

To all members of the Planning  
Applications Committee

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Your Ref:

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10 July 2018

Your contact is: **Nicky Simpson - Committee Services**

**NOTICE OF MEETING - PLANNING APPLICATIONS COMMITTEE - 18 JULY 2018**

A meeting of the Planning Applications Committee will be held on Wednesday 18 July 2018 at **6.30 pm in the Council Chamber**, Reading. The Agenda for the meeting is set out below.

Please note that with regard to the planning applications, the order in which applications are considered will be at the Chair's discretion, and applications on which members of the public have requested to speak are likely to be considered first.

**AGENDA**

	<u>ACTION</u>	<u>WARDS AFFECTED</u>	<u>PAGE NO</u>
1. MINUTES OF THE PLANNING APPLICATIONS COMMITTEE HELD ON 27 JUNE 2018	-	-	1
2. DECLARATIONS OF INTEREST	-	-	-
3. QUESTIONS	-	-	-
4. POTENTIAL SITE VISITS FOR COMMITTEE ITEMS	DECISION	BOROUGHWIDE	9
5. PLANNING APPEALS	INFORMATION	BOROUGHWIDE	12
6. APPLICATIONS FOR PRIOR APPROVAL	INFORMATION	BOROUGHWIDE	17

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## Planning Applications to be determined

Item(s)	Action	Ward(s)	Page
7-9	DECISION	ABBEY	25
10	DECISION	BATTLE	117
11	DECISION	CAVERSHAM	161
12-13	DECISION	KENTWOOD	203
14-15	DECISION	NORCOT	223
16	DECISION	REDLANDS	265
17	DECISION	WHITLEY	289

At this point, the following motion will be moved by the Chair:

“That, pursuant to Section 100A of the Local Government Act 1972 (as amended) members of the press and public be excluded during consideration of the following Item on the agenda, as it is likely that there will be disclosure of exempt information as defined in the relevant Paragraphs of Part 1 of Schedule 12A (as amended) to that Act.”

	<u>ACTION</u>	<u>WARDS AFFECTED</u>	<u>PAGE NO</u>
18	PLANNING ENFORCEMENT QUARTERLY UPDATE	DECISION	BOROUGHWIDE 309

### WEBCASTING NOTICE

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Members of the public who participate in the meeting will be able to speak at an on-camera or off-camera microphone, according to their preference.

Please speak to a member of staff if you have any queries or concerns.

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## BOROUGH WIDE

### SCHEDULE OF PLANNING APPLICATIONS TO BE DETERMINED

#### Planning Applications Committee - 18th July 2018

Item:	7
Page No:	27
Ward:	Abbey
Application Number	180358
Application Type	Full Planning Approval
Applicant	Sonic Star Properties Ltd
Address	Bristol & West Arcade, Market Place, Reading, RG1 1JL
Proposal	Demolition of vacant former Bristol & West Arcade (173 - 175 Friar Street) and erection of an eight storey mixed -use building (plus basement) to provide 35 residential units, 4,212 sqm of B1 office floorspace, and 5 retail units (A1/A2/A3), demolition of rear parts of 29 - 31 and 32 Market Place, the change of use of the retained units at 27 - 28, 29 - 31 Market Place at first, second and third floors to provide 8 residential units, change of use at ground and basement level of 32 Market Place from A2 to flexible retail use (A1/A2/A3), retention of 260.4 sqm of A4 use at ground and basement at 29-31 Market Place, change of use at ground and basement of 27 - 28 Market Place to flexible retail use (A1/A2/A3), and associated internal and external works to the Listed Buildings, landscaping, refuse, plant, cycle stores and substation at basement level.
Recommendation	Permitted subject to Legal Agreement

Item:	7
Page No:	27
Ward:	Abbey
Application Number	180359
Application Type	Listed Building Consent
Applicant	Sonic Star Properties Ltd
Address	Bristol & West Arcade, Market Place, Reading, RG1 1JL
Proposal	Demolition of vacant former Bristol & West Arcade (173 - 175 Friar Street) and erection of an eight storey mixed -use building (plus basement) to provide 35 residential units, 4,212 sqm of B1 office floorspace, and 5 retail units (A1/A2/A3), demolition of rear parts of 29 - 31 and 32 Market Place, the change of use of the retained units at 27 - 28, 29 - 31 Market Place at first, second and third floors to provide 8 residential units, change of use at ground and basement level of 32 Market Place from A2 to flexible retail use (A1/A2/A3), retention of 260.4 sqm of A4 use at ground and basement at 29-31 Market Place, change of use at ground and basement of 27 - 28 Market Place to flexible retail use (A1/A2/A3), and associated internal and external works to the Listed Buildings, landscaping, refuse, plant, cycle stores and substation at basement level.
Recommendation	Application Permitted

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### SCHEDULE OF PLANNING APPLICATIONS TO BE DETERMINED

#### Planning Applications Committee - 18th July 2018

Item: 8  
Page No: 75  
Ward: Abbey  
Application Number: 180800  
Application Type: Full Planning Approval  
Applicant: Inception (Reading) Sarl C/O Moorgarth Group Ltd  
Address: South Court, Broad Street Mall, Broad Street, Reading  
Proposal: Erection of a temporary three-storey building (constructed using shipping containers and timber frames/cladding) to create a mixed-use Urban Market comprising Shop, Restaurant/Cafe, Bar and Hot Food Takeaway Uses (Class A1/A3/A4 Use), including shared circulation and external seating spaces; refuse store, cycle parking and associated works. (amended description)  
Recommendation: Application Refused

Item: 9  
Page No: 94  
Ward: Abbey  
Application Number: 180823  
Application Type: Full Planning Approval  
Applicant: Inception (Reading) Sarl c/o Moorgarth Group Ltd  
Address: 47 Oxford Road, Reading, RG1 7QG  
Proposal: Subdivision of three-storey retail unit (Class A1) and change of use to form: 1x retail unit (Class A1) at part basement / part ground floor; 2x flexible retail or restaurant units (Class A1/A3) at ground floor level; and 2x assembly & leisure units (Class D2) - 1 at part basement / part ground floor & 1 at part ground, part first floor level, together with shared access and means of escape; associated replacement shopfront works and associated external alterations on Oxford Road and Queens Walk frontages.  
Recommendation: Permitted subject to Legal Agreement

Item: 9  
Page No: 94  
Ward: Abbey  
Application Number: 180824  
Application Type: Advertisement Consent  
Applicant: Inception (Reading) Sarl  
Address: 47 Oxford Road, Reading, RG1 7QG  
Proposal: Display of 4 canopy awnings with tenant names on Queens Walk.  
Recommendation: Application Permitted

Item: 10  
Page No: 119  
Ward: Battle  
Application Number: 180319  
Application Type: Full Planning Approval  
Applicant: Bellway Homes Ltd (Thames Valley)  
Address: Portman Road, Reading, Berkshire  
Proposal: Application for 211 dwellings with associated access, cycle path provision, parking, landscaping and open space provision, following demolition of existing buildings (amended description).  
Recommendation: Permitted subject to Legal Agreement

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### SCHEDULE OF PLANNING APPLICATIONS TO BE DETERMINED

#### Planning Applications Committee - 18<sup>th</sup> July 2018

Item: 11  
Page No: 163  
Ward: Caversham  
Application Number: 181035  
Application Type: Regulation 3 Planning Approval  
Applicant: Reading Borough Council  
Address: The Heights Primary School, 82 Gosbrook Road  
Proposal: Fencing off an area of the Westfield Park Recreation Ground for educational use during school hours for use by the Heights Primary School  
Recommendation: Application Permitted

Item: 12  
Page No: 205  
Ward: Kentwood  
Application Number: 180802  
Application Type: Full Planning Approval  
Applicant: Meadow Park Academy  
Address: Meadow Park Academy, Norcot Road, Tilehurst, Reading, RG30 6BS  
Proposal: Erection of a single storey detached timber outbuilding to be used as an additional classroom  
Recommendation: Application Permitted

Item: 13  
Page No: 215  
Ward: Kentwood  
Application Number: 180867  
Application Type: Regulation 3 Planning Approval  
Applicant: Reading Borough Council  
Address: 773 Oxford Road, Tilehurst, Reading, RG30 6TU  
Proposal: Part retrospective: Single storey rear extension  
Recommendation: Application Permitted

Item: 14  
Page No: 225  
Ward: Norcot  
Application Number: 161507  
Application Type: Outline Planning Approval  
Applicant: Mrs K Fielden  
Address: 2-6 Water Road & 158 Dee Road, Tilehurst, Reading, RG30 4BU  
Proposal: Demolition of 4 existing dwelling houses 2,4,6 Water Road and 158 Dee Road and erection of 6 no.4 bedroom and 5 no. 3 bedroom dwellings and car parking.  
Recommendation: Permitted subject to Legal Agreement

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## BOROUGH WIDE

### SCHEDULE OF PLANNING APPLICATIONS TO BE DETERMINED

#### Planning Applications Committee - 18th July 2018

Item: 15  
Page No: 241  
Ward: Norcot  
Application Number: 180849  
Application Type: Outline Planning Approval  
Applicant: Mr Wollenberg  
Address: Land adjacent to Thorpe House, Colliers Way, Reading  
Proposal: Outline application for residential redevelopment to provide a maximum of 14 dwelling units. Demolition of dwelling at 16 Kirton Close to provide access. (Appearance, Landscaping, Layout and Scale reserved for future consideration).  
Recommendation: Application Refused

Item: 16  
Page No: 267  
Ward: Redlands  
Application Number: 180144  
Application Type: Full Planning Approval  
Applicant: Mr Paul Kilshaw  
Address: 25 Redlands Road, Reading, RG1 5HX  
Proposal: Demolition of a single-storey rear projection, followed by the construction of a single-storey rear extension, internal modifications and refurbishment to facilitate change of use from a single dwelling house with detached garage (C3a) to 5no. self- contained flats (C3a) with associated car parking, bin and cycle storage.  
Recommendation: Permitted subject to Legal Agreement

Item: 17  
Page No: 291  
Ward: Whitley  
Application Number: 180546  
Application Type: Approval of Reserved Matters  
Applicant: St. Edward Homes Limited  
Address: Green Park Village, Longwater Avenue, Reading  
Proposal: Application for approval of reserved matters following outline approval for Phase 4 for 118 dwellings (10/01461/OUT)  
Recommendation: Application Permitted

## KEY TO CODING OF PLANNING APPLICATIONS

1. Planning application reference numbers are made up of 2 parts.
  - 1.1 The number begins with the year e.g. 15
  - 1.2 This is followed by a consecutive number, showing what number the application is in any year (e.g. 150128).
  
2. The following is a key to existing officers with their direct dial telephone numbers.

GF1	-	Giorgio Framalicco	9372604
KAR	-	Kiaran Roughan	9374530
LEB	-	Lynette Baker	9372413
JW6	-	Julie Williams	9372461
RJE	-	Richard Eatough	9373338
JPM	-	Johnathan Markwell	9372458
SDV	-	Steve Vigar	9372980
CR2	-	Claire Ringwood	9374545
CJB	-	Christopher Beard	9372430
SGH	-	Stephen Hammond	9374424
MDW	-	Mark Worringham	9373337
AJA	-	Alison Amoah	9372286
SEH	-	Sarah Hanson	9372440
BXP	-	Boja Petkovic	9372352
MJB	-	Mathew Burns	9373625
HB3	-	Heather Banks	9374175
EH1	-	Ethne Humphreys	9374085
SKB	-	Sarah Burr	9374227
TRH	-	Tom Hughes	9374150
SFB	-	Susanna Bedford	9372023
NW2	-	Nathalie Weekes	9374237
TF1	-	Tom French	9374068

**GUIDE TO USE CLASSES ORDER  
and Permitted Changes of Use (England)**

Use Classes (Amendment) Order 2005	Use Classes Order 1972	Description	General Permitted Development (Amendment) Order 2005
<b>A1</b> Shops	Class I	<ul style="list-style-type: none"> <li>Shops, retail warehouses, hairdressers, undertakers, travel and ticket agencies, post offices, dry cleaners, internet cafes, etc.</li> <li>Pet shops, cat-meat shops, tripe shops, sandwich bars</li> <li>Showrooms, domestic hire shops, funeral directors</li> </ul>	No permitted changes
<b>A2</b> Financial and Professional Services	Class II	<ul style="list-style-type: none"> <li>Banks, building societies, estate and employment agencies</li> <li>Professional and financial services, betting offices</li> </ul>	Permitted change to A1 <i>where a ground floor display window exists</i>
<b>A3</b> Restaurants and Cafes		Restaurants, snack bars, cafes	Permitted change to A1 or A2
<b>A4</b> Drinking Establishments		Pubs and bars	Permitted change to A1, A2 or A3
<b>A5</b> Hot Food Take-Aways		Take-Aways	Permitted change to A1, A2 or A3
<b>Sui Generis</b>		Shops selling and/or displaying motor vehicles, retail warehouse clubs, laundrettes, taxi or vehicle hire businesses, amusement centres, petrol filling stations	No permitted change
<b>B1</b> Business	Class II  Class III	(a) Offices, not within A2 (b) Research and development, studios, laboratories, high tech (c) Light industry	Permitted change to B8 <i>where no more than 235m</i>
<b>B2</b> General industry	Class IV-IX	General industry	Permitted change to B1 or B8 <i>B8 limited to no more than 235m</i>
<b>B8</b> Storage or Distribution	Class X	Wholesale warehouse, distribution centres, repositories	Permitted change to B1 <i>where no more than 235m</i>
<b>Sui Generis</b>		Any work registrable under the Alkali, etc. Works Regulation Act, 1906	No permitted change
<b>C1</b> Hotels	Class XI	Hotels, boarding and guest houses	No permitted change
<b>C2</b> Residential Institutions	Class XII Class XIV	<ul style="list-style-type: none"> <li>Residential schools and colleges</li> <li>Hospitals and convalescent/nursing homes</li> </ul>	No permitted change
<b>C2A</b> Secure residential institutions		Prisons, young offenders institutions, detention centres, secure training centres, custody centres, short-term holding centres, secure hospitals, secure local authority accommodation or use as military barracks.	No permitted change
<b>C3</b> Dwelling houses		<ul style="list-style-type: none"> <li>Single occupancy or single households (in the family sense);</li> <li>No more than six residents living as a single household where care is provided;</li> <li>No more than six residents living as a single household where the building is managed by a local housing authority, a registered social landlord, a police authority, a fire authority, or a health service body.</li> </ul>	Permitted to change to C4
<b>C4</b> Houses in multiple occupation		Use of a dwellinghouse by between three and six residents, who do not form a single household (in the family sense) and share basic facilities (toilet, bathroom or kitchen).	Permitted to change to C3
<b>Sui Generis</b>		<ul style="list-style-type: none"> <li>House in multiple occupation with more than six residents</li> <li>Hostel</li> </ul>	No permitted change



<b>D1</b> Non-Residential Institutions	Class XIII	<ul style="list-style-type: none"> <li>• Places of worship, church halls</li> <li>• Clinics, health centres, creches, day nurseries, consulting rooms</li> <li>• Museums, public halls, libraries, art galleries, exhibition halls</li> <li>• Non-residential education and training centres</li> </ul>	No permitted change
	Class XV		
	Class XVI		
<b>D2</b> Assembly and Leisure	Class XVII	<ul style="list-style-type: none"> <li>• Cinemas, music and concert halls</li> <li>• Dance, sports halls, swimming baths, skating rinks, gymnasiums</li> <li>• Other indoor and outdoor sports and leisure uses, bingo halls, casinos</li> </ul>	No permitted change
	Class XVIII		
<b>Sui Generis</b>	Class XVII	Theatres, nightclubs	No permitted change



Present: Councillor Maskell (Chair);

Councillors Brock, Emberson, Gavin, McEwan, Robinson, Rowland, DP Singh, Vickers and J Williams.

Apologies: Councillors Hopper, Page and R Williams.

## RESOLVED ITEMS

### 6. MINUTES

The Minutes of the meeting held on 30 May 2018 were agreed as a correct record and signed by the Chair.

### 7. QUESTION

The following question was asked by Richard Bennett:

#### Policy of Posting of Yellow Site Notices for Planning Applications

What is the policy on posting yellow site notices to advise interested passers-by, and the local community, that a planning application for a property is being considered?

Whilst yellow site notices are posted in many instances we have observed that they are not posted in all instances and that consistency and clarity of approach is required to improve the transparency of the planning process and community involvement.

RBC 'Statement of Community Involvement' para 7.7 says "Consultation on planning applications will be carried out in line with the relevant statutory requirements, taking account of resource availability."

We are seeking a clear statement of RBC policy in relation to site notices.

REPLY by the Chair of the Planning Applications Committee (Councillor Maskell):

'A Local Planning Authority is required by law to publicise all planning applications, as set out in the General Development Procedure Order 2015. This includes advertisements in a local newspaper, site notices, neighbour notifications and on a website if the Council has one.

The GDPO requires the formal consultation period to be 21 days.

For the majority of planning applications the application must be notified:

(a) by site display in at least one place on or near the land to which the application relates for not less than 21 days; *or*

(b) by serving the notice on any *adjoining* owner or occupier.

Notices of Major applications, those proposing a departure from the policies in the local plan, applications with an Environmental Impact Statement or applications for

Listed Buildings or in Conservation areas are also required to be published in the local paper.

This question relates to the first form of notification referred to - the site notice.

For most applications an LPA can chose whether to use a site notice or to write to adjoining neighbours. In Reading's case the established procedure is to do both, unlike many other authorities who solely rely on the site notices.

The site notice is sent to the agent (or applicant if no agent used) for them to display for 21 days on or near the site. We ask the agent/applicant to return a site notice confirmation slip to confirm when the notice has been displayed. The majority of application sites will have a site notice displayed. However, officers do not insist on the site notice being displayed as by writing to the neighbours the statutory requirements have been met.

For Major applications, applications that are a departure from the policies of the local plan, applications with Environmental Impact Statements and those applications for listed building changes or that affect a listed building or that would affect the character or appearance of a conservation area it is a legal requirement for a site notice to be displayed. It is Reading's practice to produce a laminated site notices (normally yellow) which are put up by an officer with the 21 days consultation period shown. Some sites require several notices if there are more than one public frontage to the site. A photograph is taken to record that the notice has been displayed.

Sometimes these site notices can get dislodged or are removed by unhelpful people but the regulations say "Where the notice is, without any fault or intention of the local planning authority, removed, obscured or defaced before the period of 21 days has elapsed, the authority is to be treated as having complied with the requirements of the relevant paragraph if they have taken reasonable steps for protection of the notice and, if need be, its replacement".

When officers spot when carrying out the site visit, or are notified by others, that there is no notice displayed officers will ask the applicant or agent to display it.

A replacement notice can be produced for display on site if an applicant or agent claims that they have not received the notice or officers are notified that one of these notices is no longer on display. This will depend on where the application is in terms of the determination period and whether it is possible to allow a further 21 days for comments.'

## 8. SITE VISITS

The Director of Environment and Neighbourhood Services submitted, at the meeting, a schedule of applications to be considered at future meetings of the Committee to enable Councillors to decide which sites, if any, they wished to visit prior to determining the relevant applications.

Resolved -

- (1) That the under-mentioned applications, together with any additional applications which the Head of Planning, Development and Regulatory

Services might consider appropriate, be the subject of an unaccompanied site visit with briefing note:

180909/FUL - CLARENDON HOUSE, 59-75 QUEENS ROAD

One storey roof extension, part six, part ten storey side/rear extension and mews houses comprising 4,108 sqm (GEA) of new development, providing 46 residential units together with associated services enclosures, parking and landscaping.

181035/REG3 - 82 GOSBROOK ROAD

Fencing off an area of the Westfield Park Recreation Ground for educational use during school hours for use by the Heights Primary School.

161507/OUT - 2-6 WATER ROAD AND 158 DEE ROAD

Demolition of 4 existing dwelling houses 2, 4, 6 Water Road and 158 Dee Road and erection of 6 no.4 bedroom and 5 no. 3 bedroom dwellings and car parking.

- (2) That the under-mentioned application, together with any additional applications which the Head of Planning, Development and Regulatory Services might consider appropriate, be the subject of an accompanied site visit:

171808/FUL - CENTRAL JAMME MOSQUE, 18/18A WAYLEN STREET

Retrospective planning application for the demolition of a pre-existing extension and the construction of a two storey rear extension, and the erection of a boundary wall adjacent to the highway (amended description).

9. PLANNING APPEALS

(i) New Appeals

The Director of Environment and Neighbourhood Services submitted a schedule giving details of notification received from the Planning Inspectorate regarding three planning appeals, the method of determination for which she had already expressed a preference in accordance with delegated powers, which was attached as Appendix 1 to the report.

(ii) Appeals Recently Determined

The Director of Environment and Neighbourhood Services submitted details of two decisions that had been made by the Secretary of State, or by an Inspector appointed for the purpose, which were attached as Appendix 2 to the report.

(iii) Reports on Appeal Decisions

There were no reports on appeal decisions.

Resolved -

- (1) That the new appeals, as set out in Appendix 1, be noted;

- (2) That the outcome of the recently determined appeals, as set out in Appendix 2, be noted.

#### 10. APPLICATIONS FOR PRIOR APPROVAL

The Director of Environment and Neighbourhood Services submitted a report giving details in Table 1 of 10 pending prior approval applications, and in Table 2 of 11 applications for prior approval decided between 16 May and 12 June 2018.

Resolved - That the report be noted.

#### 11. PLANNING APPLICATIONS

The Committee considered reports by the Director of Environment and Neighbourhood Services.

Resolved -

- (1) That, subject to the conditions now approved, permission be granted under planning legislation and, where appropriate, under the Advertisement Regulations, as follows:

##### 180410/ADV - READING STATION

Double sided LED digital smart screen.

Granted as recommended.

Conditional advertisement consent and informatives as recommended.

Comments and objections received and considered.

##### 180739/NMA - 114-116 OXFORD ROAD

Non-material amendments to permission 150721 [Erection of part 4, part 5 storey building providing 16 (2x1, 13x2 & 1x3-bed) residential units (Class C3) with associated parking and landscaping, following demolition of existing buildings (Class A1 / B8 / nil use) (amended description)], namely to raise the height of the building by 0.5m, to omit the mezzanine floor to flats 13 and 14 and change the configuration of the front entrance door to the flats.

Agreed as recommended.

Condition and informatives as recommended.

Comments received and considered.

##### 180786/FTL - FIRE STATION, WOKINGHAM ROAD

Telecommunications application for replacement of 1 no. existing flagpole antenna to top of fire training tower with 1 no. new tri-sector antenna. Installation of 1 no. equipment cabinet within the existing cabin, plus associated ancillary development.

Granted as recommended.

Conditional planning permission and informatives as recommended.

Comments received and considered.

(Councillors Brock and Gavin declared a prejudicial interest in this item, left the meeting and took no part in the debate or decision. Nature of interest: the Councillors were members of the Fire Authority.)

180556/FUL - CAVERSHAM PRIMARY SCHOOL, HEMDEAN ROAD, CAVERSHAM

Demolition of existing single storey extension to school building and replacement with new single storey extension.

It was reported at the meeting that the noise and dust assessment had been submitted and agreed, and that the proposed condition should be amended accordingly.

Granted as recommended.

Conditional planning permission and informatives as recommended, with condition 7 amended to require noise and dust control measures to be implemented in accordance with the agreed scheme.

Comments received and considered.

(2) That the following applications be refused for the reasons indicated:

180704/FUL - 1 KENILWORTH AVENUE

Erection of 1no. four bedroom detached dwelling.

Refused for the reasons set out in the report.

Informatives as recommended.

Comments and objections received and considered.

Objector Mark Thompson and Ward Councillor John Ennis attended the meeting and addressed the Committee on this application.

(3) That consideration of the following applications be deferred for the reason indicated:

171808/FUL - CENTRAL JAMME MOSQUE, 18/18A WAYLEN STREET

Retrospective planning application for the demolition of a pre-existing extension and the construction of a two storey rear extension, and the erection of a boundary wall adjacent to the highway (amended description).

An update report was tabled at the meeting, which stated that various outstanding matters had not yet been satisfactorily resolved, and that it was therefore

recommended to defer the application for further information.

Deferred for further information as recommended, and for a site visit following resolution of the outstanding matters.

