

10 January 2024



Reading
Borough Council
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Title	PLANNING APPLICATION REPORT
Ward	Abbey
Planning Application Reference:	230574/FUL
Site Address:	Jackson's Corner, 1-9 Kings Road, Reading RG1 3AS
Proposed Development	Proposed shopfront alterations, installation of external kitchen extract system to rear and internal alterations.
Applicant	Fat Hippo Group
Report author	Marcie Rejwerska
Deadline:	13/10/2023
Recommendations	Grant planning permission, subject to conditions as follows:
Conditions	<ol style="list-style-type: none">1. Time Limit (Standard)2. Approved Plans3. Materials As Specified4. Proposed Mechanical Plant/Equipment Noise Restricted5. Ventilation & Extraction (As Specified)
Informatives	<ol style="list-style-type: none">1. Terms2. Building Control3. Complaints about construction4. Encroachment5. Positive and proactive - approval

1. Executive summary

- 1.1. This report explains the proposal submitted by the Fat Hippo Group for removal of the existing flat canopy with Jackson's lettering to be replaced with a black awning. The remainder of the shopfront remains largely unchanged. The proposal also includes installation of a kitchen extract flue to the rear of the building to accommodate the new use of the unit as a restaurant, and internal alterations associated with the new use. The main concerns discussed within this report relate to the appearance and design of the new shopfront design, as well as the pollution implications of the proposed new kitchen extract.

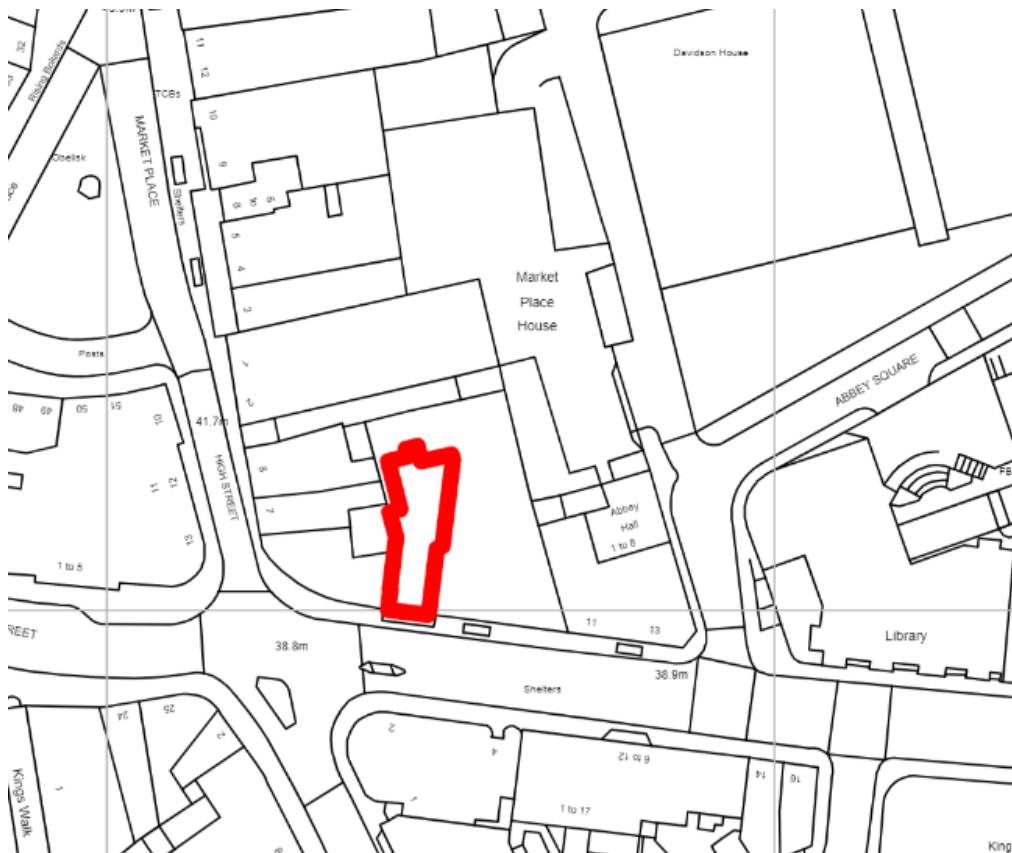
2. Introduction and site description

- 2.1. The application is referred to Committee at the request of Cllr Page.
- 2.2. The application site comprises Unit 2 within the ground floor of Jackson's Corner on Kings Road in Reading town centre. This unit has a separate doorway access from

Kings Road which has a flat concrete canopy above the door with individual gold letters spelling “Jackson’s” mounted on top of the canopy close to the outside edge.

