

ITEM NO:

Application No.

15/01201/FUL

Site Address:

Ward:

Wildridings And Central

Date Registered:

1 December 2015

Target Decision Date:

26 January 2016

**The Bull 56 High Street Bracknell Berkshire RG12
1DP**

Proposal:

Change of use from Public House (Use Class A4) to Public House/Restaurant (Use Class A4/A3) with internal and external alterations and erection of part single-storey, part two-storey rear extension.

Applicant:

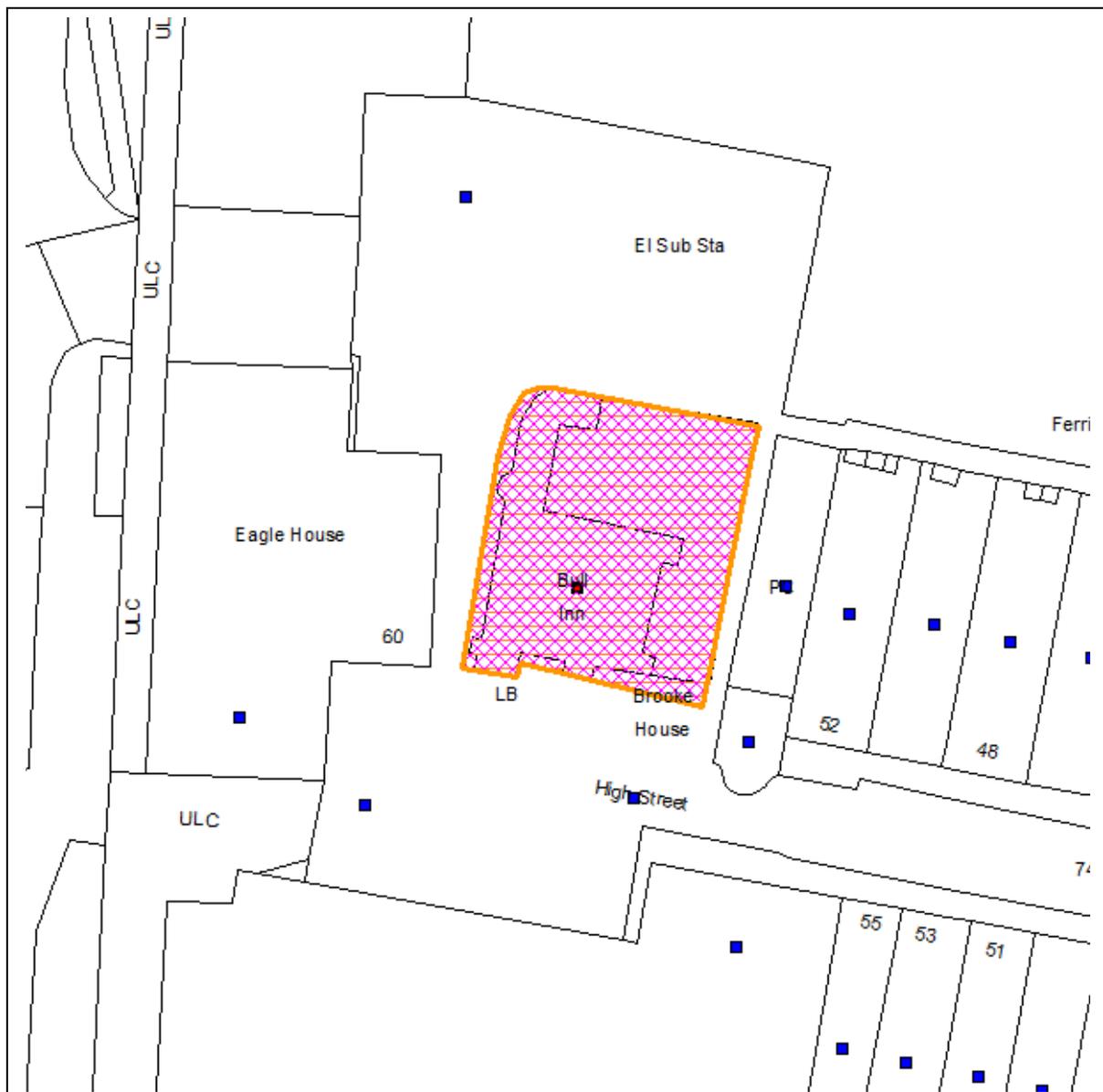
Bracknell Regeneration Partnership

Agent:

Deloitte Real Estate

Case Officer:

Margaret McEvit, 01344 352000

development.control@bracknell-forest.gov.uk**Site Location Plan** (for identification purposes only, not to scale)

OFFICER REPORT

1. SUMMARY

1.1 The proposal is an application for the change of use of the building from a public house (A4) to a public house/restaurant (A4/A3) together with the erection of a part single-storey and part two-storey rear extension. Two outdoor seating areas are to be created and a stepped planting area provided at the rear of the site. The proposals are considered to be acceptable in terms of the change of use of the premises to a public house and restaurant on this town centre site. The extension has been designed to enable the currently vacant listed building to be brought back into commercial use within the newly regenerated town centre, without having a significant impact on the listed building. The demolitions involve parts of the building with only limited historic interest and the removal of the single-storey extension of the building is seen as being a positive benefit to the character of the building. The extension will have only limited visual impact on the listed building, being lower in height than the main building and visible mainly from the north and west of the building, where the extension will be viewed in the context of the regeneration works now underway. The extension will have little impact on the physical structure of the building as it will be fixed mainly to the 20th century two storey element and has been designed so as to be fully reversible.

RECOMMENDATION

Planning permission be granted subject to conditions in Section 11 of this report

2. REASON FOR REPORTING APPLICATION TO COMMITTEE

2.1 The application has been reported to the Planning Committee following the receipt of more than 3 objections.

3. PLANNING STATUS AND SITE DESCRIPTION

PLANNING STATUS

Within Bracknell town centre

Grade II listed building

3.1 The site is within Bracknell town centre and involves works to a Grade II listed building the Bull PH. The building dates from c1400, and has been extensively altered and extended in C16, C19 and mid C20. The Bull PH was originally a hall house, and is currently unoccupied. The building is constructed of part timber framing, mostly encased in painted render with mock timber framing on the front elevation. The building contains two storeys of accommodation with attic space and has three chimneys. The oldest part of the building is on the left, and this part of the building may have been the surviving part of a larger hall House. The single-storey extension projecting behind the building from the west elevation contains a bread oven construction although no bread oven remains. The rear two-storey section of the main building and the single-storey extension to the right are more recent 20th century additions.

Bracknell town centre is undergoing regeneration works. The Bull is at the entrance to one of the proposed new streets within the town centre which will house several new restaurants. The area in front of The Bull will be an area of enhanced public realm.

4. RELEVANT SITE HISTORY

4.1

05/00161/FUL	Erection single storey side extension forming conservatory and disabled toilet. Installation of extract flue.	APPROVED
15/00162/LB	Application for Listed Building Consent for erection of single storey side extension forming conservatory and disabled toilet, installation	APPROVED
15/01180/LB	Application for listed building consent for external and internal alterations with partial demolition and erection of rear extension.	NOT DETERMINED

5. THE PROPOSAL

5.1 This full application proposes the change of use of the building from a public house Class A4 to a public house/restaurant A4/A3, and the erection of a part single-storey and part two-storey extension to create a restaurant searing area following the demolition of existing single-storey extensions to the building. External seating areas are to be created at the front and side of the building with a stepped planting area at the rear. A separate listed building application has been submitted for the demolition works and extension and for external and internal alterations to the listed building.

5.2 The extension is at the rear of the building, replacing demolished extensions and outbuildings. The extension has a predominantly curved design, described in the Design and Access Statement as a “rolling wave form”. The extension will have a curved shape formed using laminated timber ribs with internal “tree” structures supporting them. Externally the curved profile of the extension will be clad in coated zinc with glazing on the west elevation facing Eagle Lane. The glazing will be provided using an aluminium curtain walling system with mullions and transoms echoing the timber framed walls. The rear elevation is stepped in from the rear boundary, with glazing provided on the returns of the stepped elements.