161507/OUT - 2-6 WATER ROAD AND 158 DEE ROAD

Demolition of 4 existing dwelling houses 2, 4, 6 Water Road and 158 Dee Road and erection of 6 no. 4 bedroom and 5 no. 3 bedroom dwellings and car parking.

Deferred for a site visit.

(Councillor Emberson declared a non-pecuniary interest in this item, on the grounds that she lived in Water Road.)

180144/FUL - 25 REDLANDS ROAD

Demolition of a single-storey rear projection, followed by the construction of a single-storey rear extension, internal modifications and refurbishment to facilitate change of use from a single dwelling house with detached garage (C3a) to 5 no. self-contained flats (C3a) with associated car parking, bin and cycle storage.

Deferred to allow the applicant to add a brick front boundary wall to the application, and for the necessary consultation to be carried out on the revised application.

The Committee requested that the revised application be reported to Committee with a condition to retain the original timber sash windows and a condition regarding bin storage and management.

Objector Nick Woodthorpe, the applicant Paul Kilshaw, and his agent Martin Chandler, attended the meeting and addressed the Committee on this application.

(Councillor Rowland declared an interest in this item. Nature of interest: Councillor Rowland had contributed to the comments submitted by the Conservation Area Advisory Committee.)

(4) That, subject to the requirements indicated, the Head of Planning, Development and Regulatory Services be authorised to determine the following application under planning legislation:

172259/FUL - MERCEDES CENTRE, 28-30 RICHFIELD AVENUE

Extension of existing Mercedes-Benz showroom on Richfield Avenue with two smaller buildings erected purely for valet and MOT services. External alterations to building to include cladding and glazing to the showroom and site facing workshop areas. Re allocation of parking, resurfacing of the site, new boundary treatments, a dedicated covered service drop off area installed.

The issue of planning permission to be dependent on the completion of a Section 106 legal agreement by 27 July 2018 (unless a later date be agreed by the Head of Planning, Development and Regulatory Services), to secure the Heads of Terms set out in the report.



In the event of the requirements set out not being met, the Head of Planning, Development and Regulatory Services be authorised to refuse permission.

Conditional planning permission and informatives as recommended, with the landscaping condition amended to require retention of the trees on the southern boundary, and the fencing condition amended to require that the replacement fence be no lower in height than the existing fence.

Comments received and considered.

Thomas Winiacki, who had commented on the application, attended the meeting and addressed the Committee on this application.

172264/VARIAT - COUNTY ARMS PH, 84 WATLINGTON STREET

Extension and conversion of existing building to create 1 x studio, 6 x 1-bed flats, 3 x 2-bed flats and associated works including parking, amenity space and landscaping without complying with conditions 2 (approved plans), 3 (materials), 4 (landscape), 6 (landscape maintenance), 7 (boundary treatment), 8 (Code for Sustainable Homes) and 11 (construction method statement) of planning permission ref. 141416/VARIAT to increase the number of units from 9 to 10 (as secured previously under planning permission ref. 11/00110), alterations to fenestration, relocation of cycle store to car park and alterations to car parking and landscaping layout.

The issue of planning permission to be dependent on the completion of a Section 106 legal agreement by 20 July 2018 (unless a later date be agreed by the Head of Planning, Development and Regulatory Services), to secure the Heads of Terms set out in the report.

In the event of the requirements set out not being met, the Head of Planning, Development and Regulatory Services be authorised to refuse permission.

Conditional planning permission and informatives as recommended.

Comments received and considered.

180171/REG3 - MOORLANDS PRIMARY SCHOOL, CHURCH END LANE, TILEHURST

School expansion from a two form of entry (420 pupils) to a three form of entry (630 pupils) to include two, two-storey double modular units (with new cladding), one single storey modular building (with new cladding) and two single storey extensions, demolition of single temporary classroom, retention of 2 double modular units, external landscaping works and increase in car parking numbers including off-site parking on adjacent Recreation Ground.

An update report was tabled at the meeting which set out updated comments from Development Control Transport on additional information that had been provided regarding traffic generation and parking. There were no objections from Development Control Transport, subject to four additional recommended conditions. The update report also amended the recommended date for completion of a legal agreement.

The issue of planning permission to be dependent on the completion of a Section 106 legal agreement by 31 August 2018 (unless a later date be agreed by the Head of Planning, Development and Regulatory Services), to secure the Heads of Terms set out in the original report.

In the event of the requirements set out not being met, the Head of Planning, Development and Regulatory Services be authorised to refuse permission.

Conditional planning permission and informatives as recommended in the original report, with the additional conditions recommended in the update report.

Comments and objections received and considered.

180691/FUL - GREEN PARK VILLAGE

A planning application for a two Form Entry Primary School, associated playing space, car parking, pedestrian and cycle routes, services & infrastructure, landscaping and other associated works.

An update report was tabled at the meeting which set out comments from Transport on additional detail, clarification and amended plans that had been submitted by the applicant.

The issue of planning permission to be dependent on the completion of a Section 106 legal agreement by 25 July 2018 (unless a later date be agreed by the Head of Planning, Development and Regulatory Services), to secure the Heads of Terms set out in the original report, with the Community Use Agreement be agreed in consultation with Ward Councillors, prior to its inclusion in the Section 106 legal agreement.

In the event of the requirements set out not being met, the Head of Planning, Development and Regulatory Services be authorised to refuse permission.

Conditional planning permission and informatives as recommended.

Comments received and considered.

- (5) That, pursuant to Regulation 3 of the Town and Country Planning General Regulations 1992, the carrying out of the following developments be authorised, subject to the conditions now specified:

180720/REG3 - 11 KNIGHTS WAY, EMMER GREEN

Proposed single storey rear extension.

Granted as recommended.

Conditional planning permission and informatives as recommended.

(The meeting started at 6.30 pm and closed at 8.05 pm).

**READING BOROUGH COUNCIL  
REPORT BY DIRECTOR OF ENVIRONMENT & NEIGHBOURHOOD SERVICES**

<b>TO:</b>	<b>PLANNING APPLICATIONS COMMITTEE</b>		
<b>Date:</b>	<b>18 July 2018</b>	<b>AGENDA ITEM:</b>	<b>4</b>
<b>TITLE:</b>	<b>POTENTIAL SITE VISITS FOR COMMITTEE ITEMS</b>		
<b>SERVICE:</b>	<b>PLANNING</b>	<b>WARDS:</b>	<b>BOROUGH WIDE</b>
<b>AUTHOR:</b>	<b>Kiaran Roughan</b>	<b>TEL:</b>	<b>0118 9374530</b>
<b>JOB TITLE:</b>	<b>Planning Manager</b>	<b>E-MAIL:</b>	<b>kiaran.roughan@reading.gov.uk</b>

**1. PURPOSE AND SUMMARY OF REPORT**

- 1.1 To identify those sites where, due to the sensitive or important nature of the proposals, Councillors are advised that a Site Visit might be appropriate before the meeting of the next Committee (or at a future date) and to confirm how the visit will be arranged.

**2. RECOMMENDED ACTION**

- 2.1 That you resolve to visit the sites which will be identified by officers in a paper in the update Agenda on the day of the forthcoming Planning Applications Committee and confirm if there are any other sites Councillors consider necessary to visit before reaching a decision on an application.
- 2.2 That you confirm how the site will be visited, unaccompanied or accompanied, and if accompanied agree the site visit date and time.

**3. THE PROPOSAL**

- 3.1 The potential list of agenda items submitted since the last meeting of the Planning Applications Committee will be provided with the update Agenda on the day of forthcoming Planning Applications Committee. Where appropriate, I will identify those applications that I feel warrant a site visit by the Committee prior to formal consideration of the proposals.
- 3.2 Councillors may also request a site visit to other sites on that list if they consider it relevant to their ability to reach a decision on the application.
- 3.3 Officers may also recommend a site visit if they intend to report a normally delegated application to the Committee for a decision.
- 3.4 A site visit may also be proposed in connection with a planning enforcement issue which is before the Committee for consideration.
- 3.5 Site visits in the above circumstances should all take place in advance of a Committee decision and should only be used where the expected benefit is substantial.

- 3.6 A site visit is only likely to be necessary if the impact of the proposed development is difficult to visualise from the plans and any supporting material including photographs taken by officers (although, if this is the case, additional illustrative material should have been requested); or, there is a good reason why the comments of the applicant and objectors cannot be expressed adequately in writing; or, the proposal is particularly contentious.
- 3.7 Accompanied site visits consist of an arranged inspection by a viewing Committee, with officers in attendance and by arrangement with the applicant or their agent. Applicants and objectors however will have no right to speak but may observe the process and answer questions when asked. The visit is an information gathering opportunity and not a decision making forum.
- 3.8 Recently Councillors have expressed a preference to carry out unaccompanied site visits, where the site is easily viewable from public areas, to enable them to visit the site when convenient to them. In these instances the case officer will provide a briefing note on the application and the main issues to be considered by Councillors when visiting the site.
- 3.9 There may also be occasions where officers or Councillors request a post completion site visit in order to review the quality or impact of a particular development.

#### 4. CONTRIBUTION TO STRATEGIC AIMS

- 4.1 Planning services contribute to producing a sustainable environment and economy within the Borough and to meeting the 2015 -18 Corporate Plan objective for “Keeping the town clean, safe, green and active.” Under the heading, Neighbourhoods, the Corporate Plan aims to improve the physical environment - the cleanliness of our streets, places for children to play, green spaces, how we feel about our neighbourhood and whether we feel safe, have a sense of community and get on with our neighbours.

#### 5. COMMUNITY ENGAGEMENT AND INFORMATION

- 5.1 Statutory neighbour consultation takes place on planning applications.

#### 6. EQUALITY IMPACT ASSESSMENT

- 6.1 Officers when assessing an application and when making a recommendation to the Committee, will have regard to its duties Under the Equality Act 2010, Section 149, to 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.

#### 7. LEGAL IMPLICATIONS

- 7.1 None arising from this report.

**8. FINANCIAL IMPLICATIONS**

8.1 The cost of site visits is met through the normal planning service budget.

**9. BACKGROUND PAPERS**

Reading Borough Council Planning Code of Conduct.

Local Safety Practice 2013 Planning Applications Committee site visits.

READING BOROUGH COUNCIL

REPORT BY DIRECTOR OF ENVIRONMENT & NEIGHBOURHOOD SERVICES

TO:	PLANNING APPLICATIONS COMMITTEE		
DATE:	18 July 2018	AGENDA ITEM:	5
TITLE:	PLANNING APPEALS		
AUTHOR:	Kiaran Roughan	TEL:	0118 9374530
JOB TITLE:	Planning Manager	E-MAIL:	Kiaran.roughan@reading.gov.uk

1. PURPOSE AND SUMMARY OF REPORT

- 1.1 To report notifications received from the Planning Inspectorate on the status of various planning appeals.

2. RECOMMENDED ACTION

- 2.1 That you note the appeals received and the method of determination as listed in Appendix 1 of this report.
- 2.2 That you note the appeals decided as listed in Appendix 2 of this report.
- 2.3 That you note the Planning Officers reports on appeal decisions provided in Appendix 3 of this report.

3. INFORMATION PROVIDED

- 3.1 Please see Appendix 1 of this report for new appeals lodged since the last committee.
- 3.2 Please see Appendix 2 of this report for new appeals decided since the last committee.
- 3.3 Please see Appendix 3 of this report for new Planning Officers reports on appeal decisions since the last committee.

4. CONTRIBUTION TO STRATEGIC AIMS

- 4.1 Defending planning appeals made against planning decisions contributes to producing a sustainable environment and economy within the Borough and to meeting the 2015 -18 Corporate Plan objective for “Keeping the town clean, safe, green and active.”

5. COMMUNITY ENGAGEMENT AND INFORMATION

5.1 Planning decisions are made in accordance with adopted local development plan policies, which have been adopted by the Council following public consultation. Statutory consultation also takes place on planning applications and appeals and this can have bearing on the decision reached by the Secretary of State and his Inspectors. Copies of appeal decisions are held on the public Planning Register.

## 6. EQUALITY IMPACT ASSESSMENT

6.1 Where appropriate the Council will refer in its appeal case to matters connected to its duties Under the Equality Act 2010, Section 149, to 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.

## 7. LEGAL IMPLICATIONS

7.1 Public Inquiries are normally the only types of appeal that involve the use of legal representation. Only applicants have the right to appeal against refusal or non-determination and there is no right for a third party to appeal a planning decision.

## 8. FINANCIAL IMPLICATIONS

8.1 Public Inquiries and Informal Hearings are more expensive in terms of officer and appellant time than the Written Representations method. Either party can be liable to awards of costs. Guidance is provided in Circular 03/2009 “Cost Awards in Appeals and other Planning Proceedings”.

## 9. BACKGROUND PAPERS

9.1 Planning Appeal Forms and letters from the Planning Inspectorate.

## APPENDIX 1

### Appeals Lodged:

WARD: KATESGROVE  
APPEAL NO: APP/E0345/W/18/3199152  
CASE NO: 171893  
ADDRESS: 'The Woodley Arms', Waldeck Street  
PROPOSAL: Erection of two buildings to accommodate a total of 38 student units of accommodation, including parking, amenity space and landscaping, following demolition of existing former public house.  
CASE OFFICER: Stephen Vigar  
METHOD: Written Representation  
APPEAL TYPE: REFUSAL  
APPEAL LODGED: 27<sup>th</sup> June 2018

WARD: PARK  
APPEAL NO: APP/E0345/W/18/3198852  
CASE NO: 180083  
ADDRESS: 7 Grange Avenue  
PROPOSAL: Change of use from dwellinghouse (Class C3) to House in Multiple Occupation (Class C4) within Article 4 area  
CASE OFFICER: Tom Hughes  
METHOD: Written Representation  
APPEAL TYPE: REFUSAL  
APPEAL LODGED: 27<sup>th</sup> June 2018

WARD: PARK  
APPEAL NO: APP/E0345/W/18/3198800  
CASE NO: 171014  
ADDRESS: 28 Wokingham Road  
PROPOSAL: Construction of 9 dwellings (flats) for multiple occupation (Class C4), accommodating 27 bedrooms with associated 7 parking spaces, bicycle store, motorbike store and bin stores with bins collection point and landscaping.  
Demolition of existing former petrol station building with canopy.  
CASE OFFICER: Stephen Vigar  
METHOD: Written Representation  
APPEAL TYPE: REFUSAL  
APPEAL LODGED: 26<sup>th</sup> June 2018

WARD: BATTLE  
APPEAL NO: APP/E0345/W/18/3195174  
CASE NO: 172155  
ADDRESS: Land adjacent to 8 Thornton Road  
PROPOSAL: Single storey two bedroom bungalow



CASE OFFICER: Claire Ringwood  
METHOD: Written Representation  
APPEAL TYPE: REFUSAL  
APPEAL LODGED: 26<sup>th</sup> June 2018

## APPENDIX 2

### Appeals Decided:

WARD: ABBEY  
APPEAL NO: APP/E0345/W/17/3188270  
CASE NO: 170251  
ADDRESS: City Wall House, 26 West Street  
PROPOSAL: Change of use of fourth and fifth floors from C1 (hotel) to 10  
no. C3 (residential) apartments with minor internal  
alterations  
CASE OFFICER: Richard Eatough  
METHOD: Written Representation  
DECISION: Allowed  
DATE DETERMINED: 25<sup>th</sup> June 2018

WARD: THAMES  
APPEAL NO: APP/E0345/W/17/3191092  
CASE NO: 170775  
ADDRESS: Adjoining 90 Oakley Road, Hemdean Road  
PROPOSAL: Erection of 2 X 2-bed flats. Demolition of existing garage  
CASE OFFICER: Susanna Bedford  
METHOD: Written Representation  
DECISION: Dismissed  
DATE DETERMINED: 3<sup>rd</sup> July 2018

WARD: MINSTER  
APPEAL NO: APP/E0345/Z/18/3193852  
CASE NO: 171582  
ADDRESS: Land at A33 Relief Road, Rose Kiln Lane  
PROPOSAL: 48 sheet digital advertising board  
CASE OFFICER: Claire Ringwood  
METHOD: Written Representation  
DECISION: Dismissed  
DATE DETERMINED: 3<sup>rd</sup> July 2018

WARD: PEPPARD  
APPEAL NO: APP/E0345/W/17/3191047  
CASE NO: 170691  
ADDRESS: 4 Copse Avenue  
PROPOSAL: Erection of 2 x 4 bedroom detached dwellings, access and parking  
CASE OFFICER: Susanna Bedford  
METHOD: Written Representation  
DECISION: Dismissed  
DATE DETERMINED: 6<sup>th</sup> July 2018

### APPENDIX 3

Address Index of Planning Officers reports on appeal decisions.

No reports available this time.

READING BOROUGH COUNCIL

REPORT BY THE DIRECTOR OF ENVIRONMENT & NEIGHBOURHOOD SERVICES

TO:	PLANNING APPLICATIONS COMMITTEE		
DATE:	18 July 2018	AGENDA ITEM:	6
TITLE:	APPLICATIONS FOR PRIOR APPROVAL		
AUTHOR:	Lynette Baker & Julie Williams		
JOB TITLE:	Area Team Leaders	E-MAIL:	<a href="mailto:Julie.williams@reading.gov.uk">Julie.williams@reading.gov.uk</a> <a href="mailto:Lynette.baker@reading.gov.uk">Lynette.baker@reading.gov.uk</a>

1. PURPOSE AND SUMMARY OF REPORT

- 1.1 To advise Committee of new applications and decisions relating to applications for prior-approval under the amended Town and Country Planning (General Permitted Development) Order (GPDO 2015).

2. RECOMMENDED ACTION

- 2.1 That you note the report.

3. BACKGROUND

- 3.1 At your meeting on 29 May 2013 a report was presented which introduced new permitted development rights and additional requirements for prior approval from the local planning authority for certain categories of permitted development. It was agreed then that a report be brought to future meetings for information and to include details of applications received for prior approval, those pending a decision and those applications which have been decided since the last Committee date.

4 TYPES OF PRIOR APPROVAL APPLICATIONS

- 4.1 The categories of development requiring prior approval under the Town and Country Planning (General Permitted Development)(England) Order 2015, or amended by the Town and Country Planning (General Permitted Development)(England)(Amendment) Order 2016 that are of most relevance to Reading Borough are summarised as follows:

- Householder development - single storey rear extensions. GPDO Part 1, Class A1(g-k).
- Change of use from A1 shops or A2 financial & professional, betting office, pay day loan shop or casino to A3 restaurants and cafes. GPDO Part 3 Class C.
- Change of use from A1 shops or A2 financial & professional, betting office or pay day loan shop to Class D2 assembly & leisure. GPDO Part 3 Class J.
- Change of use from A1 shops or A2 financial and professional or a mixed use of A1 or A2 with dwellinghouse to Class C3 dwellinghouse. GPDO Part 3 Class M\*
- Change of use from an amusement arcade or a casino to C3 dwellinghouse & necessary works. GPDO Part 3 Class N
- Change of use from B1 office to C3 dwellinghouse GPDO Part 3, Class O\*.
- Change of use from B8 storage or distribution to C3 dwellinghouse GPDO Part 3, Class P

- Change of use from B1(c) light industrial use to C3 dwellinghouse GPDO Part 3, Class PA\*
- Change of use from agricultural buildings and land to Class C3 dwellinghouses and building operations reasonably necessary to convert the building to the C3 use. GPDO Part 3 Class Q.
- Change of use of 150 sq m or more of an agricultural building (and any land within its curtilage) to flexible use within classes A1, A2, A3, B1, B8, C1 and D2. GPDO Part 3 Class R.
- Change of use from Agricultural buildings and land to state funded school or registered nursery D1. GPDO Part 3 Class S.
- Change of use from B1 (business), C1 (hotels), C2 (residential institutions), C2A (secure residential institutions and D2 (assembly and leisure) to state funded school D1. GPDO Part 3 Class T.
- Temporary use of buildings for film making for up to 9 months in any 27 month period. GPDO Part 4 Class E
- Development under local or private Acts and Orders (e.g. Railways Clauses Consolidation Act 1845). GPDO Part 18.
- Development by telecommunications code system operators. GPDO Part 16.
- Demolition of buildings. GPDO Part 11.

4.2 Those applications for Prior Approval received and yet to be decided are set out in the appended Table 1 and those applications which have been decided are set out in the appended Table 2. The applications are grouped by type of prior approval application. Information on what the estimated equivalent planning application fees would be is provided.

4.3 It should be borne in mind that the planning considerations to be taken into account in deciding each of these types of application are specified in more detail in the GDPO. In some cases the LPA will first need to confirm whether or not prior approval is required before going on to decide the application on its planning merits where prior approval is required.

4.4 Details of any appeals on prior-approval decision will be included elsewhere in the agenda.

## 5. CONTRIBUTION TO STRATEGIC AIMS

5.1 Changes of use brought about through the prior approval process are beyond the control or influence of the Council's adopted policies and Supplementary Planning Documents. Therefore it is not possible to confirm how or if these schemes will contribute to the strategic aims of the Council.

## 6. COMMUNITY ENGAGEMENT AND INFORMATION

6.1 Statutory consultation takes place in connection with applications for prior-approval as specified in the Order discussed above.

## 7 EQUALITY IMPACT ASSESSMENT

7.1 Where appropriate the Council must have regard to its duties under the Equality Act 2010, Section 149, to 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.

7.2 There are no direct implications arising from the proposals.

## 8. LEGAL IMPLICATIONS

8.1 None arising from this Report.

## 9. FINANCIAL IMPLICATIONS

9.1 Since the additional prior notifications were introduced in May 2013 in place of applications for full planning permission, the loss in fee income is estimated to be £989,358

(Office Prior Approvals - £911,201: Householder Prior Approvals - £62,288:  
Retail Prior Approvals - £6094: Demolition Prior Approval - £2135: Storage Prior  
Approvals - £5350: Shop to Restaurant Prior Approval - £1886: Shop to Leisure Prior  
Approval - £305)

*Figures since last report*

Office Prior Approvals - £23178: Householder Prior Approvals - £618

9.2 However it should be borne in mind that the prior notification application assessment process is simpler than would have been the case for full planning permission and the cost to the Council of determining applications for prior approval is therefore proportionately lower. It should also be noted that the fee for full planning applications varies by type and scale of development and does not necessarily equate to the cost of determining them.

## 10. BACKGROUND PAPERS

The Town and Country Planning (General Permitted Development) (England) Order 2015

Town and Country Planning (General Permitted Development)(England)(Amendment) Order 2016.

