controlling bar floor areas difficult, particularly as the seating arrangements are also flexible with the proposal designed so that a group of people could visit the market and all purchase food and drink from different kitchen/bars but then sit together anywhere within the ground floor of the building.
- 6.23 Nonetheless, the applicant has submitted amended plans which includes reducing the number of bar areas to the food hall area from 3 to 2 and also increasing the amount of seating to make the arrangement slightly more formal with less potential for large groups to take part in vertical drinking. The amended plans now show that 72% of the ground floor area would be taken up by seating with the bar areas, circulation and standing space accounting for 28%.
- 6.24 A management plan for the premises has also been submitted which includes measures to reduce disturbance from customers, whilst these issues would be best be controlled via the licensing regime, the measures proposed regarding leaving procedures (lowering music level half an hour before closing, turning lights on and encouraging patrons to disperse) will assist controlling any disturbance associated with the proposed use.
- 6.25 Officers consider that the amendments made by the applicant go some way to addressing planning concerns in terms of noise and disturbances and harm to the amenity of surrounding occupiers. Licensing officers still retain concerns regarding the proposed development; however this would likely be the case for any proposal that includes a drinking element in the town centre given the presumption against such premises within the town centre cumulative impact area. It would be though the licensing process where the majority of issues would be addressed.
- 6.26 Given the concerns outlined above, close proximity of the consented Jacksons Corner residential development and unique and flexible nature of the food hall element of the proposal officers consider that the opening time of the premises should be limited to 11pm each day. This would prevent the premises being used

for late night drinking into the early hours of the morning and control the use in the context of nearby residential occupiers.

- 6.27 On the basis of the conditions outlined above officers are satisfied that the proposal could be satisfactorily mitigated to prevent any undue noise and disturbance to surrounding occupiers and would accord with Policies DM4 and CS34.

Standard of Amenity

- 6.28 Policy DM4 of the Sites and Detailed Policies Document (2012, 2015) seeks to protect the amenity of existing and future occupiers in terms of privacy, light, overbearing, noise and disturbance, lighting, vibration, small and crime and safety. Policy CS34 of the Core Strategy (2008, 2015) seeks to protect and mitigate development from pollution.

- 6.29 The proposal seeks to provide 24 Hotel Rooms at first and second floor which will be a separate distinct operation from the ground food hall/bar use. The upper floors will be capable of being occupied independently with a separate entrance and staircase. As hotel accommodation the Council does not have any adopted standards but all rooms are considered to provide for a suitable standard of amenity in terms of size, outlook and daylighting.

- 6.30 Potential noise and disturbance from the A3/A4 elements to the C1 hotel use are discussed in the amenity of neighbouring occupiers section above.

Design and heritage issues

- 6.31 Policy CS7 seeks to preserve or enhance the character of the area in which a development is located and Policy CS33 seeks that development should preserve or enhance the character and setting of heritage assets. Policy RC5 seeks to form appropriate relationships between buildings.

- 6.32 A Heritage Assessment has been submitted part of the application.

- 6.33 Aside from the front façade of the building, which would remain unaltered, the rest of the building is of modern steel and concrete frame construction with the listed building having been heavily rebuilt. No significant changes are proposed beyond cleaning and repairs of the front façade and discreet lighting to the architectural features of the building frontage. Internally the only alteration to the front façade is the introduction of secondary glazing to the frontage windows. Precise details of the secondary glazing can be secured by way of a suitably worded condition.

- 6.34 The proposed alterations to the modern part of the building behind the front façade consist of additions of louvres to certain windows, the creation of a terrace at roof level with acoustic screen, and the cutting back of the roof slab to the existing bank vault at the rear of the building at ground floor level and replacement with a glazed retractable roof. At roof level a small extension to the existing plant room is also proposed.

- 6.35 The proposed alterations to the modern addition rear part of the building would not be visible from the Market Place street-scene or any significant views from the surrounding Market Place/London Street conservation area.