5.3 The eastern elevation is screened by Brooke House and the side elevation is to be rendered over blockwork. The extension wraps round the existing building on the eastern side and provides the backdrop to the outdoor seating area. This element of the extension will be timber clad, with high level windows and a zinc pitched roof.

5.4 The first floor and attic floorspace will be used to provide staff facilities and plant, with a new staircase provided to a fire door on the eastern elevation.

5.5 It is proposed that the existing ground floor bar area be used as a bar and restaurant, with plant and staff facilities at first floor level. The second floor attic accommodation will not be used.

6. REPRESENTATIONS RECEIVED

Bracknell Town Council:

6.1 No objection to the proposal but observed that the loss of large parts of the historic building including the bread oven was disappointing and that the extension does not enhance the style of the building.

Other representations:

6.2 Five letters have been received raising the following material considerations:

- The new town centre will contain several restaurants but very few public houses.
- The Bull dates back to the 14th century. The proposed design does not reflect the historical significance of the building. The Bull will lose its character.
- Size of the extension is overbearing at almost twice the size of the original building.
- Proposed materials to be used will not blend in with the original building.
- The extension does not reflect the layout of the Bull which would cause material harm to the setting of the Bull. This is contrary to guidance in the NPPF.

7. SUMMARY OF CONSULTATION RESPONSES

Conservation Officer

7.1 The historic setting of the Bull has been lost and is now dominated by the surrounding buildings in the High Street. The works to Eagle House and the addition of new buildings behind the Bull in the regeneration, including the proposed new cinema immediately behind the building will further affect its setting. However, the building is one of the few historic buildings remaining within Bracknell town centre. The proposed extension will have a visual impact on the listed building but this must be set against the positive benefit of the repairs proposed to the building to remedy structural defects in the timber framing and the benefit of returning the building to an economically viable use.

7.2 The level of extension being proposed is not insignificant and will have both a visual impact on the building and a loss of some of the historic fabric through the removal of the outbuildings including the bread oven construction. The architectural and historic interest of the outbuildings is not considered to be significant. The historic fabric only extends to the first two bays of the building with the remainder being modern. The roof structure of the outbuildings has been extensively re-built and there are no surviving remains internally to the bread oven.

7.3 At the point of junction of the outbuildings with the main timber frame building there has been significant decay and water ingress into the main timber frame building. The removal of the outbuildings would have a long term benefit on the conservation of the original 14th century frame and the open truss found within this wall.

7.4 The extension of the listed building will have very little negative impact on the physical structure of the listed building as the extension is largely attached to the

retained modern two storey element of the building at the rear. Conditions should be included to ensure that the extension is an independent structure with full reversibility if required in the future.

8. MAIN POLICIES AND OTHER DOCUMENTS RELEVANT TO THE DECISION

8.1 The primary strategic planning considerations applying to the site and the associated policies are:

	Development Plan	NPPF
General policies	CP1 of SALP, CS1, CS2 & CS3 of CSDPD	Consistent
Town centre policies	Saved policy E1 of BFBLP	Consistent
Design	CS7 of CSDPD, Saved policy EN20 of BFBLP	Consistent
Other publications		
National Planning Policy Framework (NPPF) and National Planning Policy Guidance (NPPG)		

9. PLANNING CONSIDERATIONS

9.1 The key issues for consideration are:

- i Impact on the listed building
- ii Impact on character and appearance of the area
- iii Impact on residential amenity
- iv Community Infrastructure Levy

i. Impact on the listed building

9.2 The Bull is a grade II listed building with parts dating back to the 14th century. The proposed extension will provide an additional 273 sq.m of floorspace in a double height extension measuring approximately 14m in length, 20m in width and with a height between 6m and 4m. The highest point of the extension is the pitched roof element behind the outdoor seating area at the front and to the east of the building.

9.3 The extension will have a larger ground floor area than the retained part of the listed building but will be lower in height than the ridge line of the main building and below the eaves height of the section of building it is to be attached to. When viewed from the west and north, the extension will also be seen in the context of the regenerated town centre and new buildings currently under construction. The bulk of the building is reduced by stepping the rear elevation.