Table 1 - Prior-approval applications pending @ 12 June 2018

## Application type CLASS A - Householder

Application type	Application reference number	Address	Ward	Proposal	Date Received	Target Determination Date	Comments	Equivalent planning application fee
Householder Prior Approval - Class A, Part 1 GPDO 2015	181054	9 Eccles Close, Caversham, Reading, RG4 5BJ	Caversham	Rear extension measuring 6m in depth, with a maximum height of 4m, and 3m in height to eaves level.	14/06/2018	25/07/2018		£206
Householder Prior Approval - Class A, Part 1 GPDO 2015	180999	18 Foxhays Road, Reading, RG2 8NP	Church	Rear extension measuring 4.2m in depth, with a maximum height of 3m, and 2.4m in height to eaves level.	07/06/2018	18/07/2018		£206
Householder Prior Approval - Class A, Part 1 GPDO 2015	181073	93 Ashburton Road, Reading, RG2 7PA	Church	Rear extension measuring 4m in depth, with a maximum height of 2.4m, and 2.25m in height to eaves level.	19/06/2018	30/07/2018		£206
Householder Prior Approval - Class A, Part 1 GPDO 2015	180812	58 Donnington Road, Reading, RG1 5ND	Redlands	Rear extension measuring 4.5 metres in depth, with a maximum height of 3.85 metres and 3.0 metres in height to eaves level.	17/05/2018	27/06/2018		£206

Application type	Application reference number	Address	Ward	Proposal	Date Received	Target Determination Date	Comments	Equivalent planning application fee
Office use to dwelling house - Class O, Part 1 GPDO 2015	181074	33 Blagrove Street, Reading	Abbey	Change of use from Class B1(a) (offices) to C3 (dwelling houses) to comprise of 28 dwellings (17 x 1-bed and 11 x 2-bed) .	18/06/2018	15/08/2018		£12378
Office use to dwelling house - Class O, Part 1 GPDO 2015	180982	54 Queens Road, Reading, RG1 4AZ	Katesgrove	Change of use of building from Class B1(a) (offices) to C3 (dwelling houses) to comprise 20 residential flats including 4 x 2 bedroom and 16 x 1 bedroom flats.	06/06/2018	01/08/2018		£8682
Office use to dwelling house - Class O, Part 1 GPDO 2015	181075	25 South Street, Reading, RG1 4QU	Katesgrove	Change of use from Class B1(a) (offices) to C3 (dwelling houses) to comprise of 4x1 bed dwellings.	19/06/2018	14/08/2018		£1290
Office use to dwelling house - Class O, Part 1 GPDO 2015	181090	286 Kings Road, Reading, RG1 4HP	Redlands	Change of use of existing building from Class B1(a) (offices) to C3 (dwelling houses) to comprise 3 residential 1- bed flats.	20/06/2018	15/08/2018		£828

Demolition Prior Approval applications pending

Application type	Application reference number	Address	Ward	Proposal	Date Received	Target Determination Date	Comments
Demolition Prior Approval	180217	20 Hosier Street, Reading, RG1 7JL	Abbey	Application for prior notification of proposed demolition.	02/02/2018	02/03/2018	
Demolition Prior Approval	180725	40 Silver Street, Reading, RG1 2ST	Katesgrove	Application for prior notification of proposed demolition.	01/05/2018	29/05/2018	

#### Retail Prior Approvals applications pending

Application type	Application reference number	Address	Ward	Proposal	Date Received	Target Determination Date	Comments	Equivalent planning application fee
Retail Prior Approval	180981	180 Wantage Road, Reading, RG30 2SJ	Norcot	Change of use of building from Class A1 (shops) to C3 (dwellinghouses) to comprise 1 dwelling.	05/06/2018	01/08/2018		£462

Prior Notification applications pending - None

Shop to Restaurant Prior Approval applications pending - None

Shop to Assembly & Leisure Prior Approval applications pending - None

Telecommunications Prior Approval applications pending - None

Storage to Residential Prior Approval applications pending - None



Table 2 - Prior-approval applications decided 12 June 2018 to 6 July 2018

Application type CLASS A - Householder

Application type	Application reference number	Address	Ward	Proposal	Date Received	Decision Date	Decision
Householder Prior Approval - Class A, Part 1 GPDO 2015	180889	95 Thirlmere Avenue, Tilehurst, Reading, RG30 6XH	Kentwood	Rear extension measuring 5.13m in depth, with a maximum height of 2.65m, and 2.65m in height to eaves level.	25/05/2018	04/07/2018	Prior Approval NOT REQUIRED
Householder Prior Approval - Class A, Part 1 GPDO 2015	180844	47 Hexham Road, Reading, RG2 7UA	Redlands	Rear extension measuring 4.7m in depth, with a maximum height of 3.2m, and 2.85m in height to eaves level.	23/05/2018	22/06/2018	Prior Approval NOT REQUIRED
Householder Prior Approval - Class A, Part 1 GPDO 2015	180853	47 Morlais, Emmer Green, Reading, RG4 8PQ	Thames	Rear extension measuring 3.5m in depth, with a maximum height of 3.2m, and 2.2m in height to eaves level.	23/05/2018	27/06/2018	Prior Approval NOT REQUIRED
Householder Prior Approval - Class A, Part 1 GPDO 2015	180836	141 St Michaels Road, Tilehurst, Reading, RG30 4SB	Tilehurst	Rear extension measuring 6 metres in depth, with a maximum height of 3.3 metres, and 2.8 metres in height to eaves level.	22/05/2018	22/06/2018	Prior Approval NOT REQUIRED

Application type	Application reference number	Address	Ward	Proposal	Date Received	Decision Date	Decision
Office use to dwelling house - Class O, Part 1 GPDO 2015	180722	Clarendon House, 59-75 Queens Road, Reading, RG1 4BN	Abbey	Change of use of building from Class B1(a) (offices) to C3 (dwelling houses) to comprise 49 dwellings.	27/04/2018	02/07/2018	Prior Approval Notification - Approval
Office use to dwelling house - Class O, Part 1 GPDO 2015	180658	Land to the rear of, 223 Oxford Road, Reading, RG1 7PX	Battle	Change of use of ground floor from Class B1(c) (light industrial) to C3 (dwelling house) to comprise of a 1 bed flat.	18/04/2018	19/06/2018	Prior Approval Notification - Approval
Office use to dwelling house - Class O, Part 1 GPDO 2015	180654	14 Arkwright Road, Reading, RG2 0LS	Katesgrove	Change of use of office building from Class B1(a) (offices) to C3 (dwelling houses) to comprise 37 dwelling units.	18/04/2018	13/06/2018	Prior Approval Notification - Approval

Retail to Residential applications decided - None

Prior Notification applications decided - None

Telecommunications Prior Approval applications decided - None

Demolition Prior Approval applications decided - None

Storage to Residential Prior Approval applications decided - None

Shop to Assembly & Leisure Prior Approval applications decided - None

Shop to Restaurant Prior Approval applications decided - None

# ABBEY



COMMITTEE REPORT:

BY THE DIRECTOR OF ENVIRONMENT AND NEIGHBOURHOOD SERVICES  
READING BOROUGH COUNCIL  
PLANNING APPLICATIONS COMMITTEE: 18<sup>th</sup> July 2018

ITEM NO. 7

Ward: Abbey

Application No: 180358 FUL and 180359 LBC

Address: Bristol & West Arcade 173-175 Friar Street and 27- 28, 29-31 and 32 Market Place, Reading.

Proposal for Full and Listed Building Consent for:

Demolition of vacant former Bristol & West Arcade (173 - 175 Friar Street) and erection of an eight storey mixed -use building (plus basement) to provide 35 residential units, 4,208 sqm of B1 office floorspace, and 5 retail units (A1/A2/A3); demolition of rear parts of 29 - 31 and 32 Market Place, the change of use of the retained units at 27 - 28, 29 - 31 Market Place at first, second and third floors to provide 8 residential units, change of use at ground and basement level of 32 Market Place from A2 to flexible retail use (A1/A2/A3), retention of 260.4 sqm of A4 use at ground and basement at 29-31 Market Place, change of use at ground and basement of 27 - 28 Market Place to flexible retail use (A1/A2/A3), and associated internal and external works to the Listed Buildings, landscaping, refuse, plant, cycle stores and substation at basement level.

Applicant: Sonic Star Properties Ltd

Date Valid: FUL 28.3.2018 and LBC 23.2.2018

Application target decision date: FUL 27.06.2018 and LBC 20.4.2018 Extension of Time: 15<sup>th</sup> August 2018

26 week date: FUL 26.9.2018 and LBC 24.8.2018

RECOMMENDATION

180358 FUL

Subject to the finding of the third bat survey delegate to the Head of Planning, Development and Regulatory Services to (i) GRANT full planning permission subject to completion of a S106 legal agreement or (ii) to REFUSE permission should the issue of bats not be resolved or the legal agreement not be completed by the 15<sup>th</sup> August 2018 (unless the Head of Planning, Development and Regulatory Services agrees to a later date for completion of the legal agreement),

The legal agreement to secure the following:

- Affordable Housing Provision:  
Provision of 13 on-site residential units as affordable housing, comprising of 1bed x 8, 2bed x 4 and 3bed x 1 (9 units social rented and 4 unit shared ownership).
- An obligation to update the existing 1893 covenant by entering into a permissive path agreement with the Council as Local Planning authority within 6 calendar months following completion of construction
- Financial contribution of £43,000 towards Infrastructure improvements within the Forbury Gardens.
- An Employment Skills and Training Plan (both construction and end user

phases) or financial contribution.

And the following conditions to include:

1. Time Limit - 3 years
2. Approved plans
3. Pre-commencement details of all external materials to be submitted to the LPA (and sample details to be provided on site) and approved in writing with the LPA. Approved details to be retained on site until the work has been completed.
4. Pre-commencement, except demolition to ground level, to secure a programme of archaeological work in accordance with a written scheme of investigation
5. A programme of post investigation archaeological assessment, analysis, publication, dissemination and archiving will be completed in accordance with the programme approved in writing by the Local Planning Authority in relation to Condition 4.
6. Pre-commencement (including demolition) construction (and demolition) method statement, also including a construction and environmental management plan for biodiversity.
7. Pre- occupation cycle parking provided in accordance with the approved plans.
8. Pre-occupation bin storage provided in accordance with the approved plans.
9. Parking permits - pre-occupation notification of postal addresses
10. Parking permits - prohibition on entitlement to a car parking permit
11. Pre-commencement (of the relevant works within land which is a public right of way) details of a diversion order and additional signage to be submitted/approved/maintained thereafter
12. Implementation of approved noise mitigation scheme - the glazing and ventilation shall be installed in accordance with the specifications recommended within the acoustic assessment submitted with the application (RBA Acoustics, 13 Feb 2018, Report 8358/AAR revision 1)
13. Control of noise - The specific sound level of the plant/equipment hereby approved, LA<sub>eqr,Tr</sub> as measured at a point 1 metre external to sensitive facades, shall be at least 10dB below the existing background sound level, LA<sub>90,T</sub> when all plant/equipment (or any part of it) is in operation.
14. Air pollution mitigation measures shall be carried out in accordance with the submitted air quality assessment
15. The proposed boiler shall have a NO<sub>x</sub> emission rate of less than 40 mg/kWh of dry NO<sub>x</sub> (at 0% O<sub>2</sub>).
16. Reporting of unexpected contamination at any time /remediation if necessary
17. Hours of demolition/construction works
18. No burning of materials or green waste on site
19. No kitchen extraction installed until an odour assessment and odour management plan has been submitted and approved. Maintained as approved thereafter.
20. Pre - occupation the mitigation measures within the Wind Assessment shall be implemented and retained thereafter
21. No development shall take place until full details of both hard and soft landscaping have been submitted to and been approved in writing by the Local Planning Authority
22. Landscaping implementation
23. Landscaping Maintenance
24. Pre-commencement submission/approval/implementation of details of biodiversity enhancements to include swift bricks, and maintenance thereafter.
25. Pre-occupation completion of the approved sustainable drainage scheme.

Subsequent management and maintenance in accordance with the approved details.

26. Hours of use of the non-residential units (Classes A1 and A2 - 0600-2300 Monday to Saturday & 0800-2200 Sundays and Bank/Statutory Holidays; Classes A3 and A4 0600-2300 Monday to Thursday, 0600-0000 Friday and Saturday & 0800-2200 Sundays and Bank/Statutory Holidays; Class B1a&b - 0800-2000 daily)
27. Ground floor non-residential units shall retain 'active window displays'
28. Notwithstanding any provision within the Use Class Order 2018, or any subsequent order the permitted A1/A2 or A3 units shall be retained the specified use class and at the unit sizes shown on the approved plan.
29. Pre-commencement (barring demolition) security strategy (achieving the 'Security by Design' Award) to be submitted / approved / implemented / retained.
30. Pre-occupation details of the management plan for the pedestrian link through the site, and visual appearance of the proposed gates, to be submitted/approved/maintained as such thereafter
31. Implementation of approved noise and dust mitigation measures during demolition and construction
32. Pre-occupation evidence of 50% of the new build dwellings achieve a minimum 19% improvement in the dwelling emission rate over the target emission rate
33. Pre-occupation of the refurbished residential units within Market Place final BREEAM certificate to demonstrate achieving at least a 'Very Good' rating
34. Pre-occupation (of the relevant new build unit(s)) final BREEAM certificate to demonstrate the office and retail units achieving at least a 'Very Good' rating
35. Implementation of Energy Statement measures to provide Solar PV panels
36. No fixing or installing of miscellaneous items to the external faces or roof of any building without the prior approval in writing of the local planning authority
37. Flat roof areas not to be used as roof terraces unless where specified on the approved plans

Informatives:

1. Building Control
2. Terms and conditions
3. Positive and Proactive Statement
4. Access construction
5. Damage to the highway
6. Highways
7. Noise between residential properties - sound insulation of any building
8. Section 106 Legal Agreement (Ref 4342)
9. Flexible use of non-residential units for 10 years
10. Possible need for future separate advertisement consent
11. Clarification over pre-commencement conditions
12. CIL

180359 LBC

Approve subject to conditions :

1. Time Limit - 3 years
2. Approved plans
3. The following, shall be submitted to and approved in writing by the local planning authority before the relevant part of the work is begun:

a) Sample panel(s) of all facing materials, including brickwork and stonework, which demonstrates the materials colour, texture, masonry bond and mortar colour, to be

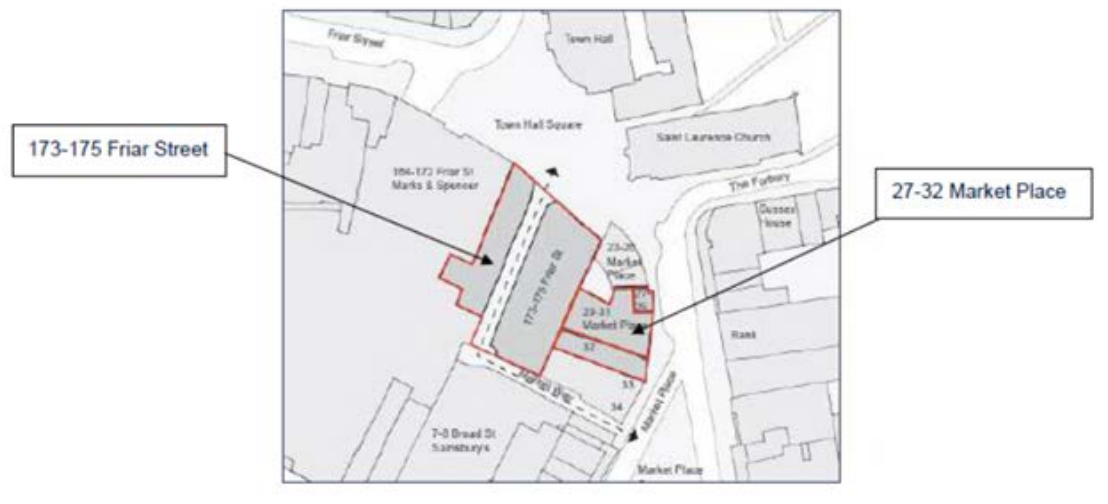
erected on site and maintained there during the course of construction;  
b) Samples and/or manufacturer's details of the glass materials, which demonstrates the colour and finish to be provided on site and retained on site during the course of the works;  
c) Elevation and section drawings, with materials annotated, of new windows at a minimum scale of 1:10;

**Informatives:**

1. Building Control
2. Terms and conditions
3. Positive and Proactive Statement
4. Possible need for future separate advertisement consent
5. Clarification over pre-commencement conditions
6. CIL

**1. INTRODUCTION**

Location Plan:



Site Overview as existing: Source Design and Access Statement





- 1.1 The application site is formed of two adjoining plots with separate frontages, one plot fronting Town Hall Square, consisting of 173-175 Friar Street (the former Bristol and West Arcade / Brook Henderson House); and the other comprising of three buildings on the western side of Market Place, Nos 27-32, fronting onto the wide footway and the Market Place itself. Part of the application site (the properties fronting Market Place and Number 175 Friar Street) sit within the London Street/Market Place Conservation Area (See map below).

Map to show Boundary of the London Street/Market Place Conservation Area



#### Existing Friar Street Units

- 1.2 The former Bristol and West Arcade/ Brook Henderson House building is located at the eastern end of Friar Street, opposite the Town Hall and St Laurence's Church. The site is presently occupied by two buildings constructed in the mid-20th Century in a neo-Georgian style. No 173-174 and No 175 Friar Street are both four-storey in height constructed of red brick with pale stone elements set above the ground floor. This building is not Listed but is considered to be of Townscape Merit, as set out within the Council's Townscape Appraisal Map.
- 1.3 The upper floors of both buildings were formally in office use. The ground floors, consisting of the former arcade of retail shops and a link through to Market Way, are constructed in pale stone with full height glazing. The ground floor frontage therefore contains contemporary shop windows and an open passageway through the site to Market Way and the existing Sainsbury's store.
- 1.4 Within the buildings the existing retail units and office space are now entirely vacant with ground floor openings enclosed by hoardings to the front and rear. This site has not been fully in use for a period of 10 years, although building work was commenced to the rear (by virtue of permission 06-01560-FUL) but then ceased prior to completion due to market forces.

#### Existing Market Place Units

- 1.5 No.27-28 Market Place is a Grade II listed, three storey (plus attic accommodation and basement) building and is fine example of an original merchants house. The building is timber framed and dates back to the seventeenth century. Internally, the building is currently just one room deep; it is apparent that sometime in the past, access to the rear rooms has been blocked and the floor areas incorporated into the No.29-31 (Coopers Arms). The building is vacant but was formally an A1 shop on the ground floor with ancillary storage at the upper floors.
- 1.6 No.29-31 Market Place (Coopers Arms) is Grade II listed and has three storeys (plus accommodation in the roof space and an extensive basement). The existing structure of the building dates largely from the seventeenth century, however the building has been extended to the rear (three storeys plus basement) in the 1950s/60s and an internal open courtyard roofed over. The existing half-timbered Market Place façade was added in the early twentieth century (1930s), and the ground floor shop front is a more modern, mid-twentieth century addition. The building is vacant but was formally a public house, incorporating basement storage and ancillary use of the upper floors as accommodation by staff.
- 1.7 No.32 Market Place is a four storey building, Grade II listed, constructed in the mid-nineteenth century (1840-1853). The front façade survives largely intact with traditionally proportioned sash windows. The ground floor had been completely stripped out and a modern shop front is now in situ. On the rear elevation, the original sash windows have been replaced with modern UPVC double glazed units and, also on the rear, there is a large flat roof, single storey extension. These units make a significant contribution to the character of the surrounding Market Place/London Street Conservation Area but are currently all vacant with all ground floor windows boarded up.
- 1.8 As shown on the site plan above the sites are effectively ‘land locked’ to their rear by existing town centre development. The former arcade is bounded to the west by the rear entrance of Marks and Spencer’s and to the east by No 23-26 Market Place containing Atlantis Properties at first floor and Select Car and parkers estates agents at ground floor. To the north the former Arcade fronts Town Hall Square containing the Listed Town Hall and Listed St Laurence’s Church. To the south the Arcade adjoins Market Way, and via Sainsbury’s a link to Broad Street.
- 1.9 The existing properties on Market Place directly adjoin the Friar Street property at their rear and have been built up to the boundary so there is no separation between them. The Market Place buildings front eastwards onto Market Place Square and are bounded by 23-26 Market Place (as above) and 33-34 Market Place containing Romans estates agents. These adjoining buildings are also Listed.
- 1.10 The site is set within the historic town centre in close proximity to a number of listed buildings, including the Grade I St Laurence’s Church, the Grade II\* Town Hall, the Grade II statue of Queen Victoria and the Grade II buildings at 23 through to 34 Market Place. A large number of unlisted buildings in the Conservation Area are noted on the Townscape Appraisal map as being ‘Buildings of Townscape Merit’. These include:
  - No. 175 Friar Street; and
  - No. 172 Friar Street.

- 1.11 The Forbury Gardens, which are located to the east of St Laurence's Church, is an area of high quality townscape, with the gardens also containing a number of Listed Buildings. The gardens are significant as the largest area of open space in central Reading and have a high degree of permeability for pedestrians moving through the area. Town Hall square which provides an open space enjoyed by the the public is set to front of the site on Friar Street. There are also a several public houses and night clubs (a number with late licenses) located around the junction of Friar Street and Blagrove Streets.
- 1.12 The application site is also located within the Reading Central Area Action Plan within the following policy designations:
- Active frontage
  - Area of Archaeological potential
  - Central Core
  - Office Core
  - Primary Shopping Area
  - Air Quality Management Area
  - Partially within the Market Place / London Road Conservation Area.
  - Within Abbey ward
- 1.13 It should also be noted that an existing covenant (dated 1893) grants public access through the former Bristol and West Arcade whilst the Corn Exchange and General Market are open. Within the S106 Legal Agreement for the 2007 permission to develop the Bristol and West Arcade, and 2003 permission for the current Sainsbury's site (directly south of the application site) this route was retained via aS106 Legal agreement.
- 1.14 The application is referred to committee as it is classified as a 'major' development. Members undertook an unaccompanied site visit but were provided with a Briefing Note from the officer.

## 2. PROPOSALS

- 2.1 The proposed development has been submitted after pre-application discussions and meetings with the local planning authority and other external consultees over a 3 year period. The proposed land use within the site and design of the scheme has been significantly altered prior to the submission of this application.
- 2.2 Full planning permission and Listed Building consent is sought for the demolition of the existing buildings at 173-175 Friar Street and the erection of an eight storey building plus basement level; and the refurbishment of the listed buildings at 27-32 Market Place with demolition of existing modern elements to their rear. The proposal would create:
- 7 new retail units
  - 1 public house
  - 4,208 sqm of B1 floorspace
  - 43 Residential units incorporating 30% affordable units on site
  - Pedestrian Link through the site
- 2.3 The breakdown of residential units is set out in the table below:

	Unit type	No of units	% of the mix
Market units	City Suite (1B1P)	7	44
	1 Bed	12	
	2 Bed	9	21
	3 Bed	2	5
Affordable units	City Suite (1B1P)	5	19
	1 Bed	3	
	2 Bed	4	9
	3 Bed	1	2
Total		43	100

Source of Table: Planning Statement produced by Savills

2.4 The breakdown of retail unit sizes is set out below:

	Friar Street					Market Place		
	Unit 1	Unit 2	Unit 3	Unit 4	Unit 5	Unit 6	Unit 7 (pub)	Unit 8
Basement	159	173	-	-	-	31.3	121.6	-
Ground	274.6	144.7	74	215	98	86.2	138.8	45.3
Total	433.6	317.7	74	215	98	117.5	260.4	45.3

Source of Table: Fig Planning Statement produced by Savills

2.5 The new build element of the scheme fronting Friar Street would contain at:

Ground floor - The re-provision of five flexible retail units (A1/A2/A3). Unit 1 and Unit 2 will front Friar Street. Units 3, 4 and 5 will have entrances to the public walkway through the site.

First to third Floor - Provision of 4,208 sqm of flexible B1 office floorspace as a direct replacement of existing office floorspace.

Fourth to Seventh Floor - Thirty five residential units.

2.6 The Listed buildings at 27 - 32 Market Place are to be refurbished and extended to contain at:

Ground floor - Two retail units within the retained Listed Buildings and a third unit will re-provide an A4 pub at 29 - 31 Market Place.

First to third floor - Conversion of the existing floor space to provide 8 residential dwellings.

2.6 The description of the appearance of the two distinct elements of the scheme is set out below. These elements are separated by the proposed pedestrian link through the site that is formed by a paved passageway and external yard area that

provides access to the retail unit within the proposed 'arcade' and entrance to the new build residential units.

i) New build construction fronting Friar Street

- 2.7 The proposals seek to erect a new building on the footprint of the existing Arcade additionally incorporating the triangular area of land directly to the front of the existing building. This would result in the proposed building frontage for the retail and office uses being flush with the adjoining Listed Building at 23/26 Market Place. The applicant has specified this seeks to reinstate the historic 1900 building line as set out on the plan below.