- 6.36 In view of the historic removal of the fabric of the building behind the façade and the limited changes proposed to the front elevation, the proposed alterations are not considered to harm the significance of the Listed Building or setting of the

surrounding Conservation Area. The proposal is considered to accord with Policies CS7, CS33 and RC5.

Transport

- 6.37 Policies DM12 of the Sites and Detailed Policies Document 2012, 2015 and CS20 and CS24 of the Core Strategy seek to address access, traffic, highway and parking relates matters relating to development.
- 6.38 The site is located within the Reading Central Area and within Reading's primary shopping area. The site is in a key central location, being situated within the Market Place Square and within walking distance of Reading rail station to the north. This area is well served by rail and bus links and also contains the largest proportion of public car parking spaces.
- 6.39 There is no parking currently associated with the site. The non-provision of parking is acceptable in this town centre location given the proximity of public transport services and public car parks. In terms of traffic generation, the trips generated by the proposed use would be shared with other town centre, employment, service and retail outlets. Therefore, the proposed use is unlikely to result in a material change in trips.
- 6.40 However, the proposed use is likely to generate a significant increase in commercial deliveries such as food and drink deliveries, laundry deliveries and refuse collection. The site currently provides a narrow gated off-street delivery area but there is no provision on site for large deliveries which a use of this type is likely to generate.
- 6.41 Market Place has vehicle access restricted to buses, taxis and permit holders between 07:00-11:00 and 16:00-19:00 and forms part of the town centre bus loop. Any development which does not have adequate provisions for servicing may result in vehicles waiting on Market Place causing delay to bus services.
- 6.42 It is proposed to service the site with delivery vehicles using existing on-street waiting/loading facilities on Market Place and/or King Street, with goods being carried/trolleyed to the entrance. Transport officers raised concerns that due to a lack of direct access (no dropped kerb or dedicated loading outside the building) trolleys and goods would have to be wheeled around the narrow footways of Market Place to obtain access to the building. This is of particular concern given the busy of Market Place where the potential for conflict with pedestrians and buses is high and would likely create a highway safety hazard.
- 6.43 As a solution Transport and Network Management Officers have agreed to the principle of a new pedestrian dropped kerb in the vicinity of the existing entrance doors to the building so that an acceptable crossing provision for deliveries and servicing can be provided. A dedicated crossing point will remove the need for goods to be transport longer distances along narrow footways to the detriment of pedestrian safety.
- 6.44 Given the kerb area is located out of the redline application area and applicants ownership the requirement to secure a license to provide a pedestrian dropped kerb would be secured by way of a section 106 legal agreement.
- 6.45 The City Centre area is well equipped with short stay cycle parking in the form of Sheffield Stands. However, it is unclear what secure cycle parking provisions are available for longer term cycle storage for staff working within the hotel/food hall

outlets. These details can be secured by way of conditions. A dedicated external bin store is proposed to the side access and is considered acceptable.

- 6.46 A Construction Method Statement will be required given the town centre location and the significant remodeling of the site proposed within this application. The proposed work should be in accordance with the Borough's Guidance Notes for Activities on the Public Highway. However, it is common that a Construction Method Statement is conditioned and determined separately of the planning application.

Other Issues

Community Infrastructure Levy

- 6.47 The proposed C1 Hotel floor space (850m²) would be liable for the Community Infrastructure Levy. This equates to £125,196. However, as the hotel accommodation is to be provided solely via conversion of existing floor space then, if the applicant can demonstrate that the building has been in use for a continuous period of 6 months at any time within the last 36 months then the liability would default to £0. This would be established post decision via the CIL regulations procedures.

Employment Skills and Training

- 6.48 As the proposal relates to a change of use of over 1000m² it is necessary to secure a construction phase Employment Skills and Training Plan. This is in line with the Employment Skills and Training SPD requirements and can be secured by way of a section 106 legal agreement. The requirement is either a site specific plan or a financial contribution and the terms of the S106 will be flexible in this respect.