9.4 The view from Eagle Lane, west of the extension, will be of the glazed wall and outdoor seating area. From this angle the contrast between the listed building and the design of the extension will be seen most strongly. The extension is set back from the original building and relates to the latest part of the building, the 20th century rear two-storey element. The Bull will be viewed in context of the regenerated town centre along Eagle Lane and the modern approach to the design is considered to be acceptable given the setting of the listed building when viewed from the west.

9.5 From the front of the Bull, the extension will be seen where it wraps around the rear of the building up to the outdoor seating area. The design of this element of the extension takes into account the need to provide increased roof height to provide headroom to the stairs behind from the first floor. A pitched roof is provided to reflect the roof on the listed building with high-level windows provided to reduce the scale of the timber clad wall on this element. The extension is set back from the front of the main building and acts as a backdrop to the outdoor seating area in front.

9.6 Although there will be a visual impact on the listed building, the most prominent feature of the extension, the glazed curved element will be viewed from the regenerated part of the town centre to the west and north of the building and be seen in context of the new cinema immediately behind the building and newly provided restaurants. The contrasting design of the extension to the listed building makes clear which is the new addition to the building but the height of the extension, below eaves level where it connects to the building ensures that it does not dominate when viewed from the front of the Bull.

9.7 The extension is largely attached to the most modern part of the Bull and is an independent structure that would be capable of removal in the future without harm to the historic fabric of the listed building.

9.8 This application is accompanied by a listed building application that includes internal alterations to remove internal partition walls to restore the layout back to closer to its original layout and facilitate the operation of the building as a public house/restaurant. Together with the demolition of the flat roof extension at the rear of the building these works will have a positive benefit to the building. These works and the extension will enable the currently vacant building, that is in need of repairs, to be brought back into an economically viable use and prevent the building falling into further disrepair.

9.9 Overall the works are considered to have a positive effect on the listed building.

9.10 Paragraph 129 of the NPPF states that:

“Local Planning Authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including any development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this assessment into account when considering the impact of a proposal on a heritage asset, to avoid or minimise conflict between the heritage asset’s conservation and any aspects of the proposal.”

9.11 The application is accompanied by a Heritage Statement that assesses the significance of the Bull and the impact of the proposals on the listed building. The works will have very little negative impact on the physical structure of the listed building, as the extension will be attached to the 20th century extension.

9.12 Policy CS1 of the CSDPD requires development to protect and enhance the historic and cultural features of acknowledged importance. The development will retain the oldest parts of the listed building and result in the removal of the single-storey rear extension that is seen as inappropriate in terms of the character of the building. Although 19th century outbuildings and the bread oven structure will be lost, the roof structure of the outbuildings has been extensively re-built, and there are no surviving remains of the bread ovens themselves.

9.13 Paragraph 134 of the NPPF states that:

“Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimal viable use.”

9.14 The extension will have some visual impact on the listed building, but this is balanced by the positive benefits of the repairs to the listed building that will be carried out as part of the internal works to the building and the benefit in returning the building to an economically viable use. The size of the extension is considered to be necessary to ensure that the available floorspace will attract an operator. Bringing the upper floors into use as restaurant floorspace and providing a smaller extension would not be as successful. Restaurant operators have a preference for accommodation on a single level and the upper floors are accessed via a single staircase for customers and staff, which is not considered to be practical or safe.

9.15 The proposed change of use of the building and extension to create a restaurant area are considered to have only limited negative impact on the physical structure of the listed building as the extension is largely attached to the most modern part of the building and is a reversible structure. There will be a visual impact on the listed building as a result of the proposed extension, but this is minimised by ensuring the height of the extension is below eaves level and reducing its visibility from the front of the building to the pitched roof element to the east of the building. Any visual impact is balanced by the positive benefits of the repairs, internal alterations and demolition of the single-storey rear extension and the returning of the building to an economically viable use.

9.16 The proposed development is considered to be acceptable in terms of relevant advice in the NPPF and policy CS1 of the CSDPD.

ii Impact on Character and Appearance of the Area

9.17 The design of the proposed extension will relate well to the town centre regeneration proposals. The new entrance in Eagle Lane and the glazed frontage to this pedestrian path will activate this part of the Bull. The curved design and glazing are considered to be appropriate in providing a building that will integrate well into the regenerated town centre while not overshadowing the listed building. The stepping in of the rear elevation and provision of a planting area avoids a blank elevation onto the cinema entrance and route to the service yard. By providing transoms and mullions along the glazed side wall, the pattern of the timber framing on the listed building is echoed, tying the extension in to the listed building in design terms.