1900 Building Line - source submitted Design and Access statement

- 2.8 The proposed building is 8 storey in total, however at fourth floor and each subsequent floor above the floorplate is reduced, increasing the set back from the building frontage to both Friar Street and Market Place. This seeks to reduce the bulk of the overall building, to orientate outlook and protect levels of amenity for the residential floors. Each level of the building has a flat roof, with the exposed areas on the upper floors being utilised in part as green roofs and terraced areas to provide amenity space for the residential units. Plant and the lift core are also proposed at roof level. The building therefore has geometric appearance with the residential units having an angled footprint which sets the development off the boundary with the adjacent M&S building. The upper residential floors are to be constructed of a light coloured sandstone and mixed brick to reflect the character of the town centre in particular the appearance of the Church.
- 2.9 The original design of the scheme sought the entire building at each floor to be constructed of a light sandstone with flint brick panels. The ground floor frontage to Friar Street containing the retail units and access to the office space consisted of full height glazing for entire width of the frontage. The office floors above were also primarily glazed and did not relate well to either of the differing architectural style of the buildings adjacent to the site. This design and appearance was not considered to be acceptable by officers. A CGI visual of the original scheme is set out below:



Proposed Friar Street Frontage Submitted February 2018

2.10 In consultation with officers, the proposal has therefore been amended to:

- Reduce the proportion of glazing across the façade.
- Alter the design to take a much stronger account of the existing street-scene. The elevation is proposed in two distinct sides; a limestone facade adjacent to the stucco and stone of No. 23-26 Market Place and a red brick façade next to the remaining part of the original arcade building, now part of Marks & Spencer. This articulation seeks to bridge the gap between the two distinct parts of this side of the street; to the West the elevation is generally red brick and to the East the elevation is generally stone and stucco.
- Adjusting the proportions and heights of the fenestration to much more closely reflect the neighbouring windows to the immediately neighbouring buildings. To the left hand bay, the windows' proportion, size, frequency and placement now more closely reference the neighbouring Listed buildings, nos.23-26 Market Place, mirroring the two-window bays. To the right hand elevation the windows now align with the windows of the neighbouring building
- Reducing the height of the third floor windows to the right hand side of the elevation, emphasising a more strongly classical proportion to the windows. Introducing columns between the shop-front windows, reducing the size of the glazing at ground floor level.
- Subdividing the elevation to the right hand side by introducing shallow steps in the façade. These help reference the bays of the neighbouring building. This allows the fenestration to be ordered into bays of four windows rather than a continuous rhythm. To the left hand side the windows are divided into pairs, strongly referencing the neighbouring Listed buildings.

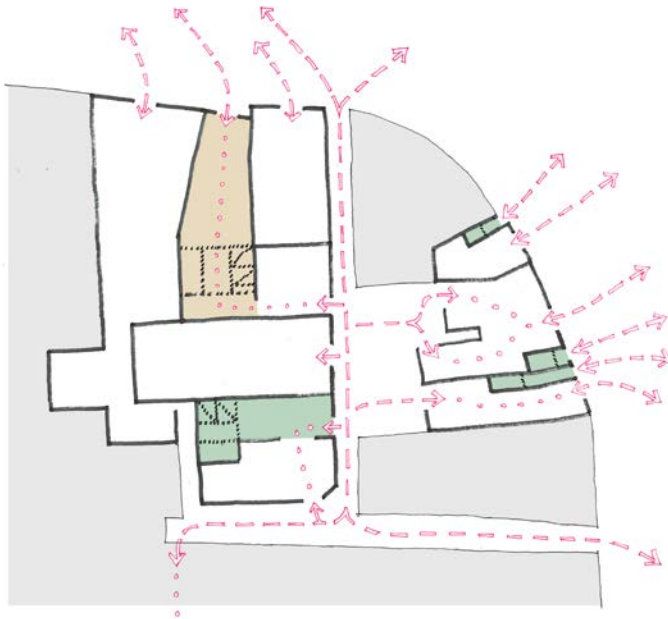


Revised Proposed Friar Street frontage submitted June 2018

- 2.11 In relation to the treatment of the side and rear elevations to the retail and office floors these will be set back and predominantly glazed to allow maximum light to the interior of the building, with solid brickwork on the site boundary with the rear of 22-34 Market Place. The ‘rear’ of the new build structure will be visible from Market Way and is glazed with back painted glass at ground floor and obscure glazing at first floor orientated towards the Sainsbury’s Building. The upper floor elevations set above the existing buildings fronting Market Place and Marks and Spenser’s building are described in paragraph 2.8 above.
- ii) Refurbishment of 27-32 Market Place
- 2.12 Minimal changes are sought to the front elevation of the Market Street properties for general repair and to remove the existing architrave pediment and fanlight to the main entrance of 29-31 Market Place. This is to seek to reinstate the former appearance of the building.
- 2.13 To the rear the major works are removal of the 20<sup>th</sup> Century additions to the building. This will require the exposed rear elevations to be restored to their original appearance. The new extensions will be completed in red-stock brickwork to match the existing buildings. New openings will have expressed stone lintels and coping stones with black-painted metal framed windows. The timber framed extension with brick infill will have fixed glazed panels incorporated between the timber frame. The new windows and doors proposed in the rear elevation of No 27-28 Market Place and where possible will reinstate existing openings. In order to facilitate the residential conversion 4 rooflights will be installed at 32 Market Place, and a dormer window. A brick flue is also proposed to the rear of the public house building.

2.14 In relation to access arrangements the route through the site is repositioned from the centre of site to adjacent to the rear boundary of the Listed Buildings on Market Place and the newly created yard (which contain elements of cycle parking for the scheme). The application states that during hours when the retail units are closed, this access route will be shut to the general public with access retained for residential and retail owners. Access to this route will be controlled and managed during evening hours, with opening and closing these gates managed by the residential concierge.

2.15 Set out below is the applicant's diagram showing access into and within the site.



2018 submitted documentation:

- Application forms;
- CIL Forms - revised
- CIL Relief Forms;
- Site Location Plan;
- Existing and proposed plans, prepared by RDA;
- Demolition plans, prepared by RDA;
- Design and Access Statement, prepared by RDA;
- Heritage Report, prepared by Turley;
- Archaeological Report, prepared by CgMs;
- Daylight and sunlight report, prepared by Delvar Patman Redler;
- Further Shadow Study of Market Square, prepared by Delvar Patman Redler
- Transport Assessment, prepared by Motion;
- Travel Plan, prepared by Motion;
- Energy Statement, prepared by Price & Myers;
- BREEAM Pre-Assessments, prepared by Price & Myers;
- Wind Assessment, prepared by RWDI
- Acoustic Assessment, prepared by RBA Acoustics;
- Bat Survey Report, prepared by CSA Environmental;
- SUDs Report, prepared by Clancy Consulting



2.16 Matters relating to CIL payments are addressed in paragraphs 6.49-6.52 below and will be further updated at your meeting.

### 3. PLANNING HISTORY

#### Application site

3.1 There are numerous applications relating to both plots forming the site. Those applications considered to be of relevance in the determination of this application are specified below:

#### 3.2 173- 175 Friar Street

Planning ref	Proposal	Decision	Date
06-01560-FUL 61033	Refurbishment of shopping arcade and offices. Partial demolition and addition of health club and 14 dwellings.	Permitted	20.03.2007
06-00825-FUL 60795	Refurbishment of shopping arcade and offices (including partial demolition), construction of new gym and 14 apartments (12 x 2 bed and 2 x 3 bed)	Refused	15.11.2006
06-00663-FUL 61338	Demolition to rear of part first floor 4 shop units and roof light reconstruction of retail units with a new glazed wall and new roof	Permitted	08.08.2006

3.3 As referred to throughout the applicant's supporting information and consultee comments (below) permission 06-01560-FUL for the "Refurbishment of shopping arcade and offices. Partial demolition and addition of health club and 14 dwellings" was permitted 2007. This consent permitted the erection of 3 tower elements above the existing building at 175 Friar Street (to be retained) allowing 8 storey development on the site. Construction works were commenced on site, but subsequently left unfinished with elements clearly visible from the rear of the Sainsbury's Store. Although the legal status of this 2007 permission cannot be determined under this application, it can be accepted that this proposal has set some parameters for the height and bulk of development within this site.

3.4 The applicant has also submitted an elevational drawing of the Friar Street frontage that shows the proposed scheme in the context of the 2007 permitted scheme. The permitted scheme is shown dotted. It can be seen the floor plate of the upper

floors differs from the approved but the highest point of the scheme is not exceeded and has been marginally reduced.



Friar Street Elevation as Proposed - showing 2007 permitted scheme with a dotted line.



View of the massing of permitted scheme from The Forbury (source DAS)

3.4 27-32 Market Place

Planning ref	Address	Proposal	Decision	Date
08/00969/FUL 80740	29-32 Market Place	Change of use of building to a basement bar (class A4 use), ground floor retail units, and a mixed use hotel/restaurant/bar (class C1/A3/A4) on the first, second and third floors, partial demolition of rear of building, three storey extension to the rear, refurbishment of building, and new Market Place façade	Permitted	06.11.2008
08/00970/LBC 80843	29-32 Market Place	Change of use of building to a basement bar (Class A4 use, ground floor retail units, and a mixed use hotel/restaurant/bar (Class C1/A3/A4 use) on the first, second and third floors. Partial demolition of rear of building, three storey extension to the rear, refurbishment of building, and new Market Place façade.	Permitted	12.11.2008
11/01719/EXT 110852	29-32 Market Place	Application for an extension of the time limit for implementation of permission 08/00969/FUL for a change of use of building to a basement bar (Class A4 use), ground floor retail units, and a mixed use hotel/restaurant/bar (class C1/A3/A4 use) on the first, second and third floors. Partial demolition of rear of building, three storey	Permitted	2.2.2012

		extension to the rear, refurbishment of building, and new Market Place façade.		
11/01720/LBC 110853	29-32 Market Place	LBC: Works associated with the change of use of building to basement bar (class A4 use), ground floor retail units, and a mixed use hotel/restaurant/bar (class C1/A3/A4) on the first, second and third floors. Partial demolition of rear of building, three storey extension to the rear, refurbishment of building, and new Market Place façade	Permitted	13.1.2012
12/01257/FUL 120532	29-32 Market Place	Change of use of the first, second and third floors from office use to residential accommodation	Permitted	14.08.2013
37-42 Market Place				
141280/OPA		Change of use of building from Class B1(a) (offices) to C3 (dwellinghouses) to comprise 5 x two bed flats, 13 x one bed flats and 18 studio flats.	Permitted	1.10.2014
150842/ FUL		Proposed cladding of building and alterations to fenestration	Permitted	17.11.2015

#### 4. CONSULTATIONS

##### i) Historic England

Original Plans: No objection to the applications on heritage grounds.

This application needs to be assessed against paragraphs 129, 131, 132, 134 and 137 of the NPPF. These urge local planning authorities to avoid or minimise conflict between a heritage asset's conservation and any aspect of the proposal, to take into account of the desirability of sustaining an enhancing the significance of heritage assets and the desirability of new development making a positive contribution to local character and

distinctiveness. Great weight should be given to the conservation of designated heritage assets, which in this case include the conservation area, the nearby grade I and II\* listed buildings and the grade II buildings within the site and any harm, in this case the loss of a building that contributes to the significance of the conservation area, needs to be both clearly and convincingly justified and outweighed by the public benefits. Proposals for new development within the conservation area should make a positive contribution to its character if they are to be treated favourably

In 2007 and 2008 planning permission and listed building consent was granted to refurbish 173-5 Friar Street and 28-32 Market Street, including adding additional storeys to 173-5 Friar Street. These have been partially implemented and thus there is an extant permission for making this building significantly higher.

It is considered that the proposals would not directly harm the significance of the listed buildings that fall within the application site, as no fabric of historical or architectural value is to be removed, indeed the impact is positive in that the poor quality additions to the rear of these buildings are to be removed.

It is also not considered that the proposals would be any more harmful to the significance of the Church of St Laurence and Reading Town Hall than the consented scheme and in some views, particularly from Market Place; the impact would be beneficial; with the omission of one of the tall blocks.

The most noticeable impact of these proposals would be the demolition of the façade of numbers 173-5 Friar Street. It is considered that demolition of these buildings, particularly number 175, would result in a degree of harm to the character of the conservation area. Nevertheless restoring the early-20th-century building line would be a positive move. There is no objection to the demolition of these buildings if their replacement was of high architectural quality and presented a more coherent face to Friar Street than the current building would if the consented scheme were built.

**Revised plans:** On the basis of the information submitted, Historic England did not wish to offer any further comments and instead suggested that the views of RBC's specialist conservation and archaeological advisers were sought.

## ii) RBC Historic Buildings Consultant

**Original Plans:** Object as the proposal would fail to enhance or preserve the character and appearance of the Conservation Area, would harm the setting of the Conservation Area and its significance and would harm the setting of the surrounding Listed Buildings contrary to considerations as set out in sections 72(1) and section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 and would fail to meet the requirements of national and local policy.

Although the principle of a modern design was not opposed in this location the proposed design would not preserve or enhance the special character and appearance of the Conservation Area and would also detract from the setting of the I Listed St Laurence's Church, Grade II\* Town Hall and adjacent Listed Buildings. Also there is concern regarding the loss of the visible side elevation of 23/26 Market Place and lack of justification for the demolition of the existing building at Friar Street.

**Revised Plans:** Object. The revised design of the proposed front elevation to Friar Street, is considered more sympathetic to the character and appearance of the

Conservation Area and settings of surrounding Listed Buildings however the overall mass and scale is considered to harm their significance and lead to a substantial harm from the loss of 175 Friar Street.

The height, mass and siting of proposed new build element of the development is considered to be less visually prominent than the consented six storey scheme, the proposed scheme is still considered to be out-of-scale with the surrounding Listed Buildings and the Conservation Area.

iii) RBC Transport

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 on the corner of Town Hall Square and in close proximity to Reading rail station. This area is well served by rail and bus links and also contains the large proportion of public car parking spaces.

The Design and Access Statement provides details and makes reference to a local car club which complies with the Councils current standards. Given the central location of the site the non-provision of parking is acceptable however the future occupants of the proposed flats would not be eligible for a permit via the Council's Residents Parking scheme; this can be controlled by appropriate conditions and informatives.

In accordance with the Council's adopted Parking Standards and Design SPD, secure cycle parking should be provided for residential units and commercial uses. The Design and Access Statement and submitted plans indicating the following provision across both sites:

Use	No of Cycle Parking
Residential	43
Office	40
Retail	21
Public House	3

The proposed provision of cycle parking for both sites meets with the Councils current standards and is therefore deemed acceptable. The residential element of the Friar Street new build development is to be served with 2 lifts from the basement to the 7th floor where 35 cycle spaces are to be provided within a storage area. 40 cycle spaces are to be provided for the retail units 1- 5, 2 lifts are proposed to be installed to the office element from the basement to third level to allow access and exit to the storage areas. In relation to Market Place, where cycle storage is provided within the existing building, 8 cycle storage spaces are to be provided for the residential element and a total of 5 for retail units 6-8.

Bin stores for the office and residential units are provided at basement level and are accessible via the lifts. Bins will be taken to the dedicated bin collection site by the residential building manager. Delivery and servicing of the site will use the existing on street loading areas on Market Place and Friar Street which is consistent to previous uses and other businesses in the area.

There are no Transport objections to this application subject to the conditions and informatives:

CO2 Construction Method Statement

- DC3 Bicycle parking space provided in accordance with approved plans
- DC6 Bin storage
- DC7 Parking permits 1
- DC8 Parking permits 2

iv) RBC Environmental Health - Environmental Protection (EP)

Environmental Protection considered the following potential concerns:

- Noise impact on development
- Noise arising from development
- Noise transmission between dwellings
- Air Quality impact - increased exposure / new receptors
- Air Quality impact - increased emissions
- Air Quality impact - biomass burners
- Contaminated Land
- Construction and Demolition phase

Noise impact on development

A noise assessment has been submitted by the applicant which shows that the recommended standard for internal noise can be met, if the recommendations from the assessment are incorporated into the design. It is recommended that a condition be attached to consent to ensure that the glazing recommendations of the noise assessment (and air quality assessment, where relevant) will be followed, or that alternative but equally or more effective glazing and ventilation will be used. Although ventilation is not specifically referred to in the noise assessment, ventilation is referred to in the air quality assessment for protection from poor air quality, so for this reason the officer has not asked for further information on proposed ventilation.

Noise generating development

Applications which include noise generating plant when there are nearby noise sensitive receptors should be accompanied by an acoustic assessment carried out in accordance with BS4142:2014 methodology. The noise assessment submitted has been carried out in order to identify the noise level the proposed plant would need to meet in order to ensure that nuisance is unlikely in accordance with BS4142:2014. This should be secured by condition.

Air Quality - Increased exposure

The proposed development is located within an air quality management area that officers have identified with monitoring as being a pollution hot-spot (likely to breach the EU limit value for NO<sub>2</sub>) and introduces new exposure / receptors. An assessment and/or mitigation measures should be provided as part of the application. The air quality assessment proposes that mechanical ventilation with heat recovery (MVHR) be installed on the first 3 floors fronting Market Place. Environmental Health Officers are satisfied that the air pollution mitigation measures proposed should be sufficient to protect future occupants.

Air Quality - Increased emissions

Reading has declared a significant area of the borough as an Air Quality Management Area (AQMA) for the exceedance of both the hourly and annual mean objectives for nitrogen dioxide. In addition to this recent epidemiologic studies have shown that there is no safe level for the exposure to particulate matter PM<sub>10</sub>.

The development is not expected to result in increased emissions once in operation. The proposed energy plant will not increase emissions if it meets the following criteria that the boiler has a NO<sub>x</sub> emission rate of less than 40 mg/kWh of dry NO<sub>x</sub> (at 0% O<sub>2</sub>) which will be controlled by condition.

During demolition (and construction) there is a risk of dust emissions. The air quality assessment makes recommendations for the management of dusts which should be incorporated into the demolition method statement and implemented by the developers.

#### Contaminated Land

Planning applications should be considered on a precautionary basis in relation to the possibility of contamination on all land subject to or adjacent to previous industrial and also where uses are being considered that are particularly sensitive to contamination - e.g. housing. Where development is proposed, the developer is responsible for ensuring that development is safe and suitable for use for the purpose for which it is intended. The developer is thus responsible for determining whether land is suitable for a particular development or can be made so by remedial action. You are advised that the proposed development is a sensitive land use and is therefore subject to conditions in case of unexpected contamination.

#### Construction and demolition phases

Concern regarding potential noise, dust and bonfires associated with the construction (and demolition) of the proposed development and possible adverse impact on nearby residents (and businesses). Fires during construction and demolition can impact on air quality and cause harm to residential amenity. Burning of waste on site could be considered to be harmful to the aims of environmental sustainability. These matters can be controlled by standard conditions.

#### v) RBC Planning Natural Environment

The proposals are limited in soft landscape provision to the courtyard and some green roofs 'where possible', neither of which are visible externally. Additional greening to the Town Square frontage would be beneficial, however conditions are sought to secure the proposed landscaping details, implementation and maintenance.

#### vi) RBC Ecology Consultant

##### Response 1 :

The soft landscaping shown is limited and there is more potential for vertical landscaping to be included in the development. The applicant should also ensure that the landscaping plans incorporate swift bricks and other biodiversity enhancements. This can be secured through a condition.

The bat survey report (CSA Environmental, December 2017) has been undertaken to an appropriate standard and concludes that the risk of the works adversely affecting roosting bats in 173-175 Friar Street is minimal. However, the buildings at 27-32 Market Place do possess some features potentially suitable for use by roosting bats. As such, further dusk emergence / dawn re-entry surveys would need to be undertaken to determine if the site hosts a bat roost.



The results of the survey would need to be provided prior to the determination of the application, or the application would need to be refused on the grounds that insufficient information has been provided for the council to determine the likely impact of the proposals upon bats, which are a protected species and material consideration in the planning process.

All species of bats receive special protection under UK law and it is a criminal offence under the Wildlife and Countryside Act 1981 (as amended) and The Conservation of Habitats and Species Regulations 2010 (The Habitat Regulations), deliberately or recklessly to destroy or damage their roosts, or to disturb, kill or injure them without first having obtained the relevant licence for derogation from the regulations from the Statutory Nature Conservation Organisation (the SNCO - Natural England in England).

If a bat roost will be affected by the works, a licence for development works affecting bats (i.e. for derogation from the provisions of the Habitat Regulations) will need to be obtained before works which could impact upon the roost can commence. This involves submitting a licence application to Natural England with a detailed mitigation plan informed by surveys undertaken in accordance with national guidelines.

Response 2 :

Emergence/re-entry surveys were requested in regard to 27-32 Market Place, which had been assessed as having potential to host roosting bats. The results of one dusk emergence survey (CSA Environmental, June 2018) have now been provided.

Three common pipistrelles were observed emerging from 29-31 Market Place (within the application site). These buildings will not be demolished, but it is likely that the bat roosts will be disturbed by the works and as such, the letter report recommends that two further surveys are carried out to characterise the status of the roost and to inform the relevant licence application and mitigation (it is quite unusual to have a bat roost in such a central location and it may be that the conservation status of the roost is higher than the survey report suggests). The results of such surveys should be provided prior to the determination of the application.

In line with the Bat Conservation Trust's Bat Survey Guidelines, the ecology letter report states that two further emergence / pre-dawn re-entry bat surveys need to be carried out. Surveys would be carried out between May and September, with at least one taking place in the optimum period of May to August (inclusive), and with at least one being a pre-dawn survey.

Officer note : The final bat survey is being undertaken on Tuesday 3<sup>rd</sup> July overnight. The results of the second and third survey along with the mitigation measures will be provided shortly thereafter.

Response 3: to be updated at your meeting.

vii) RBC Leisure and Recreation

With the added pressure of new residents, office and retail workers moving into a town centre location such as this, an off-site leisure contribution towards the Forbury Gardens is sought. These are within a five minute walk from the proposed development and there is direct and easy access to the site which will serve the

people living and working there. They are also Reading's most prestigious and popular town centre gardens.

The Council's Core Strategy Policy CS9 sets out the objectives of securing infrastructure, services, resources and amenities to ensure that developments are both sustainable and that they contribute to the proper planning of the area. It also provides the basis for justifying infrastructure provision as part of development proposals. It is also pointed out that further works are to take place for extension re-landscaping within Town Hall Square, to which the new development should make a contribution.

viii) RBC Lead Local Flood Authority

The SuDs proposal is acceptable subject to conditions to secure the completion of the sustainable drainage scheme and an associated management plan.

ix) RBC Housing

The numbers in the application are acceptable in policy terms at 30%, with the tenure of 70% of these units being social rent. There is no in principle objection to these units being 'pepper potted' within the development.

x) RBC Licensing

The licensing team have no specific objection to the application. Licensing would highlight that the site falls within their Cumulative Impact Policy area for late night opening for drinking establishments/night clubs, which would restrict the opening hours of the proposed A4 use to 11pm. Also suggest that the residential units have adequate sound insulation as this area of the town centre has a night time economy.

xi) Berkshire Archaeology

The site lies in an area of high archaeological potential, as illustrated by previous archaeological investigations within the application area. These previous incomplete archaeological investigations within the site identified the presence of several phases of activity within the site, starting in the 11th century and including the burial of human remains. Archaeological investigations will ensure preservation, either by record or in situ, of any heritage assets present on the site in a manner appropriate to their significance, in accordance with local and national planning policy.

The application sets out that when foundation designs are available, the new scheme will be examined against the archaeological work already undertaken and a suitable programme of archaeological work will be agreed to address any areas of where archaeological remains may be disturbed. The Statement also sets out the applicants' commitment to complete the outstanding post-excavation work from the previous archaeological investigations and if further field work is required the two phases of work will be combined into a single Assessment Report and subsequent publication report. There is therefore no objection subject to suggested bespoke conditions.

xii) Thames Valley Police - Crime Prevention Design Advisor (CPDA)

It is commended that the applicants propose a design and layout that included many of the recommendations discussed during PRE APP meetings. There are further opportunities to design out crime and/or the fear of crime and to promote community safety in relation to the location of the residential letterboxes and public access arrangements to retail units.

xiii) BRE (Building Research Establishment) independent review (on behalf of the local planning authority) of the day/sunlight assessment

The daylight and sunlight assessments submitted by the applicant (carried out by Delva Patman) have been assessed by BRE on behalf of the local planning authority. They considered the day/sunlight impact of the development on existing nearby occupiers and whether sufficient day/sunlight will be provided for future occupiers. A shadow study was also undertaken to assess the impact on the public space at Market Square in front of the building. The BRE findings concluded with the current surroundings, the impacts are very minor and the new development would have good daylight and, probably, sunlight. The additional report to assess the impact on Market Square in front of the Friar Street Elevation is considered to have been carried out correctly and the results indicate that the BRE recommendation for sun on ground would be met in the square.

xiv) Others

The following organisations were all formally consulted on the application, but no response has been received at the time of writing:

Primary Care Commissioning Manager; Berkshire Fire and Rescue; Southern Gas Networks; SSE Power Distribution; Thames Water; CAAC and the Civic Society.

Should responses be received from any of these organisations prior to the committee meeting they will be summarised in an update report.

xv) Public consultation

Prior to submission of this application the applicant held a community exhibition for local residents and businesses at the Ibis Hotel, Friar Street on Friday 21<sup>st</sup> July 2017 (between 3pm and 7:30pm).