Equalities Impact

- 6.49 In determining this application the Council is required to have regard to its obligations under the Equality Act 2010. The key equalities protected characteristics include age, disability, gender, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sexual orientation. There is no indication or evidence (including from consultation on the application) that the protected groups have or will have different needs, experiences, issues and priorities in relation to the particular planning application.
- 6.50 In terms of the key equalities protected characteristics it is considered there would be no significant adverse impacts as a result of the development.

RECOMMENDATION

GRANT Full Planning Permission and Listed Building Consent

Case Officer: Matt Burns

Plans Considered:

Drawing no.s

3172.111 rev E - Proposed Ground Floor Plan

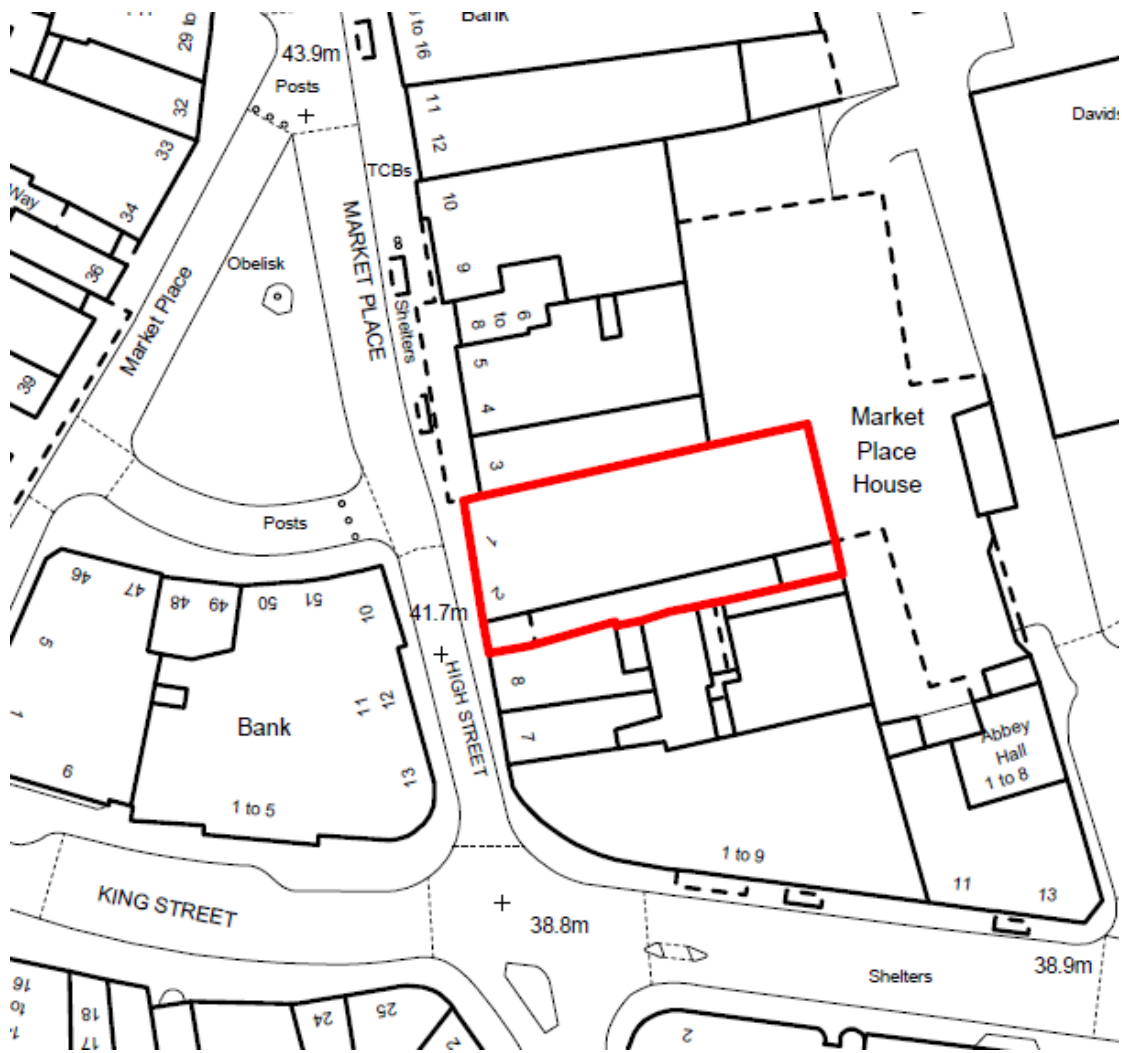
Received by the Local Planning Authority on 31st August 2018