9.18 The change of use of the building from a public house to a public house and restaurant is considered to be appropriate to the town centre. The building has not been occupied as a public house for some time. The building will include a bar/lounge area in addition to the restaurant seating area and two entrances to the building, one into the bar area do enable a bar/public house facility to be provided if the future occupiers wish to provide this facility. The Bull will be part of Eagle Lane where restaurants and a cinema will be provided under current regeneration works. The use of this building as a restaurant will be appropriate to the character of this part of the town centre and create a more appropriate entrance to Eagle Lane than the existing rear of the Bull that does not provide an active presence to what will be Eagle Lane.

9.19 The proposal also includes the provision of outdoor seating areas at the front and side of the building. These are considered to be appropriate to a town centre building and to add to the vitality of this part of the town centre.

9.20 Policy CS7 of the CSDPD seeks high quality design for all development in Bracknell Forest that respects the historic environment and provides innovative architecture. Policy EN20 of the BFBLP states that new development should be in sympathy with the appearance and character of the local environment and appropriate in scale, mass, design, materials, layout and siting. Policy E1 of the BFBLP seeks to permit development within Bracknell town centre that strengthens and improves town centre diversity and states that development will be acceptable where it is of a design that would improve townscape quality and make a positive contribution to urban distinctiveness and retains and enhances the settings of buildings of historic importance. Policy CS3 of the CSDPD encourages development that contributes to the vision and function of Bracknell town centre by providing a mix of uses.

9.21 The proposal is considered to be acceptable in terms of these development plan policies.

iii. Impact on Residential Amenity

9.22 The closest residents to the Bull are at Ferriby Court to the east. Planning permission has also been granted for the change of use of Eagle House, north east of the Bull to residential use. The building has a use as a public house, although is currently vacant, so the change of use to a public house/restaurant is not considered likely to raise any new amenity issues.

9.23 The extension does not raise any issues of overlooking or loss of amenity to existing or new residents. The proposal also includes the provision of outdoor seating areas. The area at the front of the building is close to Ferriby Court and its use could result in increased noise levels. The area to the western side of the Bull will be close to Eagle House and again could result in noise. However, in the context of the regeneration proposals in this part of the town centre, including a cinema complex and restaurants, any noise levels are not considered to be significant on their own and likely to result in disturbance to nearby residents.

iii Impact on Highway Safety

9.24 No changes to highways are proposed as a result of this application. Servicing of the building will continue to take place from the rear of the site.

iv. Community Infrastructure Levy

9.25 Bracknell Forest Council introduced charging for its Community Infrastructure Levy (CIL) on 6th April 2015. CIL is applied as a charge on each square metre of new development. The amount payable varies depending on the location of the development within the borough and the type of development.

CIL applies to any new build (except outline applications and some reserved matters applications that leave some reserved matters still to be submitted). In this case, the proposal would be CIL liable as the proposal comprises more than 100 sq.m. of floorspace. However, as the proposal is for an A3/A4 use and the site is within Bracknell town centre the CIL charge would be nil.

10. CONCLUSIONS

10.1 The proposal for the change of use of the building from a public house (A4) to a public house/restaurant (A4/A3), together with the erection of a part single-storey and part two-storey rear extension, is considered to be acceptable. Although the proposal will result in the loss of a public house, the proposed restaurant use is appropriate within the town centre and a mixed use incorporating a bar would be permitted by any consent. The extension has been designed to enable the currently vacant listed building to be brought back into commercial use within the newly regenerated town centre, without having a significant visual impact on the listed building.

10.2 The demolitions involve parts of the building with only limited historic interest and the removal of the single-storey extension of the building is seen as being a positive benefit to the character of the building. Although the extension is large it is considered to have only limited visual impact on the listed building by the Council's conservation consultant, being lower in height than the main building and visible mainly from the north and west of the building, where the extension will be viewed in context of the regeneration works now underway. The extension will have little impact on the physical structure of the building as it will be fixed mainly to the 20th century two-storey element and has been designed so as to be fully reversible.