Original Plans: Notification letters were sent to nearby occupiers on 4<sup>th</sup> April 2018. Site notices for the Full and Listed Building Applications were erected at 3 locations: opposite the entrance to Sainsburys, on the hoardings fronting Friar Street and on the front of the former public house. A press notice was published on 12/4/2018. A total of 9 responses have been received, including from occupiers of the neighbouring building No 23/24 Market Place, Atlantis Properties. It should be noted that several responses welcomed the regeneration of the site, but objected to the proposed design.

Objections received on the following grounds:

- To the removal of the current, historical (Georgian) frontage. Such architecture needs to be preserved in the town if Reading is to preserve its heritage. Keeping the current frontage would not prevent the other work from taking place.
- Concern re the choice of a light coloured cladding material. Seek use of red bricks which is the Reading vernacular therefore concerned that the use of such different materials will clash with the red brick surroundings

- The proposed design is poor quality / The new building designs look dreadful and will soon date.
- Proposal incorporates a lot of glass which is not in keeping with the surrounding Victoria red brick of the area.

Atlantis Properties:

- The only signage available to advertise our business location on the first, second and third floor would be removed, with no realistic alternative.
- The only entrance to our property (176 Friar Street) would become significantly less visible and would be enclosed removing the existing canopy and reducing the attractiveness of the only entrance to customers. This would have a negative impact on trade.
- The property is a historic Grade II listed building the existing frontage of the arcade frontage creates a neat divide between the historic frontages of 23-34 Market Place and we consider this is a more appropriate boundary line.
- The area of the site adjacent to No 23-24 is not owned by the applicant.

Support (with concerns re the detailed design)

- Welcome the refurbishment of one Reading's finest old pub buildings, plans to open up the internal courtyard and create a public space and pedestrian route through the site.
- Support the sympathetic nature of the extensions into the yard, and think the revised balance of uses is an improvement.

On formal submission of amended plans in relation to the detailed appearance of the Friar Street Elevation further notification letters were sent to Historic England, and local Conservation Groups and the third parties who had submitted representations on the original scheme. Site notices were also erected in the same locations as the above to the front and rear of Friar Street plot notifying the public of the amendments.

2 objections had been received at the time of writing 1. from Atlantis Properties noting the revised design but reiterating their objections as set out above. 2. The introduction of red brick does not overcome previous concerns regarding the loss of the building.

Officer response to these objections :

1. Detailed comments in relation to the design aspect of the scheme are set out in the sections below.
2. In relation to the detailed objections from Atlantis Properties the existing access to this business located at ground floor will be retained and accessed via the relocated route through the site. The applicant has also stated that the existing canopy could be retained. The loss of the existing signage is unfortunate but is not considered to warrant a reason for refusal of planning permission. The applicant has also stated an alternative location for this signage can be discussed with applicant. It is also considered that the regeneration of the application site as a whole would provide benefits to surrounding businesses.
3. In relation to land ownership, this is not a material consideration in the determination of a planning application. The application forms set out that the site is not wholly with the ownership of the applicant who has been made aware of the process to build on land allocated as highways land and if this process

and any other land owner consents are not obtained then any planning permission granted by the Local Planning Authority could not be implemented.

## 5. LEGAL AND PLANNING POLICY CONTEXT

5.1 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 a listed building or its setting or any features of special interest which it possesses.

5.2 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.

5.3 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'.

5.4 The application has been assessed against the following policies:

### 5.5 National

National Planning Policy Framework - NPPF (2012)  
Planning Policy Guidance - PPG (2014 onwards)  
Planning (Listed Buildings and Conservation Areas) Act 1990

### 5.6 Reading Borough Local Development Framework - Adopted Core Strategy (2008) (Altered 2015)

CS1 Sustainable Construction and Design  
CS2 Waste Minimisation  
CS3 Social Inclusion and Diversity  
CS4 Accessibility and the Intensity of Development  
CS5 Inclusive Access  
CS7 Design and the Public Realm  
CS8 Waterspaces  
CS9 Infrastructure, Services, Resources and Amenities  
CS10 Location of Employment Development  
CS12 Maintaining a Variety of Premises  
CS14 Provision of housing  
CS15 Location, Accessibility, Density and Housing Mix  
CS16 Affordable Housing  
CS20 Implementation of the Reading Transport Strategy  
CS21 Major Transport Projects  
CS22 Transport Assessments  
CS23 Sustainable Travel and Travel Plans  
CS24 Car / Cycle Parking  
CS25 Scale and Location of Retail, Leisure and Culture Development  
CS26 Network and Hierarchy of Centres  
CS27 Maintaining the Retail Character of Centres  
CS29 Provision of Open Space  
CS30 Access to Open Space  
CS31 Additional and Existing Community Facilities

- CS32 Impacts on Community Facilities
- CS33 Protection and Enhancement of the Historic Environment
- CS34 Pollution and Water Resources
- CS35 Flooding
- CS36 Biodiversity and Geology
- CS38 Trees, Hedges and Woodlands

#### 5.7 Reading Central Area Action Plan (2009)

- RC5 Design in the Centre
- RC6 Definition of the Centre
- RC7 Leisure, Culture and Tourism in the Centre
- RC8 Drinking Establishments
- RC9 Living in the Centre
- RC10 Active Frontages
- RC11 Retention of small shop units
- RC13 Tall Buildings
- RC14 Public Realm

#### 5.8 Sites and Detailed Policies Document (2012) (Altered 2015)

- SD1 Presumption in Favour of Sustainable Development
- DM1 Adaptation to Climate Change
- DM2 Decentralised Energy
- DM3 Infrastructure Planning
- DM4 Safeguarding Amenity
- DM5 Housing Mix
- DM10 Private and Communal Outdoor Space
- DM12 Access, Traffic and Highway Related Matters
- DM16 Provision of Open Space
- DM17 Green Network.
- DM18 Tree Planting
- DM19 Air Quality
- DM23 Shopfronts and Cash Machines
- SA14 Cycle Routes

#### 5.9 Reading Borough Council Supplementary Planning Documents

- Affordable Housing SPD (2013)
- Employment, Skills and Training SPD (2013)
- Revised Parking Standards and Design SPD (2011)
- Planning Obligations under S106 SPD (2015)
- Sustainable Design and Construction SPD (2011)

#### 5.10 Submission Draft Reading Local Plan 2018

Policy CR14 - Other Site for Development in Central Reading, where CR14d CR14d 173-175 FRIAR STREET AND 27-32 MARKET PLACE states:

*“Change of use of listed buildings and development of remainder for residential and/or offices with retail and related uses on the ground floor, retaining the arcade form.*

*Development should:*

- Avoid detrimental effects on the significance of the listed building and the Conservation Area and their settings;*
- Take account of potential archaeological significance;*

-Address noise impacts on residential use; and  
-Address air quality impacts on residential use.  
Site size: 0.18 ha 36-54 dwellings plus ground floor town centre uses”

#### 5.11 Other relevant documentation

Historic England Good Practice Advice in Planning Note 1: Conservation Area Designation, Appraisal and Management (Historic England, 2016)  
Historic Environment Good Practice Advice in Planning Note 3: The Setting of Heritage Assets (Historic England, 2015b)  
DCLG Technical housing standards - nationally described space standard (2015)  
BRE Site Layout Planning for Daylight and Sunlight - A guide to good practice, 2<sup>nd</sup> edition (2011)  
Market Place / London Street Conservation Area Appraisal (2007)

### 6. APPRAISAL

#### 6.1 The main issues are considered to be:

- i) Principle of development and land use considerations, including housing density / mix and provision of affordable housing
  - ii) Demolition, layout, height & massing, appearance, design and effect on Heritage Assets
  - iii) Trees, landscaping and ecology
  - iv) Quality of accommodation for future occupiers
  - v) Amenity for nearby occupiers and Public Realm
  - vi) Transport
  - vii) Sustainability, energy, SuDS
  - viii) Other matters
  - ix) S106, CIL, Equality
- i) Principle of development and land use considerations, including housing mix / density and provision of affordable housing

6.2 The application site is located within Reading Town Centre designated within the Central Core, Office Core and Primary Shopping Area. The proposed mixed use of the site is considered to be acceptable. In relation to the retail use in accordance with Policy RC10 ‘designated active frontages’ retail shop fronts are proposed at ground floor within both the Friar Street and Market Place frontages in the form of A1/A2/A3 units.

6.3 In relation to Policy RC11 (Retention of small shop units) this policy sets out that small shop units make an important contribution to the diversity of the centre. Some areas of the centre are particularly characterised by small units (of less than 75 sq m) including the Arcades. The policy specifies *“Major new retail development (more than 2,500 sq m) for multiple units in the Primary Shopping Area should include some provision for a range of small shop units”*. The proposed scheme will provide only 1,602 sqm of new retail floorspace however due to the presence of the existing Arcade the retention of small units was sought by officers.

6.4 Seven individual retail units are proposed within the site with 3 of these being under 100 sqm. The applicant has set out that there are numerous vacant units across the town centre, with the Harris Arcade also on Friar Street containing several disused units. This is considered to highlight the lack of demand for smaller units in an arcade arrangement as this layout does not give an occupier the

street frontage exposure to secure passing trade. The proposed mix of units providing both small and larger units is therefore considered acceptable to seek to ensure the scheme as a whole remains viable. The units can be conditioned to be retained at the floor areas specified to seek to prevent amalgamation of the units. An A4 public house unit is also proposed to be reinstated on Market Place; this is a town centre use appropriate in this location, was historically located here and is considered to be a positive benefit of the scheme.

- 6.5 The proposed office (B1 use), which was the former use of the upper floors of the building is policy compliant as the site falls within the office core and results in no net loss of office space.
  - 6.6 In relation to the residential element of the scheme, C3 use in the town centre is acceptable in principle. The density equates to 215 dwellings per hectare (43 units / 0.2 hectare site). Although a high density development, there is no set local policy maximum density for town centre sites. Policy RC3i) specifies development will be of a medium to high density and Policy CS15 allows a density of above 70dph in town centre locations. Additionally the Submission Draft Local Plan 2018 seeks to allocate the application site for retail, offices and/ or between 36 - 54 residential units (CR14d).
  - 6.7 In terms of the mix of the residential units proposed, as per the table in the proposals section above, the combined mix of units is 63% 1 bed, 30 % 2bed and 7% 3bed. Whilst this does provide a mix of units, this does not achieve the guidance within Policy RC9 of a maximum of 40% 1-bed units, but does exceed the minimum of 5% 3-bed units required. Policy RC9 also allows these percentage guides to be waived if it can be clearly demonstrated that this would render a development unviable. The applicant has submitted a supporting statement which considers the proposed unit mix in viability terms and sets out that the demand for family sized open market units within town centre flatted schemes is limited. It is accepted by officers that the level of 1 bed units in the scheme generates revenue that improves the viability and allows the site to bring forward a policy compliant level of affordable housing.
  - 6.8 Moving on to consider affordable housing matters, 30% affordable housing is proposed (in compliance with the target sought by Policy CS16). The applicant has also agreed a tenure breakdown of 70% rented and 30% shared ownership as sought by RBC Housing. The proposed dwelling mix for the affordable housing units is also a good representation of the overall mix of unit sizes within the scheme and is welcomed. This is considered to be a significant benefit of the proposed redevelopment of the site.
  - 6.9 As set out in the planning history section above building work was commenced in 2007 but was halted in 2008. The works undertaken at the site were not completed and there has been no use of the site as a health club. It is therefore considered that as there was no use of the site as a leisure facility, there is not considered to be any 'loss' of such a facility in accordance with Policy DM15.
  - 6.10 The proposal retains, albeit on an altered alignment, the historic pedestrian access through the site. The proposal is therefore considered to be acceptable in policy terms subject to other material planning considerations assessed in the sections below.
- ii) Demolition, height & massing, appearance and effect on Heritage Assets



- 6.11 The proposal has been carefully assessed by officers in relation to the Heritage Assets within and surrounding the site. As set out above the application site falls partly within the London Street/ Market Place Conservation Area, the site contains listed buildings and a building of Townscape merit; and the immediately surrounding area contains important Listed Buildings including the Grade II\* Town Hall and Grade I Listed St Laurence's Church. These designations have also been noted by the applicant and the application submission is accompanied by a detailed Heritage Statement.
- 6.12 In relation to the works to the existing Listed buildings on Market Place (27-31) within the site these comprise of internal works to re-provide retail units and a public house at ground floor with newly created residential units above. Also sought is the demolition of modern additions to the rear and minor external additions to the front and rear of the buildings. It is considered that these works would not directly harm the significance of the listed buildings, as no fabric of historical or architectural value is to be removed. There are also significant benefits in the removal of the poor quality additions to the rear of these buildings with the replacement elevations improving the appearance of the existing listed buildings, increasing their longevity and bringing these currently vacant buildings back into use. These listed building works are considered to preserve the buildings themselves, and enhance the character and appearance of the conservation area in which they are located. Details of the materials and bespoke methods of construction can be satisfactorily controlled by condition. These works are therefore considered to accord with national and local planning policy.
- 6.13 In relation to the demolition of the existing building at 173-175 Friar Street this building is of Townscape Merit but is not itself Listed (non-designated heritage asset). The removal of this building will alter the appearance of the conservation area but is not considered to result in significant harm to the conservation area (or setting of nearby listed buildings) subject to its replacement being of high architectural quality, this is discussed in the section below. It is noted that substantial construction works have been carried out to the rear of the building by virtue of previous permissions at the site so the building is not wholly intact at present. Additionally it is considered by officers that the current scheme for the restoration of existing Listed Buildings and regeneration of vacant buildings is a welcome opportunity to improve this important area to make a positive contribution to the townscape and significance of the heritage assets. The removal of the existing building is therefore justified on this basis.
- 6.14 The impact of the proposed replacement built form is therefore now considered in relation to the heritage significance of the conservation area and the identified listed buildings.
- 6.15 In relation to the footprint of the proposed building, the frontage of which is set forward of the existing building line, objections have been noted by officers. In terms of the impact on the street scene this proposal seeks to reinstate the previously curved historic building line and this reinstatement is considered by Historic England to be beneficial. The proposal will remove the existing visual set back from No 33-34 Market Place, however the revised design of the Friar Street frontage now proposes a pale sandstone finish element at the same height as the adjacent Listed Building, with the window hierarchy in keeping with the adjacent Listed building and with a small shadow gap between the stone element and 23 - 26 Market Place which creates a distinction between the two properties. The

revised footprint is therefore not considered to have unduly dominant or harmful impact on this Listed building, and subject to the overall design the scheme is considered to be acceptable.

- 6.16 In terms of the height, massing and design it is noted that the prevailing heights of the adjacent buildings within the Conservation Area are 4 storey with the existing buildings exceeding this height being the Town Hall, St Laurence's Church and the Clock Tower that forms the Corn Exchange Arcade Entrance on Market Place. The proposed building as an 8 storey structure does not meet the definition of a 'tall building' and is therefore not required to be technically assessed on this basis. However Historic England's Good Practice Advice in Planning Note 4: Tall Buildings (Historic England, 2015c) considers what might be considered as a tall building will vary according to the nature of the local area and that the impact of new development on the historic environment should be taken into account. This is considered below.
- 6.17 The overall height of the proposed building has been set lower than the church tower of St Laurence to maintain the latter's visual prominence and not detrimentally effect the setting of this and other surrounding Listed Buildings. As outlined at section 2 and 3 (above) during pre-application discussions the overall height of the proposal has been reduced by two floors and the extent of the footprint of the building at fourth floor and above reduced in order that the tallest elements of the proposal are set furthest from the external boundary of the site on Market Place/Friar Street; and therefore also furthest from the Listed Buildings located outside of the site and the adjacent Conservation Area. The proposal is also now lower than the previously consented scheme on the site.
- 6.18 The upper floors, which will be seen in each elevation, also have an angled footplate and this articulation coupled with the elevational treatment of light sandstone, flint brickwork panels and glazing is considered to reduce the visual mass of the proposal in views from the outside of the site. In order to seek to assess the impact of the proposed development on the existing historic townscape the applicant was required to provide views of the proposed development, examples set out below. In views above the roofline of existing buildings on Market Place and Friar Street where the proposed new build element can be seen the set back of the upper floors is considered to have a subservient appearance to the historic buildings. It is therefore considered that the Listed structures of St Laurence's Church, the Town Hall, and the Corn Exchange Clock Tower will maintain their prominence in these views, and their significance will be preserved. This is illustrated in the submitted views below:

View from Market Place (source DAS: View 2)



View from Friar Street



View from Valpy Street



View from the Forbury



6.19 Moving on to consider the appearance and detailed design of the proposal, it is considered that that the revised Friar Street frontage and the building as a whole is of a high design quality. During the course of the application the detailed appearance of the new building has been amended to provide a frontage that has the appearance of 2 individual buildings in keeping with adjacent properties, whilst providing a cohesive design with each other and the upper floors. As set out in the proposals section above the new element adjacent to the Listed Building at No 23-26 Market Place has been amended so that the pale sandstone element is at the same height as the adjacent listed building and the hierarchy of window openings and ratio of glazing is in keeping with this building. The other portion of

this site frontage is now red brick, as sought by officers and objectors, with pale stone window detailing. This is considered to relate well to the adjacent Marks and Spencer building. These proposed elements are tied in by a recessed red brick parapet that runs across the entire frontage at third floor roof level. This parapet exceeds the height of the adjacent properties, however building heights and roof forms differ in the immediate vicinity and throughout the Conservation area. The ground floor has also been amended to reduce the amount of glazing in keeping with the surrounding building whilst retaining the active frontages required for the shop units. The side and rear elevations of the lower floors which will be visible within the site and to the rear from Market Way will contain access to the new retail units, and be constructed of brickwork (colour to be agreed), pale reconstructed stone and glazing, predominantly obscurely glazed to the rear of the Market Place properties. All facing materials will be secured via condition, including on-site samples, to ensure the design quality envisaged at application stage is achieved in practice.

- 6.20 Officers have considered the statutory duties in relation to the effect on designated heritage assets and have weighed this against securing a viable long term use for the existing Listed Buildings and the site as a whole. Paragraph 133 sets out that “Where a proposed development will lead to substantial harm to or total loss of significance of a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss”. No 175 Friar Street is a non designated heritage asset and its demolition is considered to be justified above. The proposals are also considered to provide significant benefits to the listed buildings on site and the conservation area in the immediate vicinity. The changes to the scheme made during the course of the application resulted in revised comments being sought and received from the RBC Historic Buildings Consultant. These acknowledge the changes made (in scale and detailed design) and specify that although the scheme would still result in some harm to the listed buildings and conservation area and their resulting significance, the changes have reduced this harm. On balance officers consider that the scale, massing and design of the proposal result in ‘less than substantial harm’ to these heritage assets and Conservation Area. Para 135 of the NPPF does set out that the effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application, which has been assessed and considered to be acceptable by officers.
- 6.21 Paragraph 134 of 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 optimum viable use.” Accordingly, in conclusion when weighed against the public benefits of the proposal (as outlined elsewhere in this appraisal), including the provision and composition of affordable housing, the quality of the overall design, the regeneration and re use of this derelict site, the proposals are considered to be appropriate in this respect and can be granted planning permission.
- iii) Archaeology
- 6.22 The site lies in an area of high archaeological potential, as illustrated by previous archaeological investigations undertaken in association with the former construction works at the site. These previous incomplete archaeological investigations identified the presence of several phases of activity within the site,

starting in the 11th century and including the burial of human remains. Archaeological investigations will ensure preservation, either by record or in situ, of any further heritage assets present on the site in a manner appropriate to their significance. It is considered subject to conditions, taking into account the previous findings at the site, the proposals are acceptable and accord with policy CS33.

## ii) Landscaping and Ecology

### 6.23 Landscaping:

Due to the existing and proposed built up nature of the site the proposed landscaping information is restricted to the areas of green roofs within the site. Landscape officers have suggested further vertical landscaping would be welcomed but it does not form part of the current scheme, which illustrates the provision of areas of green roof at fourth, fifth, sixth and seventh floors. Access to the roof will only be for maintenance purposes and a cable based fall arrest system is proposed to all flat roofs. The green roof will be low maintenance and will not require any irrigation as it is self-sustaining providing habitats for invertebrate and bird species. During the first year of the development, the green roof will be maintained three times and on subsequent years the roof will be maintained twice a year. This maintenance will include the removal of pests, check for diseases and remove any debris. This is considered to be acceptable in principle and details hard and soft landscaping will be secured by condition.

### 6.24 Ecology:

Bat surveys have been carried out for both elements of the site noting the presence of three common pipistrelles emerging from 29-31 Market Place (within the application site). In line with the Bat Conservation Trust's Bat Survey Guidelines, two further emergence / pre-dawn re-entry bat surveys are required to be carried out. Surveys would be carried out between May and September, with at least one taking place in the optimum period of May to August (inclusive), and with at least one being a pre-dawn survey. The additional bat surveys have now been undertaken. The results of the second and third survey along with the mitigation measures are required prior to the application being determined and will therefore be provided as an update to this report and are noted in the officers recommendation at the start of this report.

6.25 In terms of additional biodiversity measures soft landscaping within the site is limited, therefore the applicant should ensure that the landscaping plans incorporate swift bricks and other biodiversity enhancements. It is considered this can be secured through a condition.

## iii) Quality of accommodation for future occupiers

6.26 The residential units within the upper floors of 27-32 Market Place are formed by the conversion of Listed Buildings and therefore the room layout and window openings are constrained by the historic fabric of the building. The proposed room sizes are considered to be adequate in this context, although some are an irregular shape all habitable rooms have an external window with some units having a triple aspect. The removal of 20<sup>th</sup> century extensions to the rear of these building also allows additional outlook and light. It is noted that due to the relationship with the proposed new build element on the Friar Street site the rear elevation of the Market Place units will face the eastern elevation of the proposed offices which is shown to be largely glazed at a distance of 10m to 17m for units no 37,40 and 43.

At fourth floor the due the design of proposed flats 11 and 22 (to the rear of the application site) this distance is reduced to 8m.

- 6.27 To seek to overcome overlooking issues from the office use, angled louvres will be installed from first floor level to third floor level of the offices to orientate views upwards (these can be controlled by condition) and the flats are set at an oblique angle to the nearest windows at the rear of Market Place. As these Listed Buildings are sought to be retained further demolition to the rear is not sought and in this tight knit urban context this separation distance although not ideal is considered acceptable subject to the mitigation to prevent any direct overlooking between the two elements and retain levels of privacy for future residents. In relation to matters of overbearing each unit is double aspect with a view over Market Place. In terms of daylight, the BRE have independently reviewed the results submitted in accordance with the BRE guidelines and one bedroom and one kitchen/living/dining room would be below the guidelines, which is considered to be acceptable in this tight knit urban location.
- 6.28 With regard to the new build residential element each of the 35 flats will meet the nationally described space standards and these units are located at fourth floor and above, which is not enclosed by surrounding built form. These units achieve good levels of light and outlook and not affected in terms of privacy by overlooking. Due to the curved nature of the site there is an 18m separation distance between the flatted units at the front and the rear of the site. The majority of these units are dual aspect, with single aspect units located on the eastern side of the building to gain good levels of light. Overall daylight and sunlight provision for the new build elements is good, but the BRE assessment set out this is subject to surrounding sites remaining undeveloped at roof top level.
- 6.29 In respect of air quality, noise and disturbance matters in this town center location, officers are content with the information submitted, subject to a pre-commencement construction method statement, including noise and dust measures and appropriate sound insulation for the proposed units, which can be controlled by condition.
- 6.30 In relation to external amenity space due to the constraints of the Listed Buildings and the contained boundary of the site, there will not be residential amenity space provided to these units. This approach is reflective of the exceptions outlined in Policy DM10 for flats in central Reading and 13 units within the new build section are provided with external amenity space. Also Forbury Gardens are within a five minute walk and easily accessible from the application site proving an area of public open space. Due to increased use of these Gardens generated by both the residential and commercial element of the scheme a financial contribution is sought to mitigate the impact of the development in accordance with the tests of the circular. The applicant has therefore agreed financial contribution towards improving infrastructure of £43,000 which is acceptable to officers and can be secured by a S106 Legal Agreement.
- 6.31 In terms of the proximity of future occupiers to non-residential uses within and outside the site, the site is within a busy town centre location where an element of night-time economy exists at present. Subject to hours of opening conditions for the proposed A4 use within the site and appropriate noise attenuation for the proposed units this relationship, that occurs elsewhere in the town center is considered to be acceptable.