Location Plan ref. 1-2 Market Place, Reading RG1 2EQ

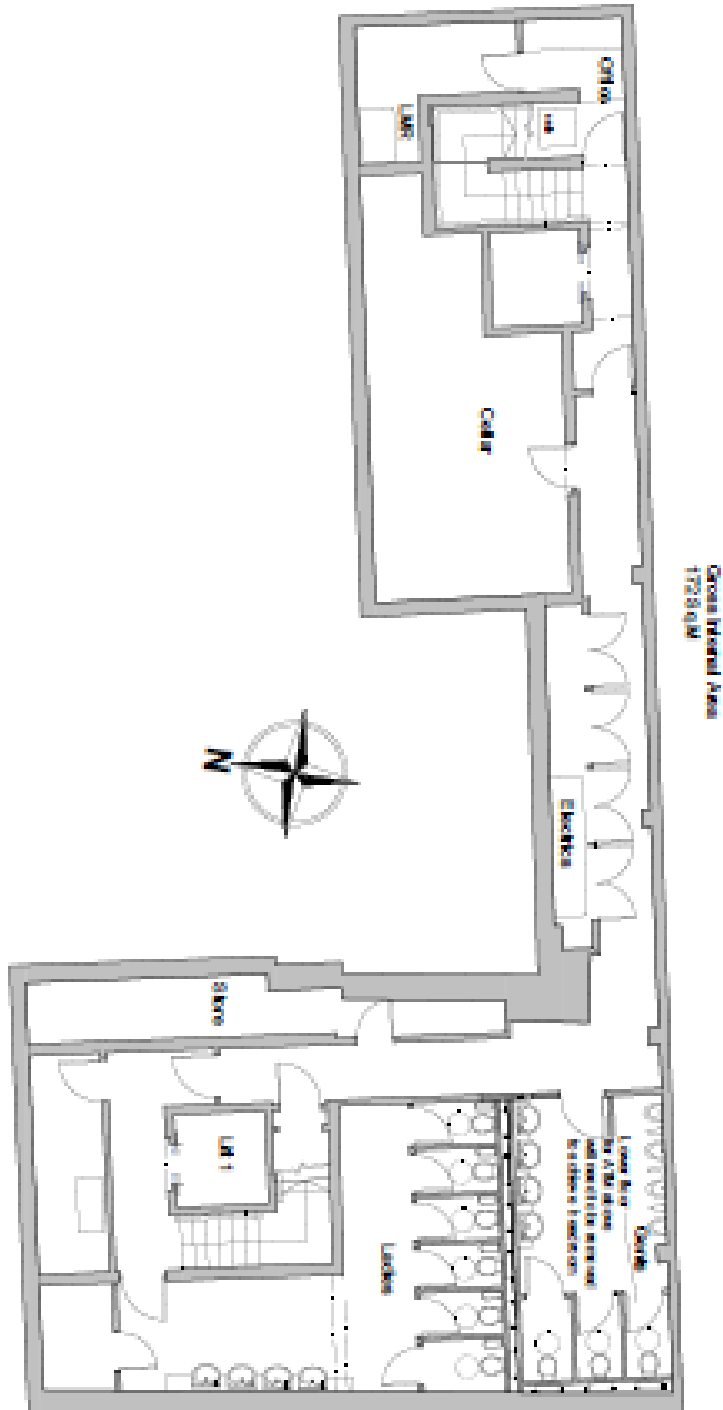
3172.110 rev B - Proposed Basement

3172.112 rev D - Proposed First Floor

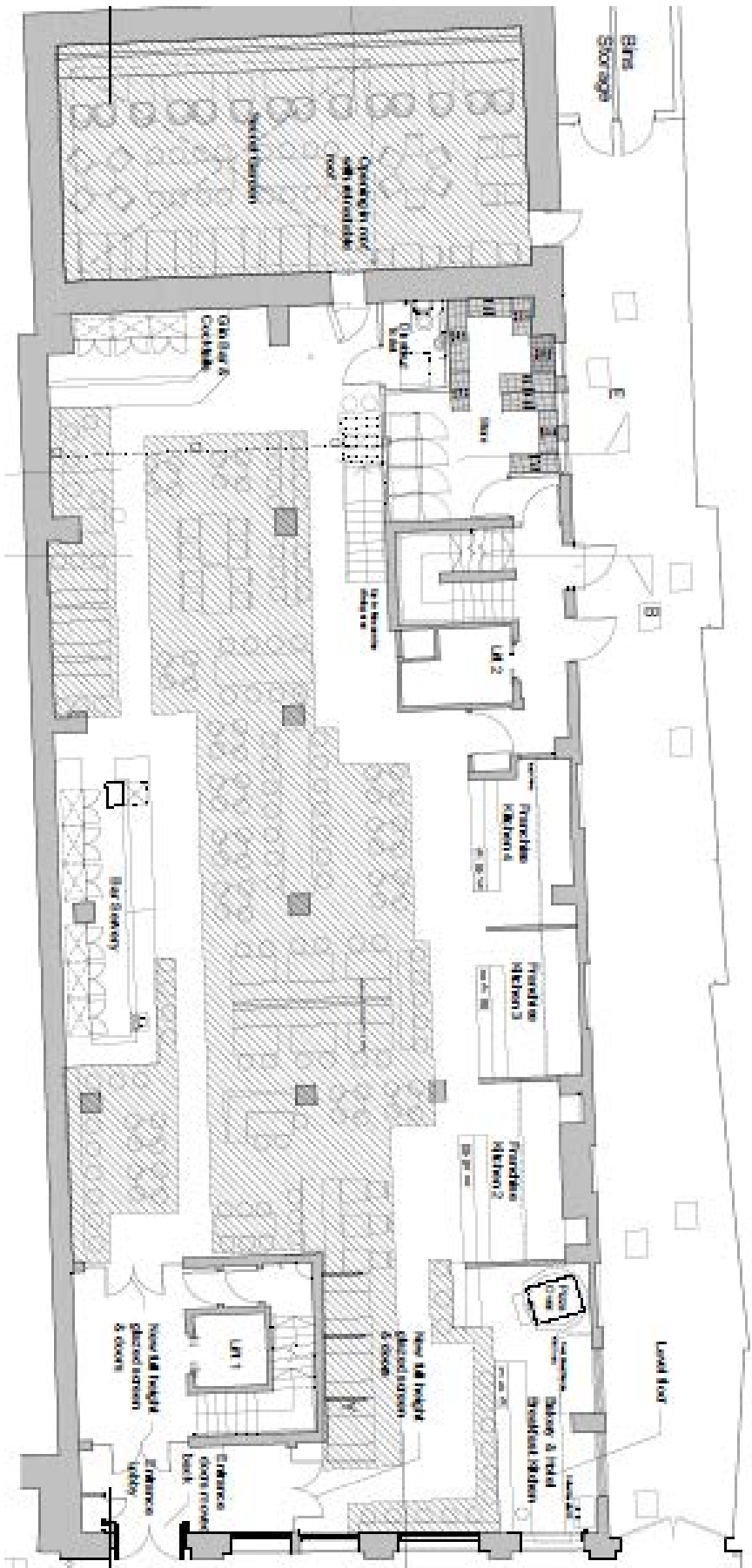
3172.113 rev D - Proposed Second Floor
3172.14 rev D - Proposed Third Floor
3172.120 rev A - Proposed Sections AA, BB & CC
3172.125 rev A - Proposed Elevations
Received by the Local Planning Authority on 25th May 2018