- 2.3. The surrounding area is predominately commercial, however there are residential units above the ground floor within the Jackson’s Corner building and other properties on Kings Road.
- 2.4. Jackson’s Corner is a building of townscape merit within the Market Place/London Street conservation area. The building is also identified as a primary frontage within Central Reading. The application site, now known as Unit 2, is a former public house, acquired in 1960 as an extension to the Jackson’s Corner department store, to connect the original store at the corner of the crossroads and the 1954 extensions on Kings Road. This is reflected in the inconsistent design of the shopfronts, especially the stonework frame present at Unit 2.

Site location plan:



3. The Proposal

- 3.1. Planning permission is sought for alterations to the existing shopfront consisting of removal of the existing concrete flat canopy with the gold Jackson’s lettering, to be replaced with a retractable black awning. The awning when extended would be at the same height as the existing canopy. The support structure of the awning is proposed to align with the height of the historic awnings present at Unit 1 of Jackson’s Corner, with a timber fascia above the support structure.
- 3.2. The remainder of the shopfront remains largely unchanged, with the exception of replacement doors and repainting to a black colour.
- 3.3. The proposal includes internal alterations to the unit, specifically the creation of toilets on the ground floor, a bar servery and a new staircase to the proposed kitchen and storage area on the first floor.

- 3.4. The proposal also includes installation of a new kitchen extract unit, to be located externally within the courtyard between Unit 1 and 2 of Jackson's Corner on the ground floor.
- 3.5. The use of the unit as a restaurant is not development as both existing and proposed uses fall within Class E. Permission is therefore not required for the restaurant use itself and it would be beyond the scope of this application to seek to control matters relating to the use.
- 3.6. Submitted plans and documentation:
 - 2210 Rev A Design & Access Statement, John Taylor Architects Ltd, received 27 April 2023
 - 2210 Rev A Heritage Statement, John Taylor Architects Ltd, received 27 April 2023
 - Site Location Plan, received 27 April 2023
 - 2210PL-001A Existing Site/Block Plan, dated 15 September 2022, received 27 April 2023
 - 2210PL-002A Existing GA Ground Floor Plan, dated 15 September 2022, received 27 April 2023
 - 2210PL-005B Proposed Site/Block Plan, dated 1 April 2023, received 27 April 2023
 - 2210PL-003B GA Floor Plans, dated 1 April 2023, received 27 April 2023
 - 2210PL-004F Existing & Proposed Shopfront, dated 10 October 2023, received 13 October 2023
 - 2221627 Plant Noise Assessment Rev1, Sharps Redmore Acoustic Consultants, dated 14 September 2023, received 15 September 2023
 - Specification & EMAQ Report, dated 17 October 2023, received 28 November 2023

4. Planning history

- 4.1. 221373/FUL - Proposed shopfront alterations, installation of external kitchen extract system to rear and internal alterations – Application refused due to following reasons:
 - “The proposed awning, by reason of its positioning and siting on the building, coupled with a reduction in shopfront glazing and replacement tiling, would fail to integrate with the wider building (units 1 and 3), 1-9 Kings Road, which is a building of townscape merit and located within a conservation area. As such, the proposal fails to comply with policies CC7, OU5 and EN3 of the Reading Borough Local Plan (2019) and the Design Guide to Shopfronts (2022).”*
 - 4.1.1. *“In the absence of a suitable noise assessment, the applicant has failed to demonstrate that the rear external kitchen extract system would be acceptable in terms of noise pollution for nearby residents. As such, the proposal is not compliant with policies EN16 and EN17 of the Reading Borough Local Plan (2019).”*
- 4.2. No other planning history relevant to Unit 2 of Jackson's Corner.

5. Consultations

- 5.1. Non-Statutory
 - 5.1.1. RBC Environmental Health – No objections to revised noise assessment; no objections to proposed odour control.
 - 5.1.2. RBC Transport Development – No objections subject to satisfactory canopy clearance above footway.

