

DELEGATED APPLICATION REPORT

Application No: 221373/FUL

Address: Unit 2 Jacksons Corner, 1-9 Kings Road, Reading

Proposal: Proposed shopfront alterations, installation of external kitchen extract system to rear and internal alterations

Target Decision date: 12/12/22

Case officer: Connie Davis

1. Site description and Surrounding Area

The application site relates to the former Jacksons retail unit. The former large unit has been subdivided into three separate commercial units, with the application site being the central unit with a protruding porch. Residential units are above.



The site is not Listed, although the whole of the former 'Jacksons' building is a building of townscape merit. It is located within the Market Place/ London Street Conservation Area.

Image of the former 'Jacksons Building' with the application site being the central unit with porch

2. The Proposal

Planning permission is sought for alterations to the shop front unit, more specifically the removal of the front porch and replacement with an awning, retiling the plinth and in addition to this, a kitchen extraction system to the rear of the site.

3. Consultation

Internal Consultation

Environmental Protection - Objection as no noise assessment has been provided

Conservation Area Advisory Committee (CAAC) - No comments received

Conservation and Urban Design Officer - No comments received

Transport - No objections

External Consultation

Adjoining properties were consulted via letter. Furthermore, a site notice was displayed. No representations have been received.

4. Plans and Documents Considered

22 10 PL-004 B - Existing & Proposed Shopfront
116091 Rev A - Kitchen Extract System

Received 17th October 2022

Site Location Plan
22 10PL-001 A - Existing Site/ Block Plan
22 10 PL-002 A - Existing GA Ground Floor Plan
22 10 PL-005 A - Proposed Site/ Block Plan
22 10 PL-003 A - GA Floor Plans
Heritage Statement
Design & Access Statement

Received 16th September 2022

5. Relevant Planning History

None of particular relevance to this application, on this unit.

6. Discussion with applicant/ agent

The applicant was advised of the concerns of the scheme. Whilst it was agreed amendments would be made, no information was provided by the time stated.

7. Relevant Planning Guidance

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. The Development Plan for Reading relevant to the application site comprises the Reading Borough Local Plan (2019).

The ‘*National Planning Policy framework*’ (‘NPPF’) 2021 states clearly that its content is to be a material consideration in the determination of applications. The ‘NPPF’ states that due weight should be given to the adopted policies of the Local Development Framework (LDF) (Reading Borough 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). Accordingly, the ‘NPPF’ and the following development plan policies and supplementary planning guidance are relevant:

8. Relevant Policies

The application has been assessed against the following policies:

National

National Planning Policy Framework;
National Planning Policy Guidance;

Reading Borough Local Plan (2019)

CC7 Design and the Public Realm
EN3 Enhancement of Conservation Areas

EN16 Pollution and Water Resources
EN17 Noise Generating Equipment
OU5 Shopfronts and Cash Machines

Supplementary Planning Documents/ Other Documents

Design Guide to Shopfronts (2022)
Market Place/ London Street Conservation Area Appraisal

10. Appraisal

a) Impact of the proposal on the surrounding area

Policy CC7 states that *“All development must be of high design quality that maintains and enhances the character and appearance of the area of Reading in which it is located”*

Policy EN3 states that *“The special interest, character and architecture of Conservation Areas will be conserved and enhanced. Development proposals within Conservation Areas must make a positive contribution to local character and distinctiveness. Positive consideration will be given to proposals which take opportunities to enhance the character of conservation areas”*

The proposed shopfront alterations comprise of an awning to the front elevation to replace the porch, retiling under the shop front frame and insertion of spandrel panels. The central ‘Jacksons’ signage is to be removed, which is accepted, as it is not protected.

The ‘Jacksons’ building is referred to at numerous points within the Conservation Area appraisal for the Market Place/ London Street Conservation Area and is listed as a building of townscape merit. Whilst there is no objection to the removal of the porch, it is considered that an awning on this central unit would unbalance the frontage of the whole former ‘Jacksons’ building at high level. Whilst the other units do not have a porch, this is placed below fascia level currently. Conversely, the proposed awning would instead be at fascia board level, and so would introduce a new unbalancing element at fascia level.

Whilst this application relates to a single retail unit, Officers consider it necessary to assess the scheme in the wider context of the whole building which is of townscape merit. The whole of 1-9 Kings Road presently has a consistent plinth/ stallriser in terms of design and detailing, including colour (black, white and grey textures). The proposed re-tiling of the plinth with black tiles on the application site unit would not match those found on the adjacent units (1 and 3) and therefore would disrupt the continuity of the design of the building as a whole .

The proposal also sees the introduction of spandrel panels on the currently clear glazed shop unit. Policy OU5 encourages shopfronts to present an active frontage to the street at all times. This is echoed by the Design Guide to shop fronts. This proposal would result in the fragmentation of the glazed frontage with no justification and again would be a design that is inconsistent with the remainder of the Jacksons building as a whole.

The proposed extraction system would be located at the rear and so would have limited visibility in the street scene. Furthermore, other extraction systems have been approved in the vicinity and therefore this is considered acceptable in design terms and would not detract from the overall appearance of the building of townscape merit and conservation area.

As such, the proposed awning, spandrel panels and tiling result in a shop front that is not considered to suitably integrate with surroundings, particularly the remainder of the Jacksons building. The proposal is therefore contrary to Policies EN3 and CC7 of the Reading Borough Local Plan (2019).

b) Environmental Health Considerations

Policy EN16 states that: *Development will only be permitted where it would not be damaging to the environment and sensitive receptors through land, noise or light pollution*

Policy EN17 states that: *Where noise generating equipment is proposed, the noise source specific level (plant noise level) should be at least 10dBA below the existing background level as measured at the nearest noise sensitive receptor*

The proposal sees the installation of an external kitchen extract system to the rear. Upon consultation with Environmental Protection officers, it was deemed that a noise assessment was required in advance of determining the application to ensure that residents in close proximity would not be subject to a harmful level of noise. No assessment has been provided to demonstrate it would comply with the requirements of Policy EN17.

In addition to concerns about noise, odour from the commercial kitchen needs to be considered. However, it was considered that an odour assessment could be secured via condition.

As such, the proposal has failed to demonstrate that it would be acceptable in terms of noise pollution, in line with Policies CC8, EN16 and EN17 of the Reading Borough Local Plan (2019).

11. Recommendation

Refuse planning permission for the following reasons:

1. 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).
2. 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).

Informatives

1. Pre-app
2. Positive and proactive