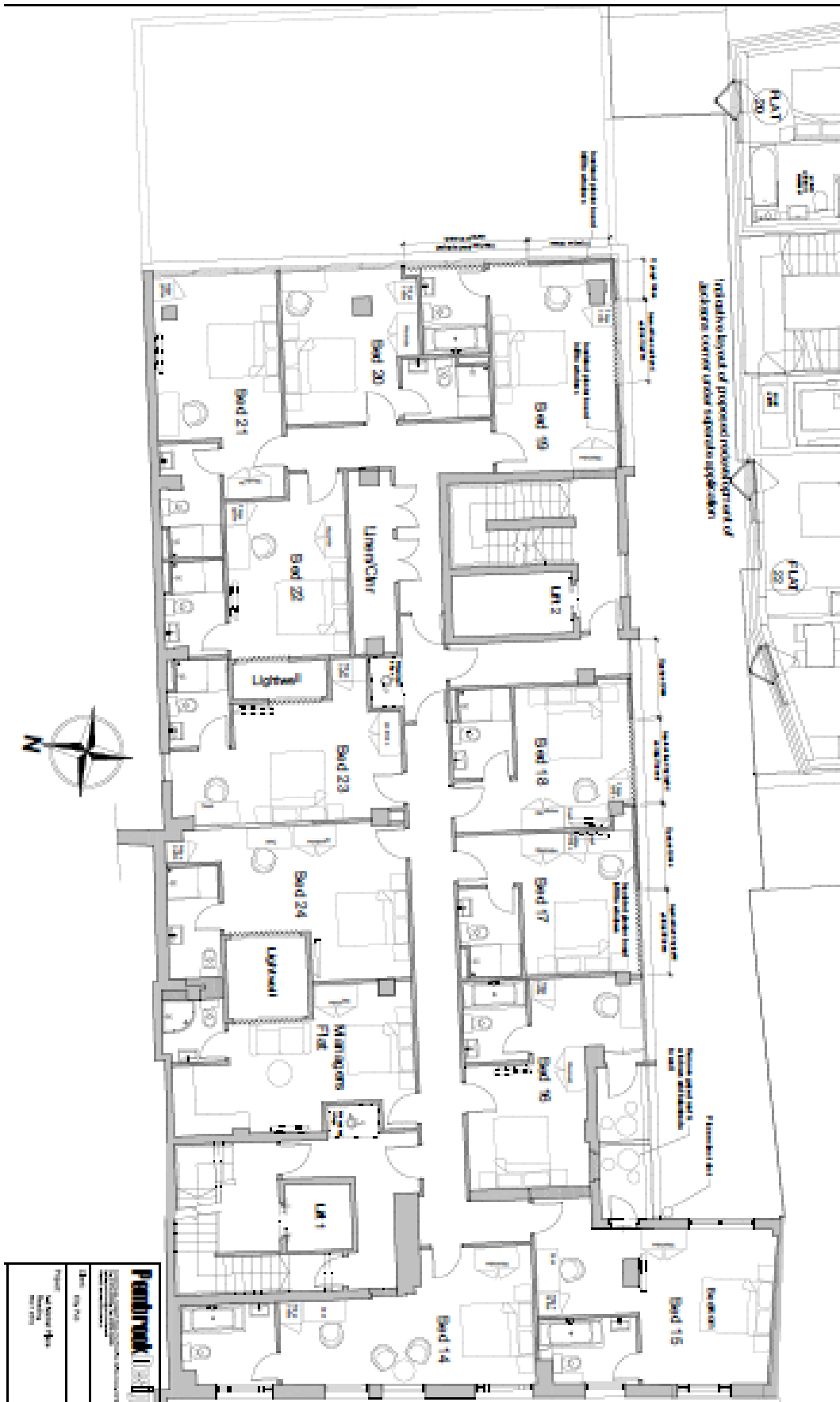
Location Plan



Proposed Basement Floor Plan



Proposed Ground Floor Plan

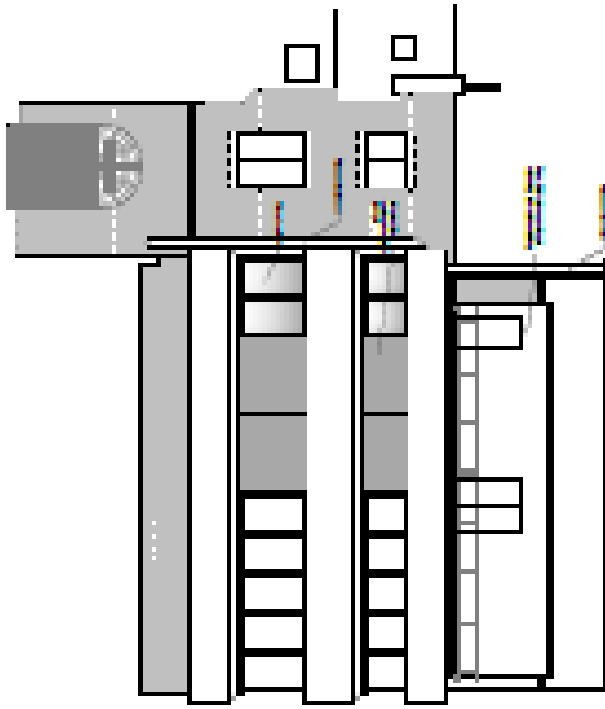


Proposed Second Floor Plan

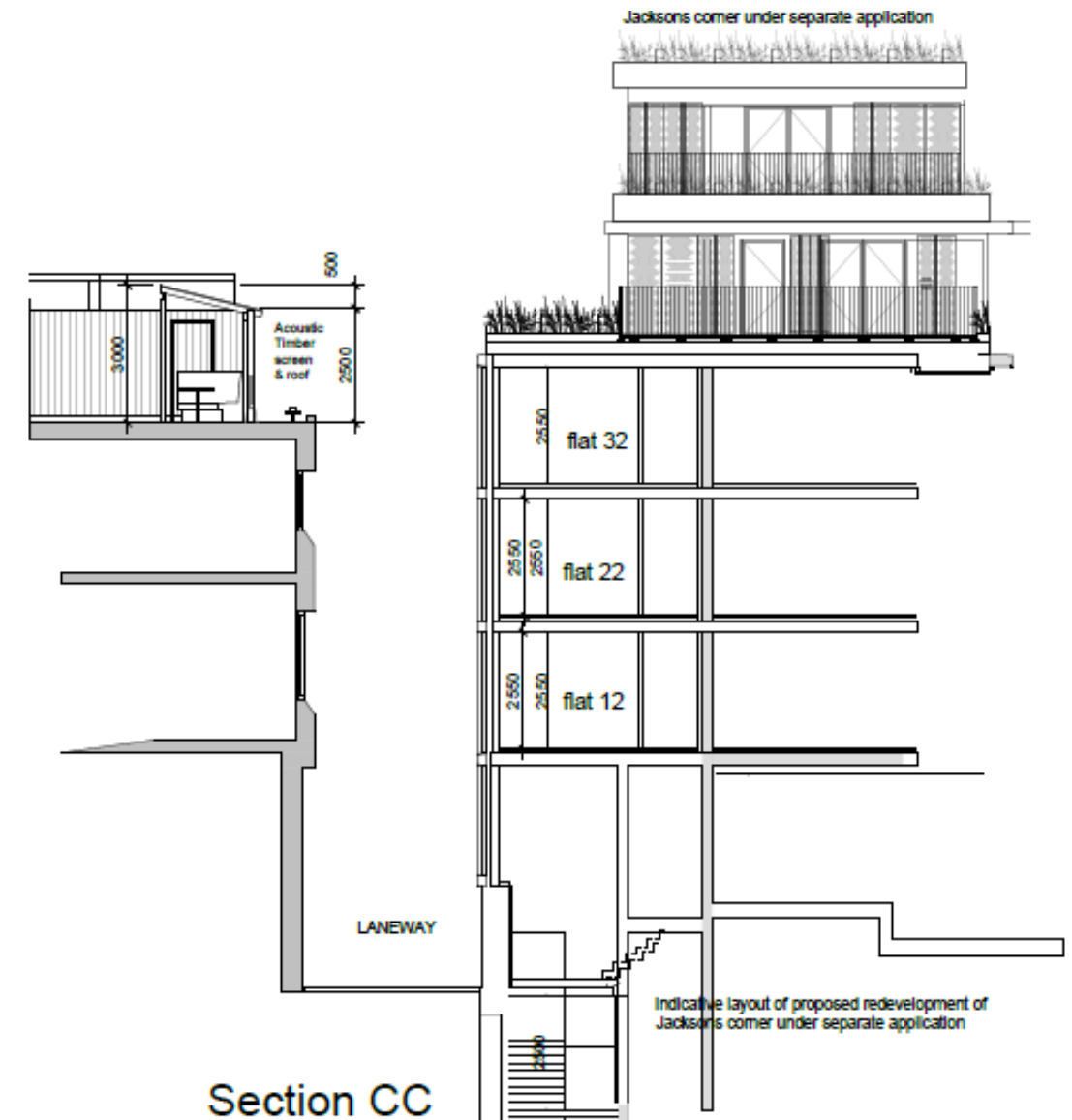