10.3 It is therefore considered that the proposed development complies with Development Plan Policies SALP Policy CP1, CSDPD Policies CS1, CS2 and CS7, BFBLP 'Saved' Policies E1 and EN20 and the NPPF.

11. RECOMMENDATION

That the application be **APPROVED** subject to the following conditions:-

01. The development hereby permitted shall be begun before the expiration of three years from the date of this permission.
REASON: To comply with Section 91 of the Town and Country Planning Act 1990.
02. The development hereby permitted shall be carried out only in accordance with the following approved plans and other submitted details received by the Local Planning Authority on 1.12.2015

PW.15008.D.101 Rev A
PW.15008.D.120 Rev A
PW.15008.D.121 Rev A
PW.15008.D.127 Rev A
PW.15008.D.130 Rev A
PW.15008.D.131 Rev A
PW.15008.D.132 Rev A
PW.15008.D.133 Rev A
PW.15008.D.134 Rev A
PW.15008.D.135 Rev A
PW.15008.D.136 Rev A
PW.15008.D.137 Rev A
PW.15008.D.138 Rev A

REASON: To ensure that the development is carried out only as approved by the local Planning Authority.

03. No development shall take place until details of the materials and finishes to be used in the construction of the external surfaces of the extension building hereby permitted have been submitted to and approved in writing by the local planning authority. Details shall be provided for all external materials including window glass, window frames, all external joinery and roof cladding materials. Development shall be carried out in accordance with the approved details.

Reason: To ensure that the work is appropriate to the special architectural or historic interest of the listed building.

[Relevant Policies: CSDPD CS1 and CS7]

04. Notwithstanding what is shown on approved drawings or other approved documents, details of the method of joining the extension to the existing timber framed listed building shall be submitted to and approved in writing by the Local Planning Authority prior to commencement of related work. Development shall be carried out in accordance with the approved details.

Reason: To ensure that the work is appropriate to the special architectural or historic interest of the listed building.

[Relevant Policies: CSDPD CS1 and CS7]

05. Notwithstanding what is shown on approved drawings or other approved documents, details of all visible external services to the extension are to be submitted to and approved in writing by the Local Planning Authority prior to commencement of work. Development shall be carried out in accordance with the approved details.

Reason: To ensure that the work is appropriate to the special architectural or historic interest of the listed building.

[Relevant Policies: CSDPD CS1 and CS7]

06. No development shall take place within the application area until the applicant has secured the implementation of a programme of archaeological works in accordance with a written scheme of investigation, which has been submitted by the applicant and approved by the Local Planning Authority.

Reason: The site lies within an area of archaeological potential, specifically the potential for late medieval and early post-medieval deposits associated with the use of The Bull within historic Bracknell. A programme of works is required to mitigate the impact of development and to record any surviving remains so as to advance our understanding of their significance in accordance with national and local plan policy.

[Relevant Policies: BFBLP EN7]

07. No construction work shall take place outside the hours of 08:00 and 18:00 Monday to Friday; 08:00 and 13:00 Saturday and not at all on Sundays and Public Holidays.

Reason: To safeguard the amenities of the area and the occupiers of neighbouring properties