5.1.3. RBC Conservation Officer – No comments received.

5.1.4. RCAAC – No comments received.

5.2. Public

5.2.1. The following neighbouring properties were consulted by letter for both applications:

Flats 1-5, 8A High Street, Reading

Flats 1-3, 7 High Street, Reading

11-13 Kings Road, Reading

5.2.2. 1 letter of support received from the owner of the application site.

6. Legal context

6.1. 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'. However, the NPPF does not change the statutory status of the development plan as the starting point for decision making (NPPF paragraph 12).

6.2. Section 72 (1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires the local planning authority in the exercise of its functions to pay special attention to the desirability of preserving or enhancing the character or appearance of a conservation area.

6.3. In this regard, the NPPF states that due weight should be given to the adopted policies of the Local Plan 2019 according to their degree of consistency with the NPPF (the closer the policies in the plan to the policies in the NPPF, the greater the weight that may be given).

6.4. Accordingly, the latest NPPF and the following development plan policies and supplementary planning guidance are relevant:

Reading Borough Local Plan 2019

Policies:

CC1 Presumption in Favour of Sustainable Development

CC7 Design and the Public Realm

CC8 Safeguarding Amenity

EN1 Protection and Enhancement of the Historic Environment

EN3 Enhancement of Conservation Areas

EN4 Locally Important Heritage Assets

EN15 Air Quality

EN17 Noise Generating Equipment

OU5 Shopfronts and Cash Machines

CR1 Definition of Central Reading

CR2 Design in Central Reading

CR7 Primary Frontages in Central Reading

CR15 The Reading Abbey Quarter

Supplementary Planning Documents:

Design Guide to Shopfronts SPD (2022)

Other documents:

Market Place/London Street Conservation Area Appraisal (2007)

7. Appraisal

7.1. The main considerations are:

I. Design and appearance, implications on the conservation area

II. Amenity and pollution

I) Design and appearance

7.2. The existing concrete flat canopy at Unit 2 includes gold Jackson's lettering. The canopy is not mentioned in the conservation area appraisal as having any specific historic or aesthetic value.

7.3. It is important to note that the proposal does not include or affect the Jackson's Corner lettering on the upper floors which is to be retained.

7.4. The proposed awning was part of a previous submission by the applicant which was refused on the grounds that the proposed awning and shopfront alterations did not respect the continuity of the shopfront and its historical significance. This new proposal includes repositioning of the awnings from the previous submission to line up with the historic awnings at Unit 1 of Jackson's Corner. It is considered that this design sufficiently addresses the concerns raised by the case officer for the previously refused proposal.

7.5. The proposed materials and design of the awning is considered sympathetic to the application site. The design is a Victorian style fabric awning in black colour. Its positioning is sympathetic to the historic design of the Jackson's Corner shopfront and is therefore considered in line with the recommendations within the Shopfronts SPD and Policies OU5 and EN4.

7.6. When extended, the awnings will come down to the same height as the existing canopy, and as such retaining the existing clearance above the footpath. This is considered acceptable.

7.7. The remainder of the shopfront remains largely unchanged. A timber fascia board is proposed above the support structure of the awning which is in line with the Shopfront SPD recommendations for historic buildings.

7.8. Due to the minimal changes to the shopfront, active views into the unit are retained. This is in line with the recommendations of both the Shopfronts SPD and Policy CR7.

7.9. Overall, the changes are considered to be sympathetic to the site and its historical context. The proposal is not considered harmful to the wider conservation area nor the heritage asset and is therefore considered acceptable in terms of the proposed shopfront design.

II) Amenity and pollution

7.10. The main amenity concerns associated with restaurant use relate to the installation of the new kitchen extract and its potential in creating noise and odour pollution. This is of particular concern with relation to the residential units in the upper floors of Jackson's Corner and neighbouring properties on High Street and Kings Road.

- 7.11. The proposed extract unit will be located in the courtyard between Units 1 and 2, affixed to the wall on the west elevation. It is located nearby windows serving residential properties on the upper floors of the Jackson's Corner building and would be visible to residents within the newly created residential block behind Jackson's Corner.
- 7.12. The applicant has submitted a noise assessment to demonstrate that the noise arising from the extract would not exceed 10dB above background noise, in line with the limits set out in Policy EN17. This has been reviewed by the Environmental Health team and is considered acceptable.
- 7.13. The applicant has submitted an odour assessment to demonstrate that the odour abatement is sufficient for the type of cooking which would take place and to ensure that the odour abatement measures do not exacerbate the noise produced by the proposed kitchen extraction vent. The submitted odour control information states that the proposed measures, consisting of an electrostatic precipitator and carbon filters, are sufficient, will not exacerbate the noise generated and have considered the layout of the courtyard. This has been reviewed by the Council's Environmental Health team and is considered acceptable.