Proposed West and South Elevations

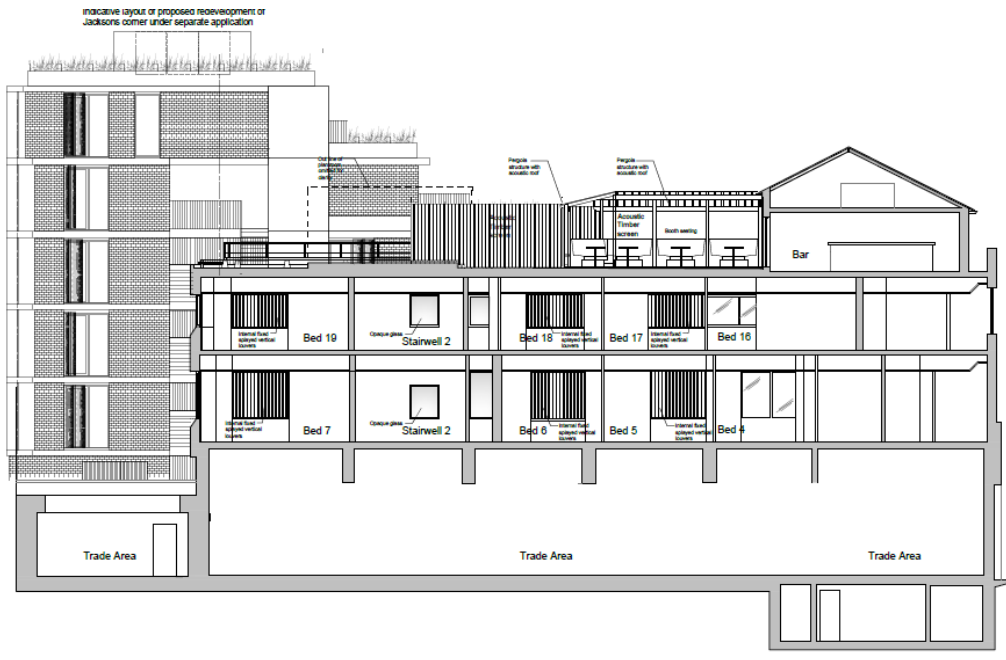
East Elevation



Proposed East Elevation



Proposed North-South Section showing relationship with larger Jackson Corner Consented Building (and showing acoustic screen to roof terrace)



Proposed East-West Section Showing Relationship with Larger Consented Jacksons Corner Building (and showing acoustic screen to roof terrace)