- 6.32 In terms of the potential wind impacts of the proposed development, this has been assessed by the applicant in relation to the ground floor and pedestrian accesses. It is considered to have been sufficiently demonstrated that with appropriate planning wind conditions the scheme would be suitable for the intended uses in terms of pedestrian safety and comfort.
- 6.33 With regard to crime and safety matters the Crime Prevention Design Advisor is generally content with the proposals, but seeks further measures to be secured via condition, which will require the applicant to achieve a 'Security by Design' Award.
- 6.34 Although fire safety is not a material planning consideration, owing to the ongoing Inquiry in relation to events at Grenfell Tower the applicant was asked during the application to provide further details in these regards which are set out below:
- The fire safety strategy will comply with the principles of the fire safety requirements (Part B) of the Building Regulations 2010.
  - The residential units in the building will be fitted with fire sprinklers. We will consider the requirement for sprinkler protection to the office areas in due course as the design progresses.
  - All insulation products, filler material used in the external wall construction is rated as Class 0 'limited combustibility' or better, with requisite fire stops & fire testing to meet Building Regulations.
  - There is no external cladding; all new-build external materials will be brick, stone or metal and non-combustible.
  - Fire separation between the new building and adjoining buildings will meet the space separation requirements to the site boundaries.
  - Some apartments will have extended travel distances in the common corridor. A fire engineered approach has been taken that will involve automatic smoke detection and mechanical smoke ventilation of the corridors.
  - The office stairs will be fitted with fire mains. The residential stairs will be constructed as a fire fighting shaft with 120mins fire resistance (because the top floor is more than 18m above fire brigade access level).
  - 90mins fire resistance is provided between floors & around all escape stairs.
  - 90mins fire resistance is also provided between all dwellings & between all dwellings & escape corridors.
- 6.35 With regard to the proposed non-residential units, these have been designed to be flexible A1/A2/A3 use with a single A4 unit (historically present on the site). These commercial units will utilise existing delivery/servicing and access facilities. The proposed entrances within the new build element on both the Friar Street Frontage and accessed from the pedestrian route through the site will be suitably prominent and well lit. The applicant has specified there will be up lights on the front facades of the building - this and detail future signage on the retail units can be controlled by condition and will require separate advertisement consent. The opening hours of the public house will also be conditioned to be 11pm in line with the Licensing policy in this area. It is also considered necessary for a condition to retain active window displays in the future, to ensure that the commercial units assist the vitality and viability of the area. It is also recommended for informatives to be added to any permission denoting that if implemented, the permission would give flexibility for use within the units for 10 years from the date of the permission. After 10 years the lawful use would revert to whichever of the permitted uses is taking place at the time within the units (or each unit should they subsequently be sub-divided in smaller separate units). In conclusion, the



proposed non-residential units are considered to provide a high quality offer which would suitably serve this town center site.

- 6.36 In overall terms it is considered that the proposals comply with policies RC9 and DM4, providing a high standard of accommodation for all future occupiers.

iv) Amenity for nearby occupiers

- 6.37 Residential occupiers are located on the upper floors of 36-42 Market Place. In relation to the daylight and sunlight impacts on these existing nearby occupiers, the results of the assessment by the applicant have again been reviewed on behalf of the local planning authority by BRE, who conclude loss of daylight to all but one of the windows to be well within the BRE guidelines. The loss of light to one window would be a minor adverse effect in the overall context. Loss of sunlight to this building is not an issue as the relevant windows face within 90 degrees of due north.

- 6.38 In respect of overlooking, visual dominance and overbearing matters, it is acknowledged that for occupiers within these units the view from rear facing units will change as a result of the proposed development. These units are set in a tight knit urban context at present with the Sainsbury's building to the rear. The proposed development would be set at an oblique angle to the existing rear facing units and due to the separation distance retained these units are not considered to be significantly detrimentally affected in terms of overbearing or visual dominance to warrant the refusal of planning permission. In terms of other amenity based matters (noise and disturbance, artificial lighting, vibration, dust and fumes, smells and crime and safety), consistent with the quality of accommodation section above, the proposals are considered appropriate in these regards subject to a series of conditions. Including where areas of flat roof are not proposed for small terraces associated with individual units, a condition shall prevent the use of such areas as balconies, roof garden or similar amenity areas (unless they are already explicitly shown as such on the approved plans).

- 6.39 The impact of the proposed built form on other adjacent commercial units is not considered to be significantly adverse due to the commercial nature of these site. The objections of the occupier at 23/24 Market Place are noted and are set out in the consultation section above.

- 6.40 In overall terms the proposals are not considered to cause a significant detrimental impact to the living environment of existing or new residential properties, adjacent commercial premises or wider users of the area and can be considered to accord with policies RC9 and DM4.

v) Impact on the public realm at Town Hall Square

- 6.41 The proposal will create a new frontage onto Town Hall Square which is used by the general public as a pedestrian route and sitting area. The proposed re-provision of an active retail frontage to the Square and a pedestrian route to Market Way are considered to be a significant public benefit of the scheme. To assess the impact of the mass of the development on this area a Light/Shadow study was also undertaken by the applicant. The BRE guidelines for Public Open Space state "Sunlight to amenity areas may be adversely affected if the area which can receive two hours of direct sunlight on 21 March is reduced to less than 50% of its area and less than 0.8 times its former size". The study concluded that

the proposal would retain sufficient light to this area with a 12% reduction, which is considered to be acceptable in this regard. Any future landscaping works to Town Hall Square can be also being contributed to via monies secured under CIL.

#### vi) Transport and Access

- 6.42 The site is located within the town center where it is acceptable to have a car free scheme. There is a requirement for cycle parking provision which the applicant has demonstrated can be met on site. Serving and deliveries for the commercial units, as with the previous use of the site, can be provided within existing bays designated for business use in the vicinity. The proposal is therefore considered to accord with parking policies.
- 6.43 An acceptable re aligned route through the site has been set out and is considered to safe guard the historic route through the site, improve permeability within the town center and provide access to the proposed retail units. In order to safeguard occupants of both the residential and retail units that have entrances within the site, the route through the site will be gated and access restricted in the evening. This is considered to be in keeping with the arrangements at the Sainsburys store and detail of the gates opening times can be controlled by condition with a management plan for operation of the gates also to be secured by condition in accordance with Policy CS24.

#### vii) Sustainability, energy and SuDS

- 6.44 In terms of the residential component, although a formal code for sustainable homes pre-assessment is no longer required, the applicant has submitted an Energy Strategy Report and other associated BREEAM Assessments. The Energy Strategy covers a variety of sustainability related matters specifying a range of benefits. In overall terms this information is considered appropriate, with the standard condition securing written evidence that at least 50% of the new build dwellings will achieve at least a 19% improvement in the dwelling emission rate over the target emission rate, as per Part L of Building Regulations (2013). A BREEAM Domestic Refurbishment 2014 Pre-Assessment has been provided for 27-32 Market Place which specifies a Very Good BREEAM rating can be achieved.
- 6.45 Both the office and retail units within new building at Friar Street are able to achieve the BREEAM assessment rating of 'Excellent' and 'Very Good', respectively. With the retail units within the Market Place properties able to demonstrates that a Very Good rating can be achieved. Accordingly, conditions will confirm this at final design stage, as well as securing a final BREEAM certificate pre-first occupation.
- 6.46 All renewable energy options have been explored; solar PV panels are considered viable as there is a flat roof on which Solar PV panels can be installed to contribute to the electricity demand of the Building. Other technologies have been discounted with suitable justification provided within the energy statement.
- 6.47 Officers are therefore content that the applicant has acceptably demonstrated that the proposals accord with the principles of policies CS1, DM1 and DM2. In order to ensure that the measures stipulated within the Energy Strategy are actually implemented in practice, a compliance condition will be included on the decision notice (in addition to the sustainability conditions referenced above).

- 6.48 In terms of SuDS the proposals are considered to be acceptable subject to a condition stipulating the scheme to be completed in accordance with the details submitted and be managed / maintained thereafter in accordance with the details hereby approved. The site is set within Flood Zone 1, at the lowest risk of flooding, therefore no further assessment of flooding matters was required.

viii) S106, CIL and Equality

- 6.49 In addition to the affordable housing, leisure contributions and accesses matters referenced above in the appraisal to be secured via s106 legal agreement, it is also considered necessary to secure both a construction and end user Employment Skills and Training Plan via s106 too. Owing to the non-residential element being over 1000sqm, this will include an end-user requirement as well as during the construction phase. The applicant has not yet indicated whether this will take the form of site specific plans or a financial contribution. As such, the s106 will secure this in a flexible manner covering both options.
- 6.50 Policies CS9 and DM3 allow for necessary contributions to be secured to ensure that the impacts of a scheme are properly mitigated. It is considered that each of the obligations referred to above would comply with the National Planning Policy Framework and Community Infrastructure Levy (CIL) in that it would be: i) necessary to make the development acceptable in planning terms, ii) directly related to the development and iii) fairly and reasonably related in scale and kind to the development.
- 6.51 Separately, the applicant duly completed a CIL liability form as part of the submission of this application. Based on the information provided, the retail arcade will be likely to have been occupied for six continuous months of the thirty-six previous months when a decision is issued (the last retail unit within the site was vacated in January 2016). Accordingly, the floorspaces of this building can be deducted from the final liability. There is a CIL charge of £0 for retail use in this location. On this basis, the CIL liability will be based on the residential and office elements of the scheme.
- 6.52 It is also acknowledged that the CIL liability is likely to decrease in practice, as the applicant has submitted CIL form 2 for social housing relief for the affordable housing element of the proposals. These figures will be updated at your meeting.
- 6.53 Equality - 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. 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.

7. CONCLUSION

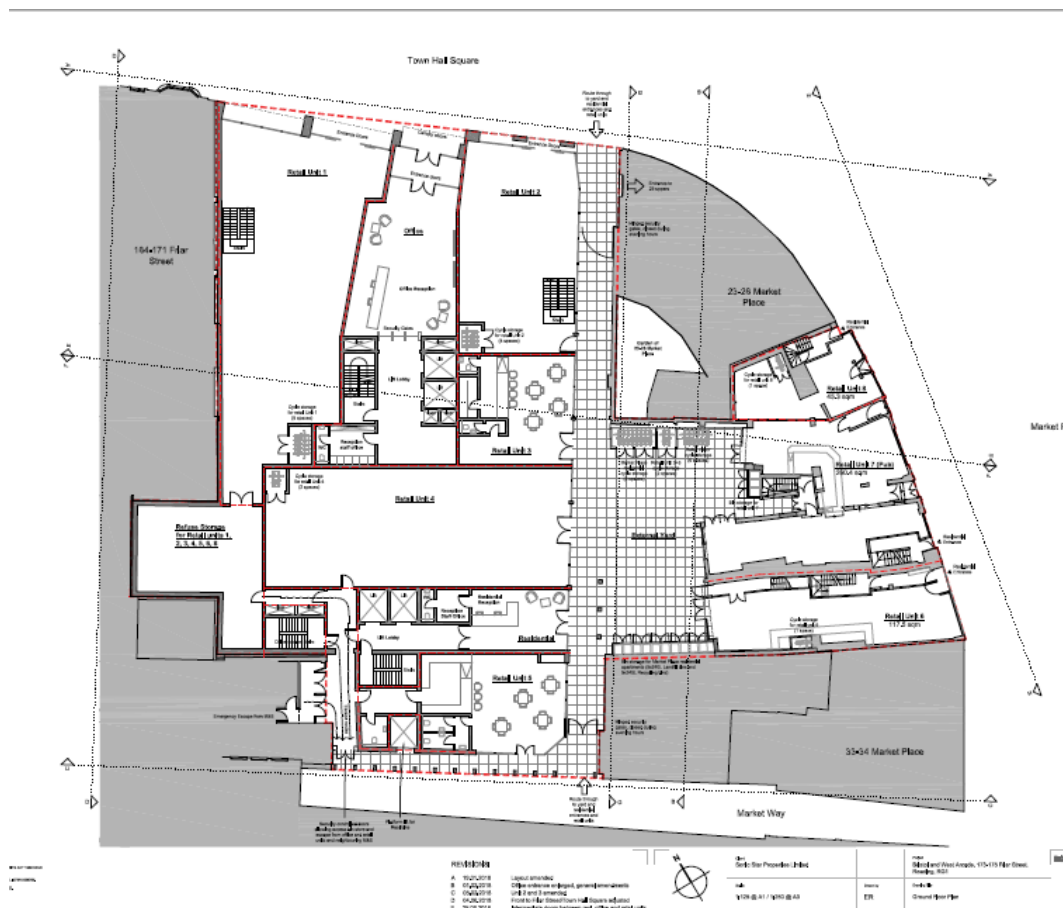
- 7.1 The proposals are considered to be acceptable within the context of national and local planning policies, as detailed in the appraisal above. There are considered to be a significant number of planning benefits associated with the development which have been very carefully balanced in relation to the effect on Listed Buildings within

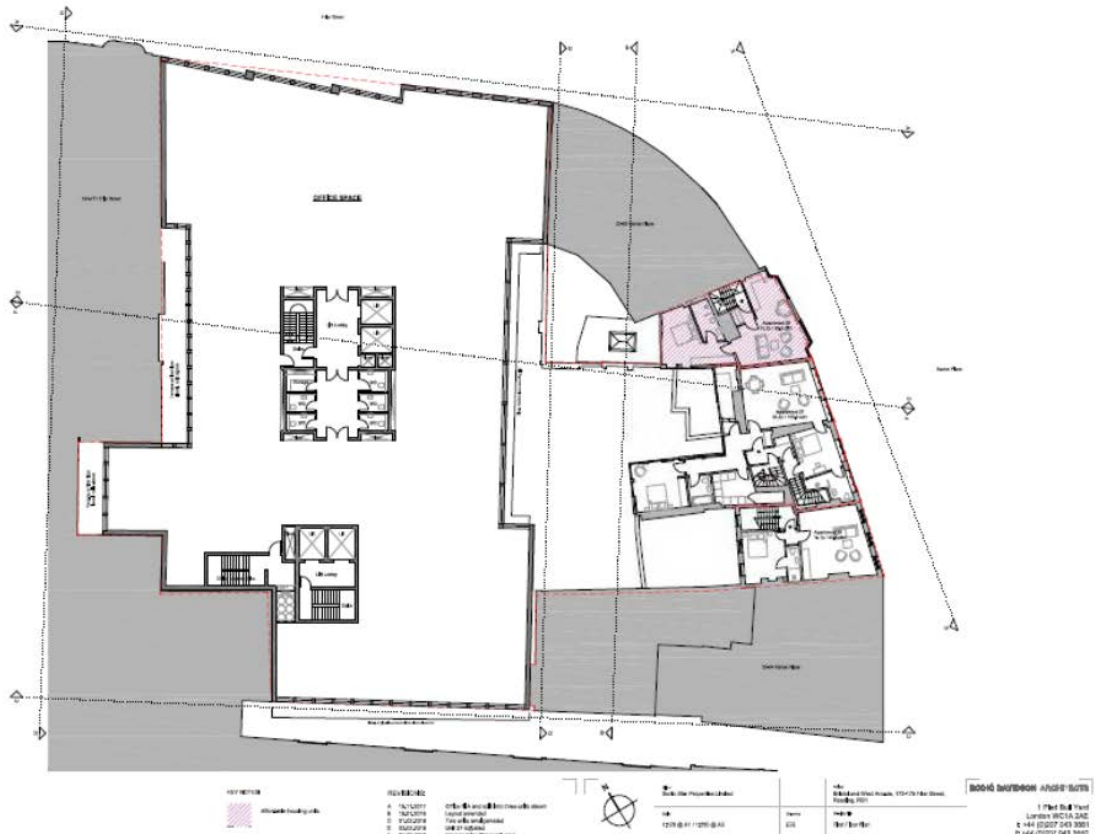
and surrounding the site and the London Street/ Market Place Conservation Area. These benefits include restoration of the Listed Buildings on Market Place including the historic public house, the regeneration of a derelict town centre site, the re-provision of a pedestrian route through the town centre, the high quality design approach proposed throughout the site and the provision of 30% affordable units. Therefore, when applying an overall critical planning balance of all material considerations, the benefits are considered to outweigh the conflicts. As such, full planning permission and Listed building consent is recommended for approval, subject to the final bat survey, the recommended conditions and completion of the S106 Legal Agreement.

Case Officer: Susanna Bedford

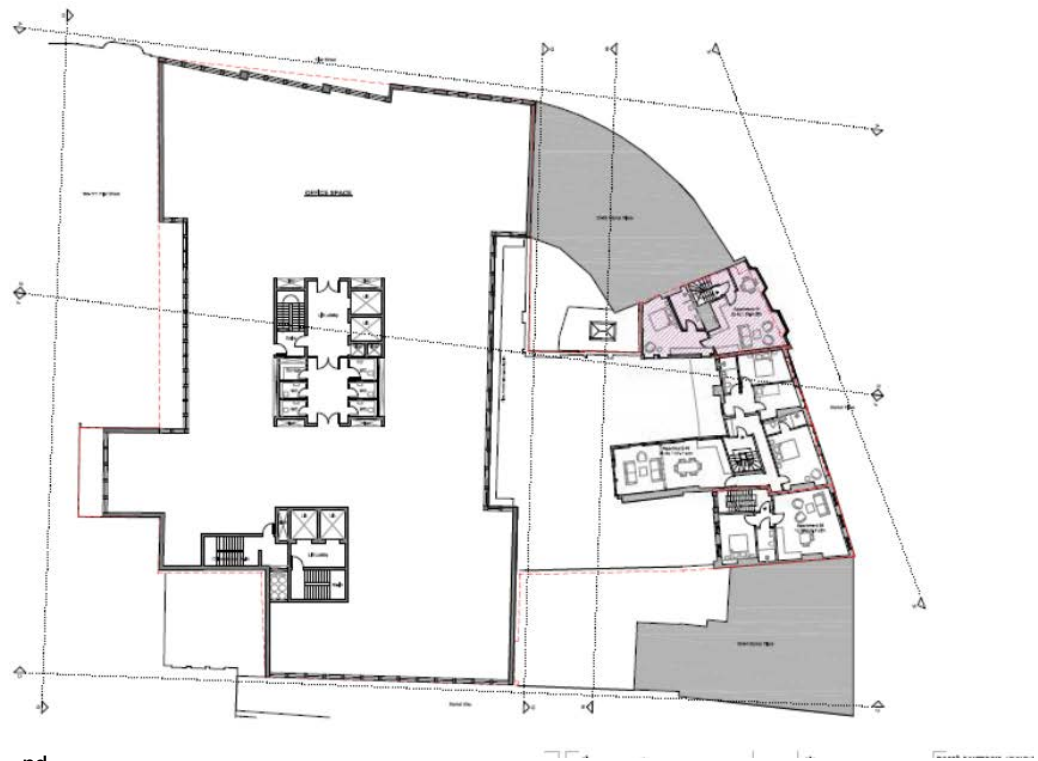
Proposed Plans:

### Proposed Ground Floor Plan





Proposed 1<sup>st</sup> Floor Plan



Proposed 2<sup>nd</sup> Floor Plan



**NOTES**

1. All dimensions are in meters unless otherwise stated.

2. All areas are in square meters unless otherwise stated.

3. All areas are rounded up to the nearest square meter.

4. All areas are based on the finished floor level.

5. All areas are based on the external face of the walls.

6. All areas are based on the internal face of the walls.

7. All areas are based on the external face of the walls.

8. All areas are based on the internal face of the walls.

9. All areas are based on the external face of the walls.

10. All areas are based on the internal face of the walls.

**KEY**

1. ROOMS

2. WALLS

3. DOORS

4. WINDOWS

5. STAIRS

6. LIFT

7. CORE

8. SERVICE AREAS

9. EXTERIOR

10. LANDSCAPE

**LEGEND**

1. ROOMS

2. WALLS

3. DOORS

4. WINDOWS

5. STAIRS

6. LIFT

7. CORE

8. SERVICE AREAS

9. EXTERIOR

10. LANDSCAPE

**SCALE**

1:100

**PROJECT INFORMATION**

Project Name: [Redacted]

Client: [Redacted]

Location: [Redacted]

Phase: [Redacted]

Date: [Redacted]

Drawn by: [Redacted]

Checked by: [Redacted]

Approved by: [Redacted]

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Proposed 4<sup>th</sup> Floor Plan



**NOTES**

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8. All areas are based on the internal face of the walls.

9. All areas are based on the external face of the walls.

10. All areas are based on the internal face of the walls.

11. All areas are based on the external face of the walls.

12. All areas are based on the internal face of the walls.

**KEY**

1. ROOMS

2. WALLS

3. DOORS

4. WINDOWS

5. STAIRS

6. LIFT

7. CORE

8. SERVICE AREAS

9. EXTERIOR

10. LANDSCAPE

**LEGEND**

1. ROOMS

2. WALLS

3. DOORS

4. WINDOWS

5. STAIRS

6. LIFT

7. CORE

8. SERVICE AREAS

9. EXTERIOR

10. LANDSCAPE

**SCALE**

1:100

**PROJECT INFORMATION**

Project Name: [Redacted]

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Date: [Redacted]

Drawn by: [Redacted]

Checked by: [Redacted]

Approved by: [Redacted]

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Proposed 5<sup>th</sup> Floor Plan



**NOTES:**  
 1. All dimensions are in meters.  
 2. All areas are in square meters.  
 3. All areas are rounded to the nearest 0.1 square meters.  
 4. All areas are based on the finished floor level.  
 5. All areas are based on the finished floor level.  
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 8. All areas are based on the finished floor level.  
 9. All areas are based on the finished floor level.  
 10. All areas are based on the finished floor level.



**REVISIONS:**  
 1. 12/12/2018 Layout changes  
 2. 12/12/2018 Add of new rooms

	<b>Project Name:</b> The Project Name	<b>Client:</b> The Client Name
	<b>Address:</b> 1234 Street Name, City, State, Zip	<b>Architect:</b> The Architect Name
<b>Date:</b> 12/12/2018	<b>Scale:</b> 1:100	<b>Sheet No.:</b> 6 of 6

Proposed 6<sup>th</sup> Floor Plan



NOTES  
 1. ALL DIMENSIONS ARE IN METERS UNLESS OTHERWISE SPECIFIED.  
 2. ALL DIMENSIONS ARE TO FACE UNLESS OTHERWISE SPECIFIED.  
 3. ALL DIMENSIONS ARE TO FACE UNLESS OTHERWISE SPECIFIED.  
 4. ALL DIMENSIONS ARE TO FACE UNLESS OTHERWISE SPECIFIED.