8. Equality implications

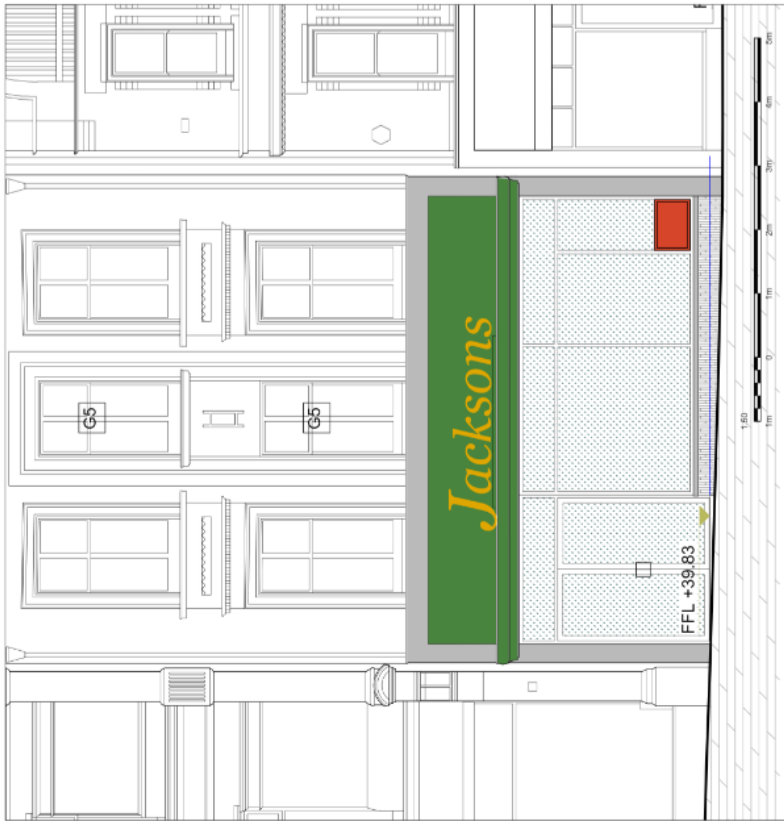
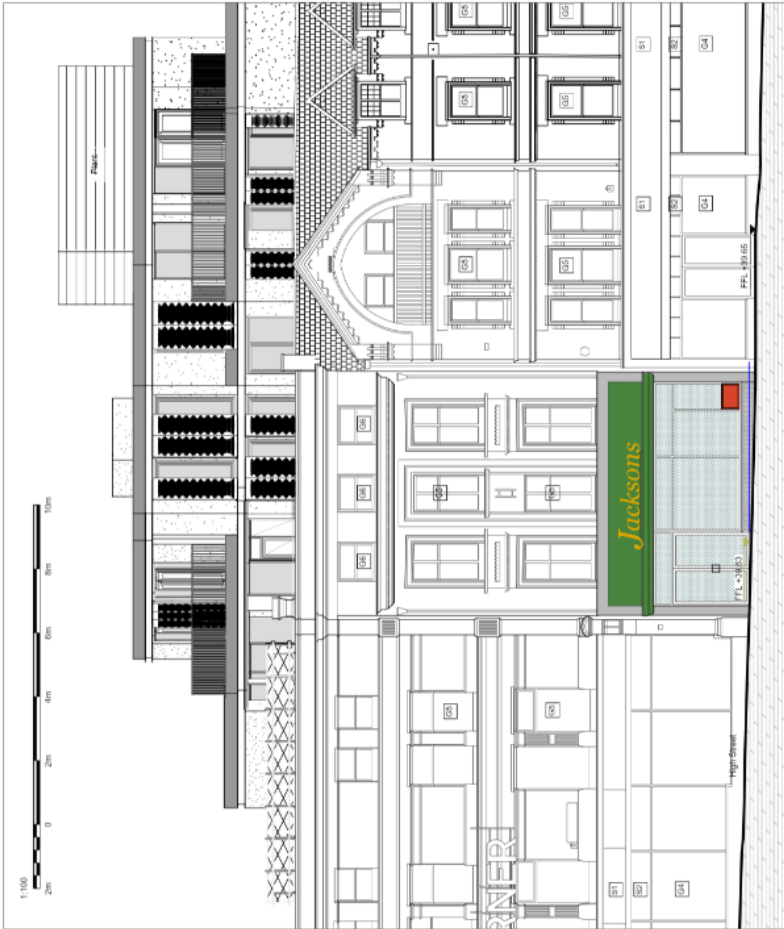
- 8.1. Under the Equality Act 2010, Section 149, a public authority must, in the exercise of its functions, have due regard to the need to—
- eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
 - advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
 - foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
- 8.2. The key equalities protected characteristics include age, disability, sex, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sexual orientation. It is considered that there is no indication or evidence that the protected groups have or will have different needs, experiences, issues, and priorities in relation to this particular application.