08. No diesel powered machinery shall be operated externally on the site before 07.30 or after 18.00 on weekdays, before 08.00 or after 14.00 on Saturdays, nor at any time on Sundays or Public Holidays.
REASON: in the interests of the amenities of the occupiers of nearby premises.
09. The development hereby permitted (including any demolition) shall not be begun until details of a scheme (Working Method Statement) to control the environmental effects of the demolition and construction work has been submitted to and approved in writing by the Local Planning Authority. The scheme shall include:
- (i) specifications of control of noise arrangements for construction and demolition.
 - (ii) methodology of controlling dust, smell and other effluvia
 - (iii) site security arrangements including hoardings
 - (iv) proposed method of piling for foundations
 - (v) construction and demolition methodology
 - (vi) construction and demolition working hours
 - (vii) hours during the construction and demolition phase, when delivery vehicles or vehicles taking materials are allowed to enter or leave the site
- The development shall be carried out in accordance with the approved scheme or as may otherwise be agreed in writing by the Local Planning Authority.
REASON: In the interests of the amenities of the area.
10. The development hereby permitted shall not be begun until details of refrigeration plant systems have been submitted to and approved in writing by the Local Planning Authority. The noise level shall not cause the existing background level (as at the date of this permission) to increase whilst in operation. The new refrigeration plant shall be installed and operated in accordance with the approved scheme.
REASON: To ensure that the proposed development does not prejudice the enjoyment of neighbouring occupiers of their properties.
[Relevant Policies: BFBLP EN25]
11. The development hereby permitted shall not be begun until details of air ventilation systems have been submitted to and approved in writing by the Local Planning Authority. The noise level shall not cause the existing background level (as at the date of this permission) to increase whilst in operation. The new air ventilation system shall be installed and operated in accordance with the approved scheme.
REASON: To ensure that the proposed development does not prejudice the enjoyment of neighbouring occupiers of their properties.
[Relevant Policies: BFBLP EN25]
12. The development shall not be begun until a scheme depicting hard and soft landscaping has been submitted to and approved in writing by the Local Planning Authority. The scheme shall include a 3 year post planting maintenance schedule.
All planting comprised in the soft landscaping works shall be carried out and completed in full accordance with the approved scheme, in the nearest planting season (1st October to 31st March inclusive) to the completion of the development or prior to the occupation of any part of the approved development, whichever is sooner, or as may otherwise be agreed in writing by the Local Planning Authority. All hard landscaping works shall be carried and completed prior to the occupation of any part of the approved development. As a minimum,

the quality of all hard and soft landscape works shall be carried out in accordance with British Standard 4428:1989 'Code Of practice For General Landscape Operations' or any subsequent revision. All trees and other plants included within the approved details shall be healthy, well formed specimens of a minimum quality that is compatible with British Standard 3936:1992 (Part 1) 'Specifications For Trees & Shrubs' and British Standard 4043 (where applicable) or any subsequent revision. Any trees or other plants which within a period of 5 years from the completion of the development, die, are removed, uprooted, are significantly damaged, become diseased or deformed, shall be replaced during the nearest planting season (1st October to 31st March inclusive) with others of the same size, species and quality as approved, unless the Local Planning Authority gives written consent to any variation.

REASON: In the interests of good landscape design and the visual amenity of the area.

[Relevant Policies: BFBLP EN2 and EN20, CSDPD CS7]

13. The development shall not be begun until a Sustainability Statement, in accordance with the requirements set out in the Sustainable Resource Supplementary Planning Document (October 2008), has been submitted to, and agreed in writing by, the Local Planning Authority. The development shall be implemented in accordance with the Sustainability Statement, as approved, and retained as such thereafter.

REASON: In the interests of sustainability and the efficient use of resources.

[Relevant Policy: Core Strategy DPD CS10]

14. The development shall not be begun until an Energy Demand Assessment has been submitted to and approved in writing by the Local Planning Authority. This shall demonstrate that a proportion of the development's energy requirements will be provided from on-site renewable energy production (which proportion shall be 10%). The buildings thereafter constructed by the carrying out of the development shall be in accordance with the approved assessment and retained in accordance therewith.

REASON: In the interests of the sustainability and the efficient use of resources.

[Relevant Policies: CSDPD Policy CS12]

15. No development shall take place until a detailed schedule of repairs to the listed building has been submitted to and approved in writing by the Local Planning Authority. Works to the listed building shall be carried out in accordance with the approved details and shall be completed before any building hereby approved is first occupied.

Reason: To ensure that the work is appropriate to the special architectural or historic interest of the listed building.

[Relevant Policies: CSDPD CS1 and CS7]

Informative(s):

01. The Local Planning Authority has acted positively and proactively in determining this application by identifying matters of concern within the application (as originally submitted) and negotiating, with the Applicant, acceptable amendments to the proposal to address those concerns. As a result, the Local Planning Authority has been able to grant planning permission for an acceptable proposal, in accordance with the presumption in favour of sustainable development, as set out within the National Planning Policy

Framework.