Proposed Roof Plan

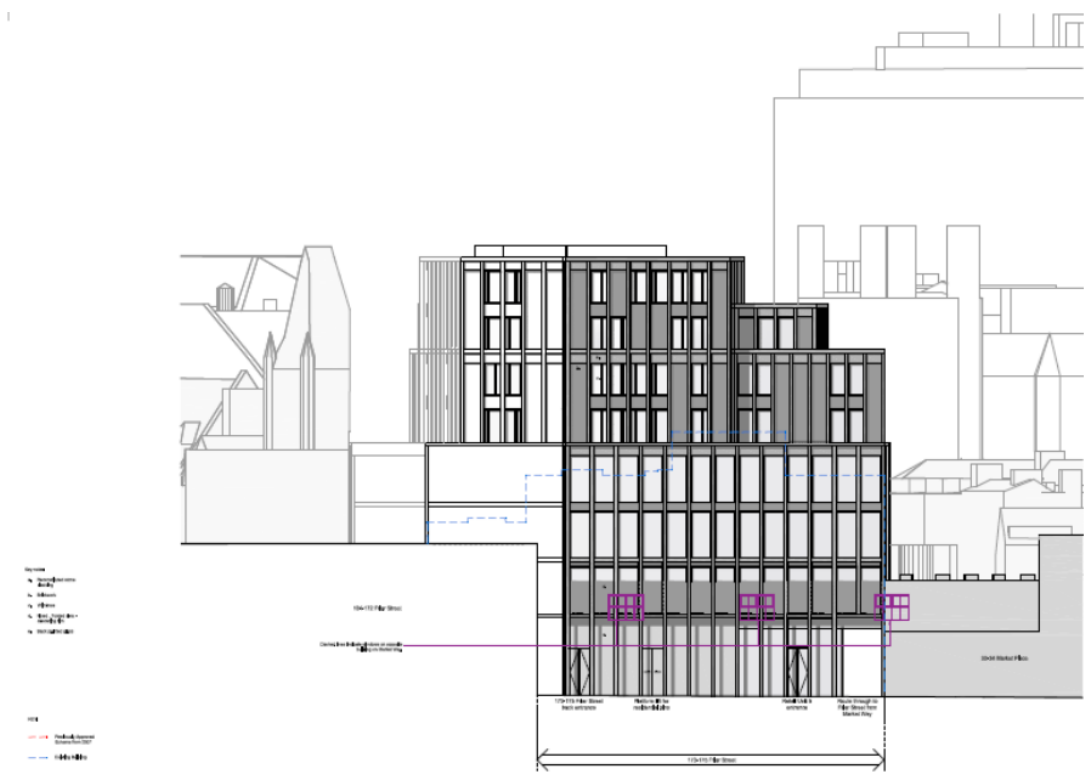
LEGEND  
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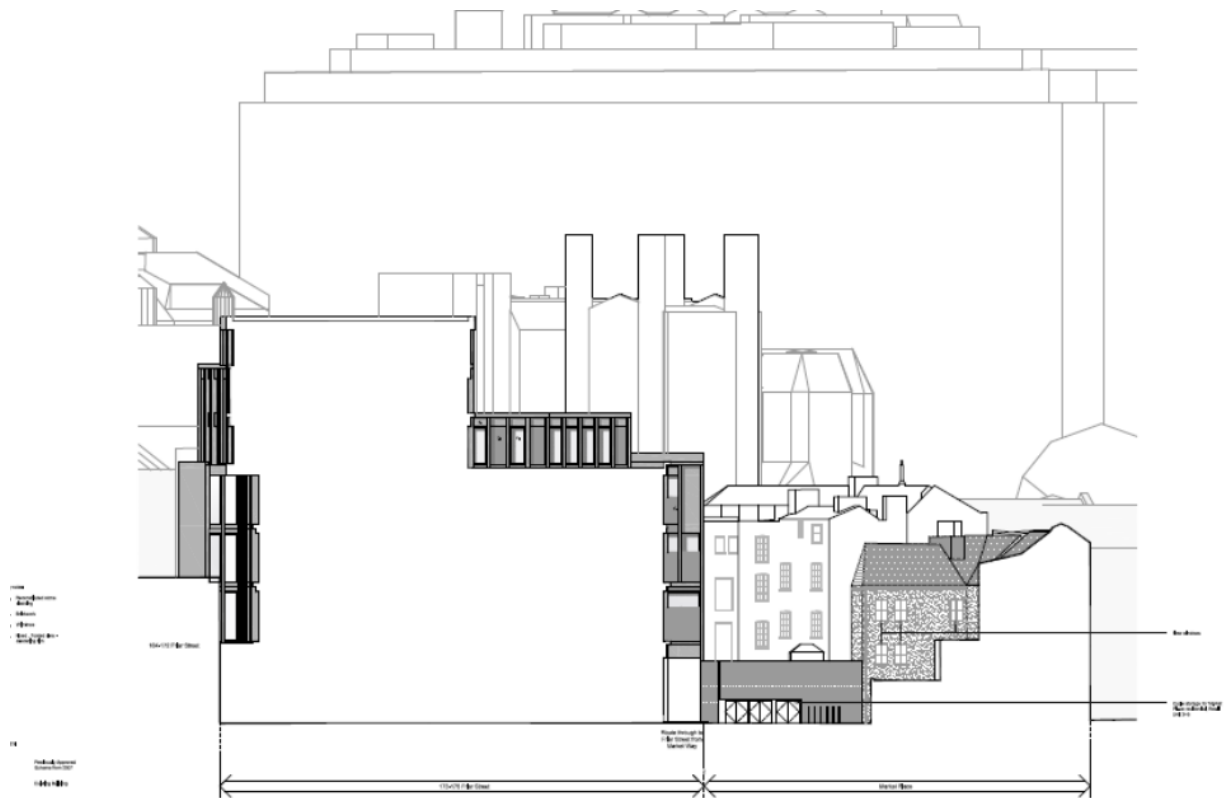
Elevation Section through 23-26 and 33-34 Market Place



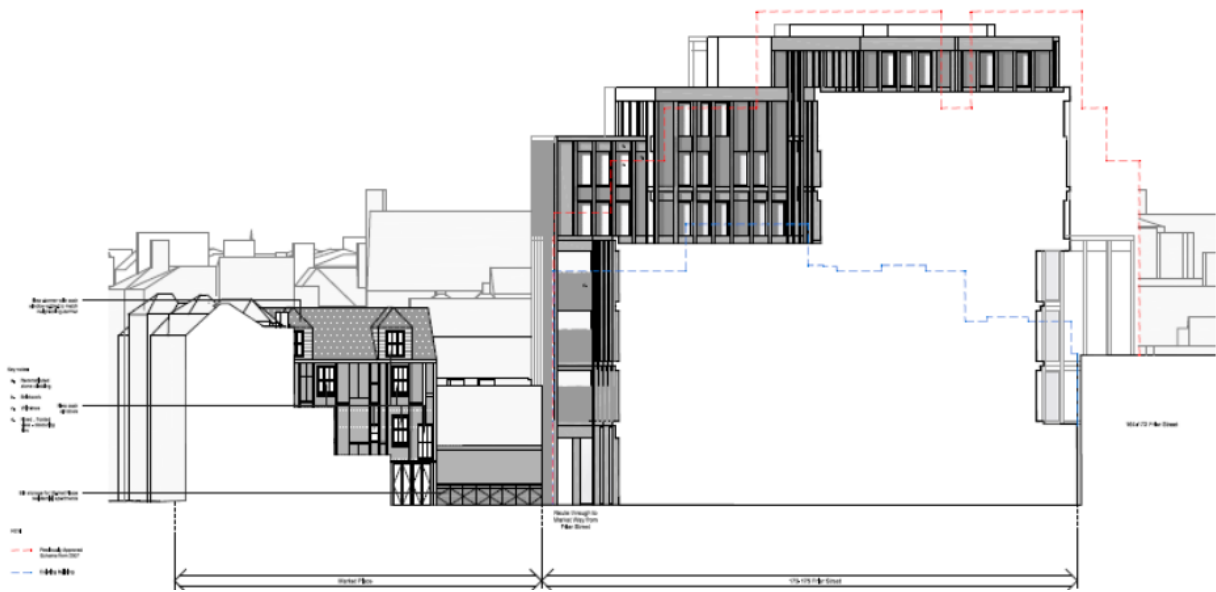
Section through Market Way Elevation



Elevation - Section through Marks and Spencers



Cross Section Facing St Laurence's church



Cross section facing south



Section - Rear elevation of buildings on Market Place



Market Place Elevation



Friar Street / Town Hall Square Elevation

## COMMITTEE REPORT

BY THE DIRECTOR OF ENVIRONMENT AND NEIGHBOURHOOD SERVICES  
READING BOROUGH COUNCIL  
PLANNING APPLICATIONS COMMITTEE: 18 July 2018

ITEM NO. 8

Ward: Abbey

App No.: 180800/FUL

Address: Broad Street Mall, Broad Street, Reading

Proposal: Erection of a temporary three-storey building (constructed using shipping containers and timber frames/cladding) to create a mixed-use Urban Market comprising Shop, Restaurant/Cafe, Bar and Hot Food Takeaway Uses (Class A1/A3/A4 Use), including shared circulation and external seating spaces; refuse store, cycle parking and associated works. (Amended description).

Applicant: Inception (Reading) Sarl C/O Moorgarth Group Ltd.

Date received: 22 May 2018

Minor Application 8 week target decision date: 31/7/2018

### RECOMMENDATION:

REFUSE.

### Reasons:

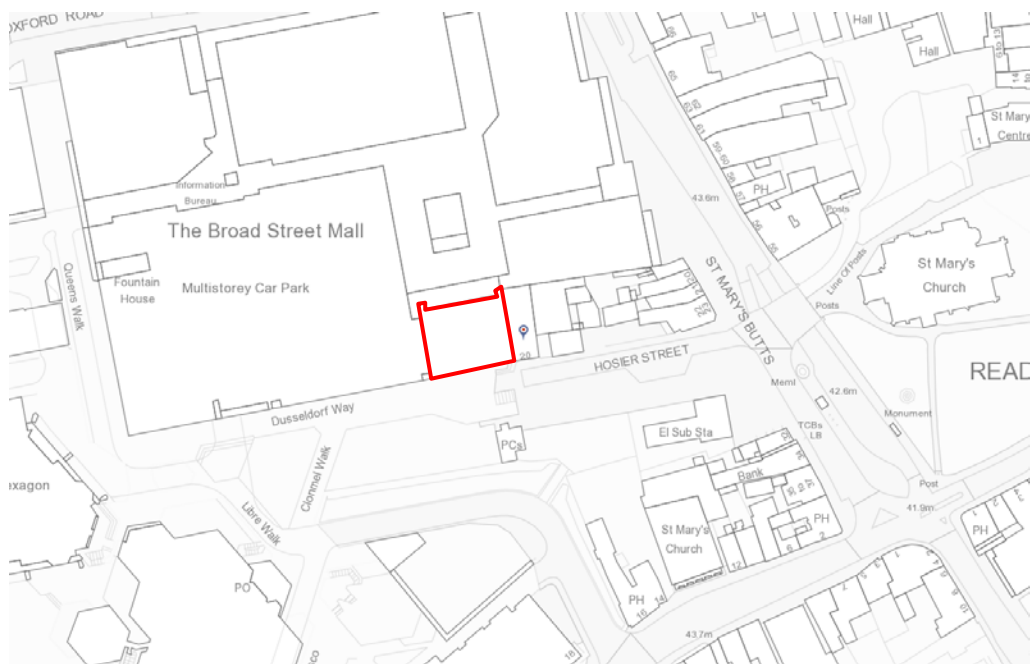
1. The application proposal includes significant provision and over-concentration of A4 (Drinking Establishments) uses, within an area which is acknowledged as a relatively poor area of public realm which is susceptible to acknowledged anti-social behaviour. The provision of a large area/floorspace of A4 bars, disconnected from the streets and other uses would perpetuate such concerns and fail to create safe and accessible environments where crime and disorder or fear of crime does not undermine quality of life or community cohesion as required by Policy CS7 (Design and the Public Realm) of the Reading Borough LDF Core Strategy (2008, altered 2015) and Policy RC8 (Drinking Establishments) of the Reading Borough LDF Reading Central Area Action Plan (2009).
2. The application proposes a development lacking in natural surveillance and retail frontages, a gated, enclosed, inward-looking area and restrictive access widths. As such the proposal fails to provide safe and convenient linkages to adjoining areas, it would increase rather than reduce the fear of crime, would not provide suitable public realm within the town centre, reduce openness of existing open space and would reduce permeability/legibility and wayfinding within the central Reading area. For these reasons, the application is contrary to policies CS7 (Design and the Public Realm) and CS28 (Loss of Open Space) of the Reading Borough Local Development Framework: Core Strategy (2008, altered 2015) and policies RC5 (Design in the Centre) and RC14 (Public Realm) of the Reading Borough LDF Reading Central Area Action Plan (2009).

### Informatives:

- Positive and proactive requirement
- Pre-application advised before any further submissions

## 1. INTRODUCTION

- 1.1 The application site is an almost square area of approximately 600 square metres to the south of Broad Street Mall. To the north is the Mall's southern entrance, to the west is the 99p shop unit, to the east is the former EVA'S nightclub (also owned by the applicant and now closed) and to the south is the paved precinct area known as Dusseldorf Way, which then ramps/steps down to Hosier Street to the east.
- 1.2 Most of the site is concrete paved. The middle of the site includes a number of large metal grilles, which lie over the Mall's basement servicing area. To the edge of the site near Dusseldorf Way is a line of highway bollards. The area between these bollards and the south edge of the Mall is sometimes used by market traders. The area to the west of the site has been upgraded by the use of yellow paving.
- 1.3 The area is part of the West Side Major Opportunity Area, as identified in the Reading Central Area Action Plan (the RCAAP). The first stage in the redevelopment of this area has been taken by the removal of the Civic Centre and that site is now in use as a temporary public park.





## 2. PROPOSAL AND SUPPORTING INFORMATION

- 2.1 This application seeks temporary planning permission to use this area as an ‘urban market’ space and this is a much-revised version of that scheme which was recently reported to your meeting in January and gained planning permission. This proposal would again involve the siting of a collection of adapted shipping containers on the site and would be attached together with metal walkways to form a structure to provide retail units with stairs, terraces and sitting-out areas. However, the coverage, finishing materials, orientation and uses are different.
- 2.2 The use of the retail accommodation proposed is A1 shops, A3 cafés and restaurants and A4 drinking establishments. The applicant has since submission confirmed that the A5 (hot food takeaways) use has now been removed from the application. Officers suggested that the A4 (drinking establishments) use should be removed from the application, but the applicant has declined to do so. The applicant has confirmed that their vision is for a, ‘vibrant mix of shops, cafés and restaurants with bar elements making up part of that mix’.
- 2.3 The southern elevation of the structure would have more of a warehouse look facing Dusseldorf Way/Hosier Street. The western side of the site would be kept open to allow continued access to the southern entrance to the Mall and the 99p shop opposite.
- 2.4 The concept is currently to be rebranded as ‘The Yard’, Reading South Court and the principal differences between this and the earlier urban market proposal approved under planning permission are:
- Inclusion of A4 (Drinking Establishments) Use as part of the mix of uses (previously A1 and A3 only);
  - Reorientation and extension of the layout; and
  - Adjustment of the design to provide a proposal with a more ‘shack-like’ appearance, including wooden pitched roofs and overall, more of an overt

street presence, but a much-reduced retail appearance, see the CGI images within this report.

2.5 Supporting information submitted with the application is as follows:

- Design and Access Statement
- CIL form
- Covering letter/planning statement
- External lighting scheme
- Security/cctv layout

2.6 No formal pre-application advice was submitted before submitting this application, although when the applicant advised that the application was being submitted, the informal advice of your officers was that the extended uses were likely to be of concern. This application is being reported to your meeting at the suggestion of officers, as the proposal is for the significant change to and medium-term temporary removal of an area of town centre public realm. Given the rather fluid nature of the floorspaces involved (containers, open spaces, etc.), the total coverage of the application may be considered to exceed 1,000 square metres, meaning this is also a Major application.

### 3. PLANNING HISTORY

3.1 Formerly known as The Butts Centre, the Mall opened in 1971. Over the years, there have been various minor updates and modifications to the Mall. The new owner (the applicant) has submitted a number of planning applications in the last year or so and for completeness, these are listed below:

Application ref.	Description	Status
171230/FUL	Erection of a temporary two and part three-storey building (constructed using shipping containers) to create a mixed-use urban market comprising Retail (Use Class A1) and Restaurants/Cafés (Use Class A3), including use of external spaces at roof level; Refuse store, cycle parking and associated works (amended description).	PERMISSION 17/1/18
171559/FUL	Queens Walk and Düsseldorf Way: Installation of new lighting to existing car park façade.	PERMISSION 30/11/17
180217/DEM	20 Hosier Street (former EVA'S nightclub): Application for prior notification of proposed demolition.	PENDING CONSIDERATION
180594/NMA	Non-material change application to planning permission 171230 (construction of a temporary urban market): revised layout through adjustment to, and reorientation of containers. Associated relocation of lift, stair, toilet, decking/seating, cycle parking and servicing/waste locations.	PENDING CONSIDERATION
180598/APP CON	Application for approval of details reserved by condition. (171230): construction method	PENDING CONSIDERATION



	statement	
180608/APPCON	Application for approval of details reserved by condition. (171230): Operational management strategy	PENDING CONSIDERATION
180637/APPCON	Application for approval of details reserved by condition (171230): materials, landscaping and lighting.	PENDING CONSIDERATION
180823/FUL and 180824/ADV	Former Argos Unit: a) Subdivision of three-storey retail unit (Class A1) and change of use to form: 1x retail unit (Class A1) at part basement / part ground floor; 2x flexible retail or restaurant units (Class A1/A3) at ground floor level; and 2x assembly & leisure units (Class D2) - 1 at part basement / part ground floor & 1 at part ground, part first floor level, together with shared access and means of escape; associated replacement shopfront works and associated external alterations on Oxford Road and Queens Walk frontages. b) Display of 4 canopy awnings with tenant names on Queens Walk.	PENDING CONSIDERATION, on this Agenda with officer recommendation to GRANT subject to s106 and GRANT advertisement consent.
180851/FUL	Units 37a and 55-56 Broad Street Mall [Oxford Road frontage]: Amalgamation of Units 37a & 55-56 to form a single Retail Unit (Class A1) arranged over Ground and Basement Floors. Installation of Shop fronts to Oxford Road Elevation and Return Mall Elevation.	PENDING CONSIDERATION

#### 4. CONSULTATIONS

(i) Statutory:

None

(ii) Non-statutory:

RBC Transport Strategy has no objections, subject to the imposition of conditions on servicing, CMS, cycle parking, etc.

RBC Head of Valuation:

*No response, but the previous response to application 171230/FUL was:*

*No reported concerns from operators or other interested parties, therefore the Council in its capacity as both adjacent Freeholder and owner of the Hosier Street Market sees this additional retail attraction as a benefit to the area in terms of footfall, diversification and destination retail. The Hosier Street market struggles to remain viable and this proposal should not conflict with the basis and operation of the existing market but will hopefully bring tangible benefits to the South Court/Hosier St area, creating a new active*

*frontage to the Mall rather than the current back-door aspect and may in turn bring benefits to both existing and potential Hosier Street market traders.*

*Assumes that a five year permission is being sought and does not consider that this will affect longer term development plans.*

*The Council (as landowner) will require a suitable CMS requiring the construction of the urban market not to interfere with the day-to-day operation of the market and equally that ongoing deliveries to future occupiers etc, are managed in way so as to minimise disruption to the existing traders.*

The Executive Director of Reading UK CIC has not supplied a response but previously supported the application, as it would fulfil a number of aims of the economic development plan, namely:

- Raising Reading's profile as a place of growing opportunity*
- Growing opportunities to strengthen the local economy*
- Boost footfall and visitor numbers by creating quirky and innovative crowd pleasing events*

*The Director believes that the proposal will make a positive contribution to the vibrancy of the town centre economy, a broadening of the retail offer and improve the retail environment ahead of comprehensive redevelopment of the area.*

RBC Licensing objects to the inclusion of A4 (drinking establishment) uses within this current proposal, due to concerns for antisocial behaviour and conflicts with the Council's Cumulative Impact Policy (CIP). The concept of multiple sites [units] being alcohol-led which then become a destination venue where customers can drink without any substantial food offering is contrary to the Council's Licensing Policy and the goal of the Council to have a diverse offering in the town which is accessible to all. The town centre should be a welcoming place for all and we do not believe this is achieved through allowing wet-led, vertical drinking venues with limited food. Refusal is recommended. A fuller discussion is provided in the Appraisal below.

The Crime Prevention Design Advisor (Thames Valley Police) supports the concerns of the Council's Licensing Team. Her specific points are also provided in the Appraisal.

RBC Environmental Protection does not object to the application.

The RBC Leisure and Recreation Service does not object to the application.

The RBC Planning Natural Environment Team (tree officer) previously advised that a landscaping scheme is required, which should include large planters and an installation that is appropriate to this urban environment.

Berkshire Archaeology previously raised no objections to the earlier application.

#### Public consultation

Site notices were affixed around the site and in Hosier Street. No objections or comments have been received.

## 5. RELEVANT 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 National Planning Policy Framework (NPPF) (March 2012)

The following NPPF chapters are relevant:

- 4. Promoting sustainable transport
- 7. Requiring good design

### 5.3 Reading Borough Local Development Framework: Core Strategy (January 2008) (as amended 2015)

- CS3 (Social Inclusion and Diversity)
- CS4 (Accessibility and the Intensity of Development)
- CS5 (Inclusive Access)
- CS7 (Design and the Public Realm)
- CS23 (Sustainable Travel and Travel Plans)
- CS24 (Car/Cycle Parking)
- CS25 (Scale and Location of Retail, Leisure and Culture Development)
- CS26 (Network and Hierarchy of Centres)
- CS28 (Loss of Open Space)
- CS29 (Provision of Open Space)
- CS33 (Protection and Enhancement of the Historic Environment)
- CS34 (Pollution and Water Resources)

### 5.4 Reading Borough Local Development Framework: Reading Central Area Action Plan (RCAAP) (2009)

- RC2 (West Side Major Opportunity Area): site is RC2d, Broad Street Mall and adjacent to RC2e, Hosier Street
- RC5 (Design in the Centre)
- RC6 (Definition of the Centre)
- RC7 (Leisure, Culture and Tourism in the Centre)
- RC8 (Drinking Establishments)
- RC11 (Small Shop Units)
- RC13 (Tall Buildings)
- RC14 (Public Realm)

### 5.5 Reading Borough Local Development Framework: Sites and Detailed Policies Document (2012) (as amended 2015)

- SD1 (Presumption in Favour of Sustainable Development)
- DM4 (Safeguarding Amenity)
- DM12 (Access, Traffic and Highway-Related Matters)
- DM18 (Tree Planting)

New Reading Borough Local plan: Broad Street Mall is CR12d. Hosier Street is CR12e.

## 5.6 Supplementary Planning Documents

Draft Hosier Street Area Development Framework (2018) (approved for public consultation/involvement, 2 July 2018)

### Other relevant Council documents:

Drugs and Alcohol Strategy (2018) (A report on the response to this consultation will be made at the Council's Health and Wellbeing Board on 13 July 2018)  
Licensing Policy Statement (2013)

## 6. APPRAISAL

6.1 The main issues raised by this planning application are:

- (i) Compatibility with planning policy and regeneration aspirations
- (ii) Uses, disturbance and anti-social behaviour
- (iii) Design and public realm

(i) Compatibility with planning policy and regeneration aspirations

6.2 This part of the town centre was planned on a pedestrian precinct system in the late 60s/early 70s of a design popular at the time, but it has since dated badly. In the longer term, the area is proposed for redevelopment and the relevant proposal sites are set out in the RCAAP. The application site is part of the West Side Major Opportunity Area (MOA), site RC2d, Broad Street Mall where, '*...redevelopment will be for continued retail and leisure provision, maintaining frontages along Oxford Street and St. Mary's Butts, with uses including residential and offices on upper floors*'. The new Local Plan proposes a continuation of this general approach. Since the submission of the original urban market proposal, the Council has also been working to produce a new masterplan for the area, to include the Police Headquarters, Law Courts, former Civic Offices site, Hosier Street/Dusseldorf Way and Broad Street Mall. This is the draft Development Framework and this was approved at the Council's Strategic Environment Planning and Transport (SEPT) Committee on 2 July 2018 for consultation. This document proposes a general development framework to guide the long-term redevelopment of the area as a mixed-use area, which will provide significant residential uses and repair the existing poor public realm.

6.3 Like the earlier planning permission, this application is for a temporary installation to enliven this space and it would sit beside the entrance to the Mall from the South. As opposed to other temporary spaces in the town (the park on the former Civic Centre site or the event space/Biscuit Tin café at Station Hill), the applicant has identified the opportunity of using this area for a commercial retail uses-led proposal, as an urban realm extension to the Mall, which is at present rather inward-looking.

6.4 In considering coverage of this open area, officers have been mindful of the original and current purpose of the space. In the approved plans for the then Butts Centre, this area was shown as an open public realm area which connected to the

landscaping in what is now Hosier Street and Dusseldorf Way and this open area framed the southern entrance of the shopping centre. At the moment, this is a rather unloved area, enclosed on three sides and maintained relatively poorly with broken paving slabs. The site is used by market traders once a week but otherwise, little use is made of the space. Notwithstanding this, the loss of this area of public open space conflicts with adopted policies CS28 and potentially RC14. Therefore, any development must not harm the permanent open space function of this area and provide an improved public space. However, it should also be noted that the draft Hosier Street Development Framework accepts that this space may eventually be largely removed in a redevelopment proposal which may see the frontage to Hosier Street brought forward in order to provide a more continuous retail frontage and remove this current 'dead space'.