9. Conclusion

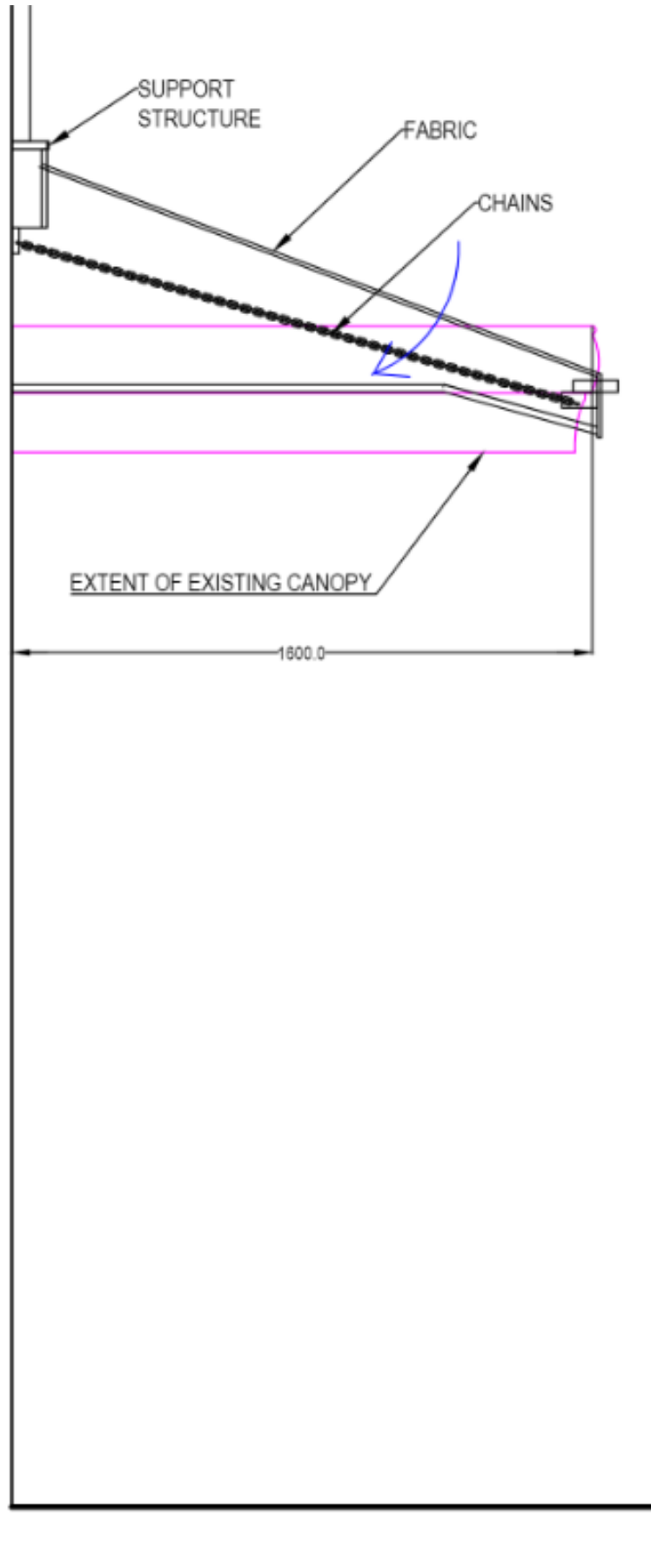
- 9.1 As with all applications considered by the Local Planning Authority, the application is required to be determined in accordance with the development plan unless material considerations indicate otherwise, as per Section 38(6) of the Planning and Compulsory Purchase Act 2004.
- 9.2 Officers consider that the proposed works are acceptable both in terms of design and the impact on the conservation area. The impact of the proposed kitchen extraction equipment on the amenity of neighbouring occupiers will also be acceptable as suitable noise and odour controls are proposed.
- 9.3 As such, this application is recommended for approval for Planning Permission subject to the recommended conditions.

Plans & Appendices

1. Existing Elevations

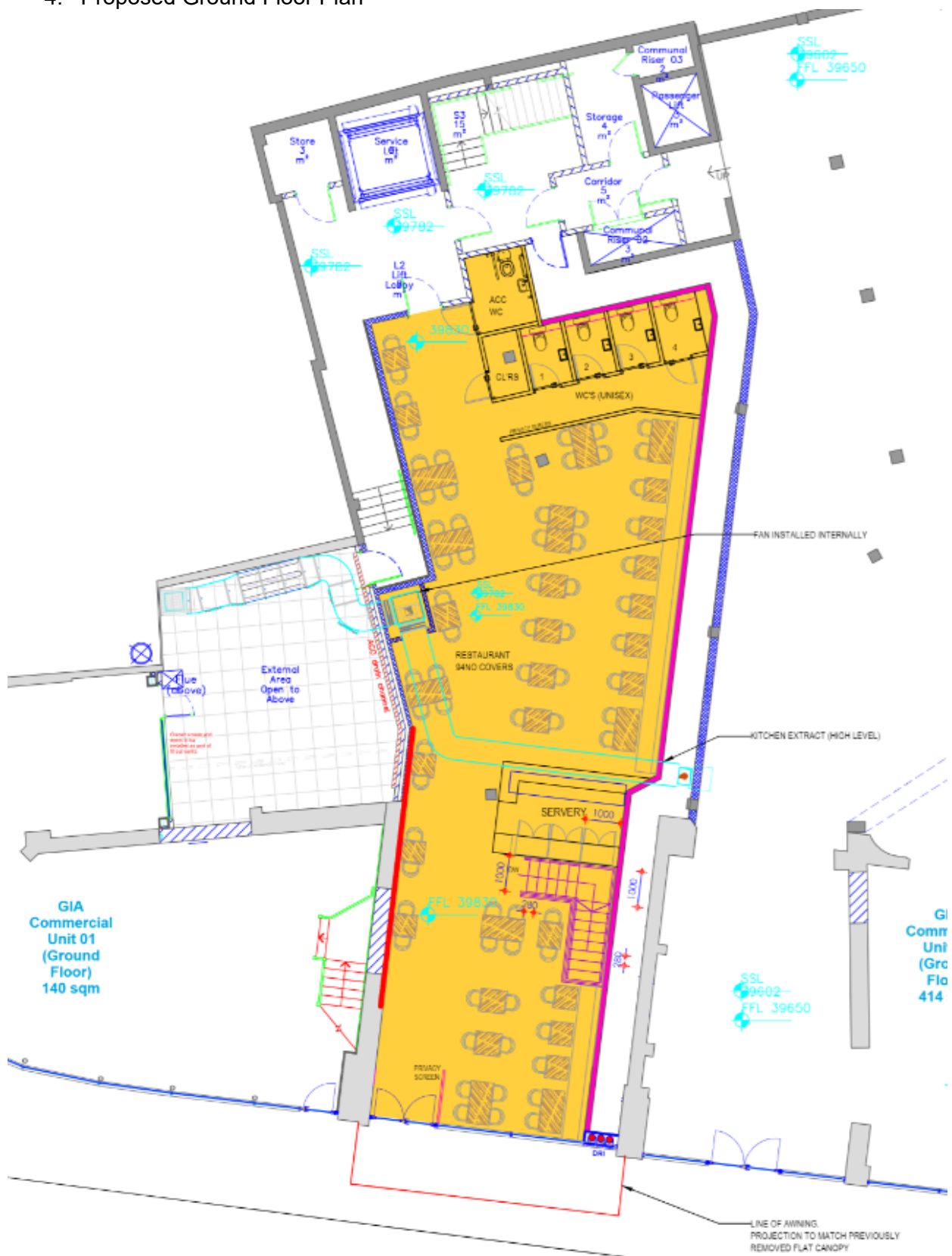


3. Side elevation view

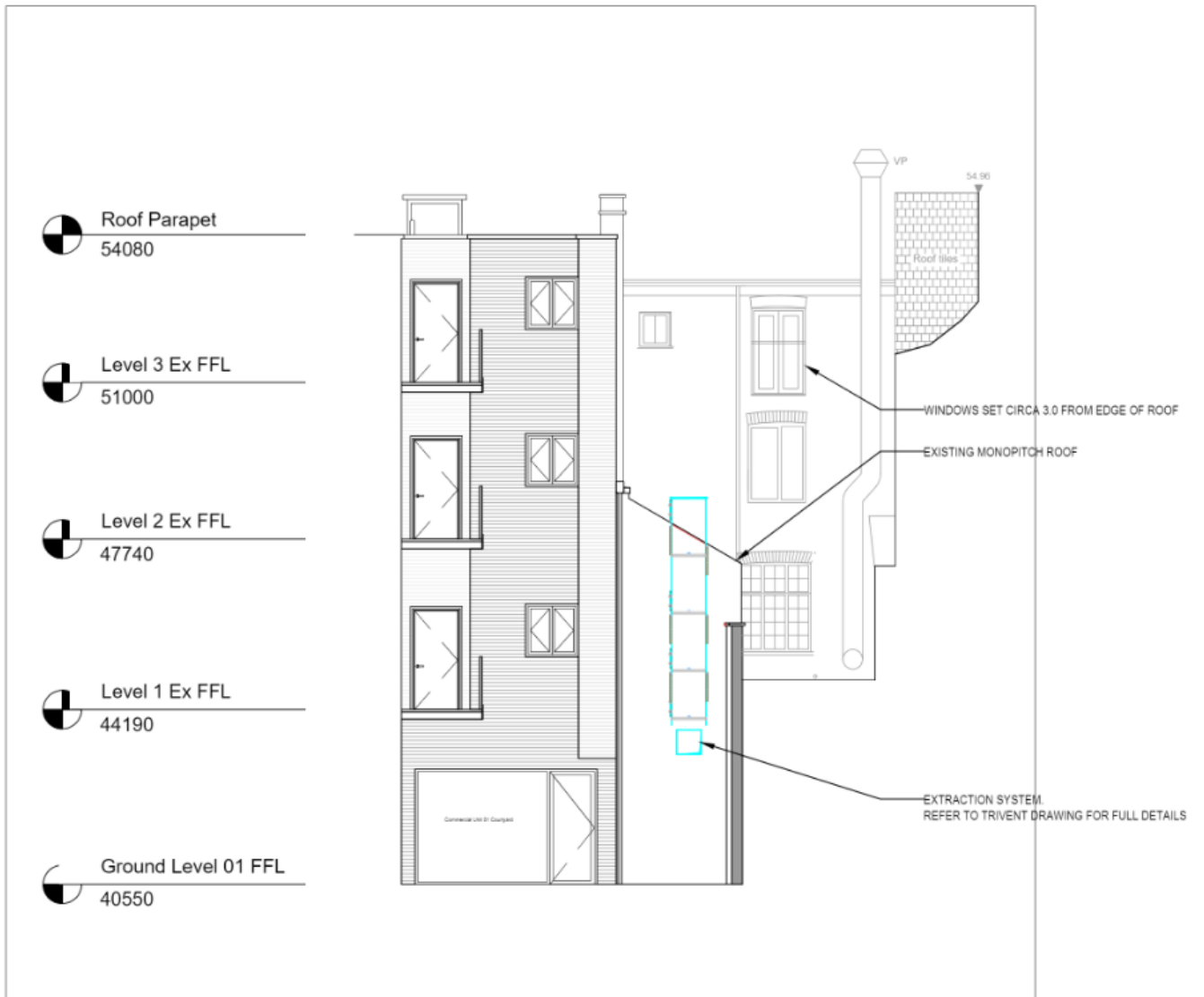


PART SIDE ELEVATION : CANOPY (1:20)

4. Proposed Ground Floor Plan



5. Proposed Courtyard Elevation



REAR ELEVATION (WEST FACING FROM WITHIN COURTYARD)