- 6.5 On balance, subject to other matters which are discussed in this Appraisal below, officers consider that in principle, a temporary use covering this space with a 'meantime use' would be appropriate. Such an installation could allow the opportunity of compatible uses, create vibrancy and animation to the area, upgrade the remaining urban realm and generally help to signal that redevelopment of the Mall/Hosier Street area is 'on the way'. However, there are concerns with the way this temporary space concept appears to have developed and changed. The sections below discuss the proposed uses in more detail and the detailed design.

(ii) Uses, disturbance and anti-social behaviour

Uses proposed

- 6.6 Members may recall that there was a level of uncertainty with the previous application regarding uses and purpose of that scheme which led to a member deferral and latterly an agreement from the applicant to accept A1 and A3 uses only. Conditions of that planning permission specify that the second floor level is to be A3 uses only and that no bars - either as free-standing units or ancillary bars to A3 uses - were permitted by the permission. The applicant is in the process of applying to discharge the relevant conditions of that permission.
- 6.7 However, uncertainty remains with this current application. The proposal now appears largely silent on A1 retail, there appear to be lots of bar/counter and food/drink preparation areas and lots of standing areas.
- 6.8 The DAS for this application is quite different to that supplied for permission 171230. That DAS had multiple images of shopfronts, clothes-shops, hairdressers' and eateries. The front of the current DAS appears to show an entertainment venue, there are no retail images. There are currently no A4 uses in Hosier Street, Dusseldorf Way, or for that matter, Queen's Walk. In Queens Walk, there are two 'food-led' cafés which also provide alcohol: the Bierhaus and Vibes. The strapline for the current application's DAS is, 'Spirit of the City, Destination Experience, Social Hub, Community'. The retail aspect of the concept now appears far from clear, either diluted or even absent altogether.

Concerns for anti-social behaviour

- 6.9 As can be seen from the consultation responses, the prospect of one or more A4 drinking establishments and/or a rooftop music venue attracts strong objections from RBC Licensing and the Police, principally due to this part of the town centre

being a localised hot-spot for anti-social behaviour. This current application has now been adjusted to remove A5 (hot food takeaway) uses, but has not removed the A4 uses. No mention is made of live music, but the supporting material appears to rely on live music events forming part of the concept.

- 6.10 Officers have also considered the possibility of careful inclusion of ancillary bars within selected A3 units and RBC Licensing has indicated that they are potentially receptive to this suggestion. This could be, say, one bar per floor, which would seem to follow the applicant's stated aim of having bars as part of an essential ingredient in the overall retail offer. However, the applicant is not accepting of this. The applicant's concession is for the second floor only to contain A4 bars. In fact, according to the applicant's architect's website, this appears to be the intention of the concept in any event, describing it thus:

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market area. The concept takes in a  
redundant basement repurposing it for  
community and cultural uses, At ground  
floor there is street food hall. Above there  
are to be local creative services and at top  
level, connecting into the upper level of the  
shopping centre, a terrace bar. The

- 6.11 The applicant has offered that the A4 uses could be restricted and contained on the upper floor only, away from the other uses and the applicant, 'regards the inclusion of a minority element of Class A4 uses as critical to the viability of the proposal' [emphasis added]. No evidence as to this viability has been presented to officers. The section below discusses the impact such a level and location of A4 use may have.
- 6.12 The applicant's assertion in their planning statement is that, 'the principle of public houses or bars within town centres is inherently acceptable in planning policy terms'. This is unfortunately an oversimplification and there are many examples in Central Reading public houses and bars are extremely unwelcome in terms of neighbour amenity and ASB. Policy RC8 welcomes a range of evening and night-time uses but notes that such uses should not lead to amenity issues. Policy CS7 requires that development should create safe and accessible environments where crime and disorder or fear of crime does not undermine quality of life or community cohesion. Policy DM4 seeks to maintain neighbour amenity. Policy RC9 wishes to see compatibility for central area land uses.
- 6.13 As with the previous application, deciding which floorspace is attributable to which use is not easy with a proposal made up of containers whose use 'spills out' onto somewhat communal walkway areas. Officers understand the offer made above is therefore essentially that the whole of the top floor area is given over to bars. Whichever way the calculation is made, this is a significant area. The floorspace is not regular, but the total area is somewhere between 350-400 square metres; capable of accommodating a sizeable bar or bars, particularly as there are large clear areas, 'standing tables' etc.

- 6.14 The applicant considers that the removal of the adjacent nightclub is a significant material consideration to their argument that A4 uses could be acceptable here. RBC Licensing has asked that it be noted that following years of disturbance, the EVA'S licence was finally revoked in September 2017. EVA'S was licenced for a total of 500 people, but that amount included their outside areas as well, so Licensing estimate some 350 could have been accommodated in the nightclub building. However, Licensing remark that the ASB issues with the nightclub were exacerbated by a number of factors, including the generally poor streetlighting in Hosier Street, market stall poles being used as weapons and other matters. Licensing advised that the applicant - who by that point owned the Freehold of the nightclub - seemed unwilling or unable to intervene and left these issues for the Council and the Police to take the lead. Licensing is therefore concerned for this applicant's proposal to open up further drinking venues. Whilst this observation would not normally be a planning matter of itself, it is pertinent to the discussion below.
- 6.15 RBC Licensing have reminded your officers that their duties include *preventing* crime from happening in the first place; rather than have to react to problems later. The applicant has submitted an application to discharge the relevant planning condition of planning permission 171230 (ref. 180608/APPCON), which is the operational management plan. This aims to demonstrate that security and control of the premises would be suitable. RBC Licensing has reviewed this document and consider that its intentions are vague and the plan is unsupportable at this time. Some key points made are:
- The onus appears to be on the Council to promote the Licensing objectives, whereas the operator should be working to actively comply;
  - Staff conduct appears to indicate that the responsibility rests with the licensee. Licensing read this as the applicant having no control over the licence holder to remove their staff;
  - Regarding opening hours, it states that 'last orders' should be made at 2130 hours, which indicates to Licensing that this would be bars and 'drinking up time' (whereas permission 171230 approved no A4 uses and no ancillary bars);
  - There is a confusion about the purpose of the market on page 7 as it seems that consumption of alcohol is prevented at the venue, meaning that taking away alcohol might not be. They are also concerned that it sounds like takeaways would be operating too. Neither was approved via permission 171230;
  - Page 8 of the document states that policies for ASB have been agreed with the Licensing Authority. RBC Licensing advise that there has been no such contact. These policies also do not indicate how enforcement of issues (drunkenness, drugs, weapons, etc.) would be controlled. Licensing comment that security for licensed venues is not the same as for a shopping centre and simply extending shopping centre security patrols out into this area is not going to be acceptable.
- 6.16 The observations above leave RBC Licensing with no comfort that the permitted scheme will be operated satisfactorily. Whilst it is noted that the Licensing objectives and the planning objectives of the Council are different, this is a clear case of where our concerns significantly overlap. Licensing is keen to ensure that we do not replace one problem with another and asks the LPA to note that the Secretary of State's Guidance to the Licensing Act (April 2018) which states that

the Council as a whole should have an integrated approach to dealing with licensing applications. Officers feel that the same is true in regard to the planning consideration for this application.

- 6.17 The applicant also points out that the issues in terms of antisocial behaviour in this area occur in the early hours and they would be content to abide by the hours of use condition attached to planning permission 171230 (10pm closing). There are related queries from officers regarding hours. The first is what sort of place this becomes after 5/6pm when the retail outlets are likely to close and the A4 bars are still open. Officers' fear is that this will become a 'happy hour' fuelling drinking destination and from there patrons would move on to continue drinking in other parts of the town centre. The CGI image shows arrows directing patrons to the terrace bar area.
- 6.18 Live music again appears to be a key ingredient to the mix/concept. The previous application advised that, '...The A4/live venue parts of the proposal would - in the opinion of those who have to manage these problem areas at night-time - only serve to consolidate issues of vertical drinking establishments, rowdy behaviour, smoking, throwing glasses and in this case, dropping of drinks or cigarette debris through the metal mesh floors'. The report went on to state, '...whilst these behavioural issues are to a certain extent not a planning matter per se, they could exacerbate the present issues of public disturbance in this area and the development must not aggravate these. Adopted Policy CS7 requires that development should create safe and accessible environments where crime and disorder or fear of crime does not undermine quality of life or community cohesion'. In granting that permission, a condition for an events strategy was attached and such could also be considered in the current application, were members to wish to grant permission. Whilst the omission of the A5 takeaway uses may reduce the potential litter problem and would seem to be attractive to RBC Licensing, planning officers can see the merit in takeaway food as part of the concept and providing this is carefully managed (litter strategies, enforcement, etc.) this would seem to fit. Takeaways could still take place as part of A3 café/restaurants, however, as an ancillary function, which is commonplace.
- 6.19 The Police Crime Prevention Design Advisor had concerns for the original application (171230) in terms of A4 uses. From a Police perspective, the crime risk associated with the nightclub remains a fundamental concern; the 'A4' activity has stopped because the nightclub has closed, however the physical environment still remains the same. It lacks surveillance, active frontage, ownership and positive activity.
- 6.20 In summary, officers are not content that the proposal will fulfil Policy CS7's requirement for development to create safe and accessible environments where crime and disorder or fear of crime does not undermine quality of life or community cohesion. Rather, the mix of uses will not be conducive to maintaining a safe town centre. This would form a reason for refusal of the application.

(iii) Design and public realm

Revised design concept

- 6.21 This planning application was originally submitted as a resubmission of the earlier permission, implying that the proposal was of the same character or description,



but at the application validation stage, officers did not accept that this was accurate. As a consequence, the description of development was amended and an application fee was received. The applicant advises that the design and appearance of the urban market has evolved since its original inception, but remains predominantly constructed of shipping containers with metal walkways, although this time the structure would include sections of timber-framing and cladding to create the 'shacks' and link back to the Mall. The DAS describes the top floor as reminiscent of fisherman's huts or beach huts. The metal walkways of the previous scheme are to be replaced by timber scaffold board-type decking. Overall, this is a slightly softer design approach than the more industrial concept previously and is not objectionable of itself. The design does not reflect that of the Mall, but this is considered to be of little concern and the temporary theme would still be apparent. However, there are significant design details which cause concern.

- 6.22 The retail frontage from Hosier Street would be far less welcoming. The layouts are not presenting shops to the street, there are three small windows onto Hosier Street under a verandah, the units face inwards and the units seem to be set up for food and beverage counters, not retail.



Design | Visuals



CGI images, permission 171230, taken from the Design and Access Statement (DAS)



CGI image of the current planning application

6.23 As the image above shows, although this is presented as a much more pleasant structure visually, retail shopfronts are not evident, with the openness of the glazing in the containers previously (top image) would be masked by the cladding, to give the appearance of a warehouse. That concept would not be objectionable of itself, but the openings to access the retail units, from Hosier Street, are unclear/absent. Of course, signage would help, but there are no clear shopfronts

to sign. If people are not drawn into the central space via the two openings off Hosier Street, then the situation is no better if people wish to access the remaining south entrance to the Mall. Not only is the access to the South entrance to the Mall restricted, but the majority of the western frontage of the proposal at ground floor is inactive, featuring the long, blank sides of two containers: the southerly one would hold the stairs, the northern one is blank, with an opening inwards to the event space. Although there is a clear space in the centre for access, this would not feel inviting. This is a clear regression from permission 171230, which had a much wider opening on this elevation and a large shopfront. The proposal itself is also much wider than the previous permission. Permission 171230 covered about 2/3 of the width of South Court, allowing a clear vista through to the Mall's Southern entrance; the current proposal covers over 4/5 of the width, leaving only a 3.8 metre wide gap, which it is now proposed to be gated at closing times. This would not give the impression of providing an open space to the public, but shutting off and providing an enclosed, private space. This raises conflict with Policy CS28. This is also not providing the stepping stone to the continuous retail frontage envisaged in the emerging draft development framework.

- 6.24 In this instance, the fact that the design is enclosing this large vertical-drinking area is not assisting. The image above seem to suggest attracting passers-by up to the bar level. This is considered to be a significant regression from the earlier scheme (and the NMA application) which specifically sought to provide an active retail frontage through large glazed openings. The DAS concept now seems to have morphed into a more inward-looking urban lifestyle destination-venue and this raises concerns, as previously, for the contribution that this meantime-use will actually have in enlivening Hosier Street and whether this is truly providing a retail meantime use which seeks to provide a frontage as a prelude to the eventual regeneration. For the retail aspect of the concept to work, it would appear to be now relying on the curiosity of the public rather than overt shop window displays, or as with many of the container park concepts, a completely open wall facing the street. The applicant's DAS indicates that this inner space would 'provide a central organising space for gathering, meeting and to assist the tenants through the provision of seating and events - this is the heart of the scheme'. The purpose of this central space is also advised to be in order to open the space to the basement of the Mall. No purpose is stated for this, although this part of the Mall is probably a combination of storage and circulation areas and part of the former Target underground pub. The architect's website says that 'The concept takes in a redundant basement repurposing it for community and cultural uses'. This aspect of the proposal is therefore unclear.
- 6.25 The applicant maintains that they have gone to considerable lengths and expense to improve the Mall and the outward-facing environment, through investment, land acquisition and securing the closure of the nightclub. Many of these statements are true, but this temporary scheme does not appear to be offering a benefit to Hosier Street and this raises continued concerns for the connectivity, permeability and attractiveness to increasing footfall in this area ahead of the regeneration. The connections into the Mall and inward-looking design suggest a turning away from the street and not the connectivity of public spaces, footfall, surveillance and outward-looking vitality to the street that the applicant's other proposals (such as the opening up of the side of the former Argos unit onto Queen's Walk) will achieve. No objection is raised in terms of design and impacts on Heritage Assets, however.

- 6.26 In summary, in design terms, this revised proposal has provided an overall improved design concept (the warehousing/shack design), but the design has regressed in terms of surveillance, permeability, activating the street frontage, providing a suitable public realm and compatibility with wayfinding and the existing character/context. Officers feel that these concerns are so significant as to warrant a second reason for refusal of the application.

#### Other issues

##### Transport and servicing

- 6.27 In the previous application, servicing was to have been undertaken from Hosier Street, this application proposes using the Mall basement for servicing. RBC Transport Strategy has no objection to this revised arrangement.

##### Application type

- 6.28 The discussion above mentions that this may even technically be a Major planning application. Officers have not had an opportunity to consider the implications of this fully, but this matter and any associated issues arising will also be covered in an update report.

##### Landscaping, street furniture

- 6.29 Matters of street furniture, landscaping, etc. could be controlled by condition were members to support the application, but it should be noted that the restricted width towards the Mall's southern entrance provides a more limited opportunity for these aspects.

##### Residential amenity

- 6.30 The location is such that noise disturbance to residential is possible, but overall, unlikely, providing that suitable conditions were attached. Conditions regarding noise and odour, etc. could be applied.

##### Ground conditions

- 6.31 Whilst there are unlikely to be archaeological concerns, any associated below-ground connection works may be of significance and the Update Report will advise of any further issues.

##### Accessibility

- 6.32 All levels of the development would be accessible via a lift and gentle ramps at ground floor level. With a condition to secure retention of the lift, Policy CS5 is complied with.

##### Equality Act

- 6.33 In determining this application, the Committee 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. In terms of the key equalities protected characteristics it is considered there would be no significant adverse impacts as a result of the development.

## 7. CONCLUSION

- 7.1 This application for a temporary new urban realm concept was not submitted with the benefit of pre-application advice, which has led to the identification of various aspects of amenity harm and conflicts with adopted planning policy. The intention in the planning statement (letter) is that the original permission as to be modified by the Non-Material Change application will be sufficient for the applicant to commence work on the temporary urban market. However, given the applicant's statements that A4 uses are central to the business model of the urban market, officers are not currently convinced that a start may actually be made on the extant permission. Notwithstanding, officers will process these outstanding applications.
- 7.2 The previous proposal was very keen to promote the importance of independent traders and small shops; this proposal is far less clear on this aspect. Officers were previously generally supportive of the A1 and A3 uses, but were mindful of the tendency of A3s to attempt to change into bars later on, so approved a 10pm closing time. Officers were also cautious about the ability of the previous proposal to attract footfall. If anything, the positive aspects of the previous scheme have all been eroded and this is considered to be a concept which in commercial terms may be increasingly viable, but in planning terms is becoming clearly unsupportable. A summary of the previous scheme was, 'In summary, whilst there are clear benefits to these temporary 'pop up' parks and event spaces, they do not automatically solve all urban problems and many struggle to enliven the spaces they set out to improve. The aspiration here appears to be relatively modest: to provide additional animation to this area, although this urban market may only appear 'connected' to the town centre on market days, by producing a continuity of retail units to St. Mary's Butts. But the intention is considered to be worthwhile and overall, supportable in terms of adopted policies RC5, RC6, RC7 and CS7'.
- 7.3 Officers are far less convinced that the present proposal is actually intended to extend the retail destination and is instead positioning itself as a separate event and destination venue. Officers understand the need of retail operators to diversify in these challenging retail times, but this is not considered to be a suitable location for such a venue.
- 7.4 RBC Licensing and the Police are extremely concerned for the revised concept and also information submitted to date in order to satisfy the operational management and security matters. Licensing is concerned that this is not a coherent approach from the applicant and responsible management of the likely problems is not demonstrated.

7.5 Overall, whilst officers do not wish to prevent a suitable temporary public use of the site, the current application features significant and regressive uses (large-scale A4) and a range of poor design aspects and is unsupportable by your officers.

Case Officer: Richard Eatough

Plans considered:

0162 A300 Rev. P2 Proposed Elevations

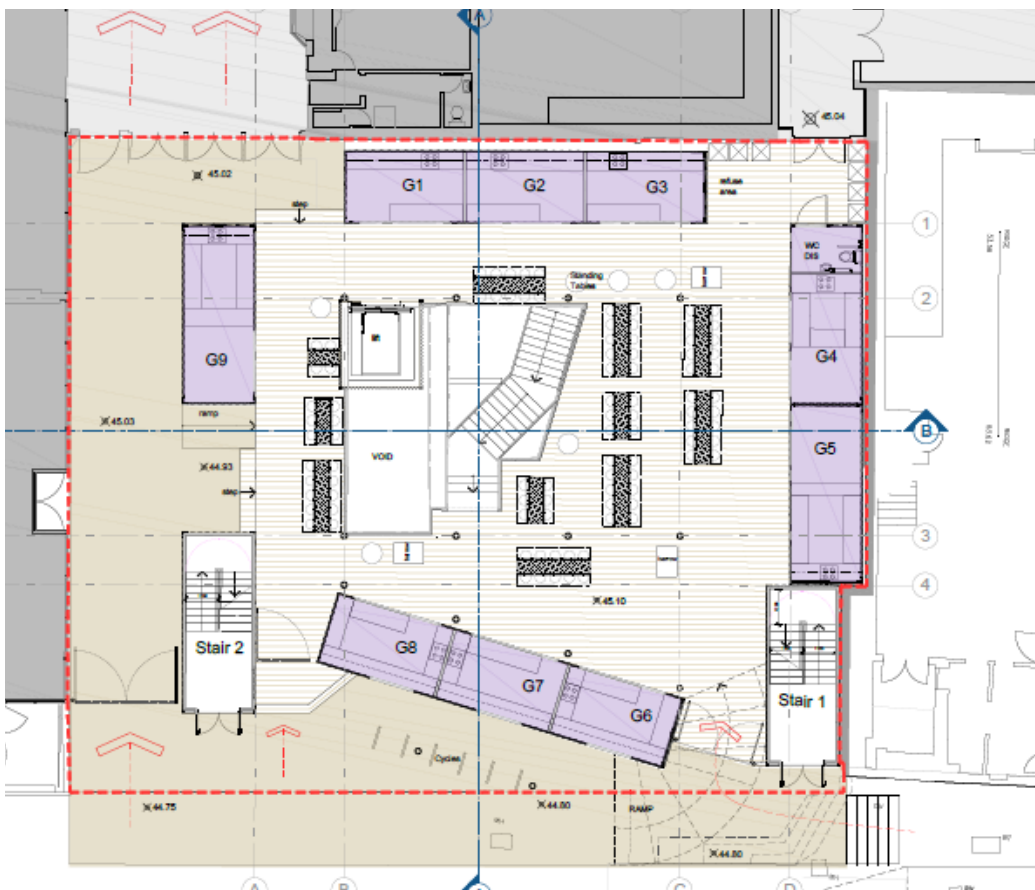
0162 A100 Rev. P3 Proposed Ground Floor & Site Plan

0162 A101 Rev. P3 Proposed First Floor Plan

0162 A102 Rev. P3 Proposed Second Floor Plan

0162 A104 Rev. P1 Proposed Roof Plan

All plans were received by the Local Planning Authority on 16 May 2018.



Ground floor/site layout plan



Second floor plan



## COMMITTEE REPORT

BY THE DIRECTOR OF ENVIRONMENT AND NEIGHBOURHOOD SERVICES

READING BOROUGH COUNCIL

ITEM NO. 9

PLANNING APPLICATIONS COMMITTEE: 18<sup>th</sup> July 2018

Ward: Abbey

Application No's.: a) 180823/FUL & b) 180824/ADV

Address: Former Argos Unit, Broad Street Mall, 47 Oxford Road, Reading, RG1 7QG

Proposals: a) Subdivision of three-storey retail unit (Class A1) and change of use to form: 1x retail unit (Class A1) at part basement / part ground floor; 2x flexible retail or restaurant units (Class A1/A3) at ground floor level; and 2x assembly & leisure units (Class D2) - 1 at part basement / part ground floor & 1 at part ground, part first floor level, together with shared access and means of escape; associated replacement shopfront works and associated external alterations on Oxford Road and Queens Walk frontages.

b) Display of 4 canopy awnings with tenant names on Queens Walk.

Applicant: Inception (Reading) Sarl (c/o Moorgarth Group Limited)

Dates Valid: a) & b) 29/05/18

Application target decision dates: a) 28/08/18 b) 24/07/18

26 week date: a) & b) 27/11/18

### RECOMMENDATIONS:

a) 180823/FUL

Delegate to Head of Planning, Development and Regulatory Services to (i) GRANT full planning permission subject to completion of a S106 legal agreement or (ii) to REFUSE permission should the legal agreement not be completed by the 28<sup>th</sup> August 2018 (unless the Head of Planning, Development and Regulatory Services agrees to a later date for completion of the legal agreement). The legal agreement to secure the following:

- An Employment Skills and Training Plan (construction phase and end use phase)

And the following conditions to include:

1. Time Limit - 3 years
2. Approved plans
3. Hours of use:  
Classes A1 and A3 - 0800-2300 Monday-Saturday and 0800-2200 Sundays & Bank Holidays  
Class D2 Cinema - 1030-0000 Monday-Thursday & Bank Holidays and 1030-0200 Friday/Saturday/Sunday  
Other Class D2 uses (music and concert halls, bingo and dance halls [but not night clubs], swimming baths, skating rinks, gymnasiums or area for indoor or outdoor sports and recreations) 0800-2300 Monday-Saturday and 0800-2200 Sundays & Bank Holidays
4. Pre-commencement construction method statement
5. Pre-occupation bicycle parking (plans to be approved)
6. Pre-occupation delivery/service management plan (including delivery hour details) for Unit 3 (Class A1/A3)
7. Pre-occupation (of gym use only) noise (including specific reference to structure borne noise) assessment
8. No mechanical plant installed until a noise assessment of such plant has been submitted and approved
9. No kitchen extraction installed until an odour assessment and odour management



plan has been submitted and approved.

10. Standard construction hours
11. Ground floor shopfronts shall retain 'active window displays'
12. (i) Pre-commencement interim BREEAM certificate achieving 50% Very Good / 50% Excellent ratings; (ii) Pre-occupation (of non-residential components) final BREEAM certificate achieving 50% Very Good / 50% Excellent ratings

Informatives:

1. Positive and Proactive Statement
2. Terms and conditions of the permission
3. Building Regulations apply
4. Works affecting highways
5. No burning of waste on site
6. Section 106 Legal Agreement
7. Flexibility use of Class A1/A3 units for 10 years
8. Possible need for future separate advertisement consent
9. Clarification over pre-commencement conditions
10. CIL
11. Complaints about construction

b) 180824/ADV

GRANT Advertisement Consent subject to conditions to include:

1. The standard conditions (i - v)
2. Approved plans

Informatives:

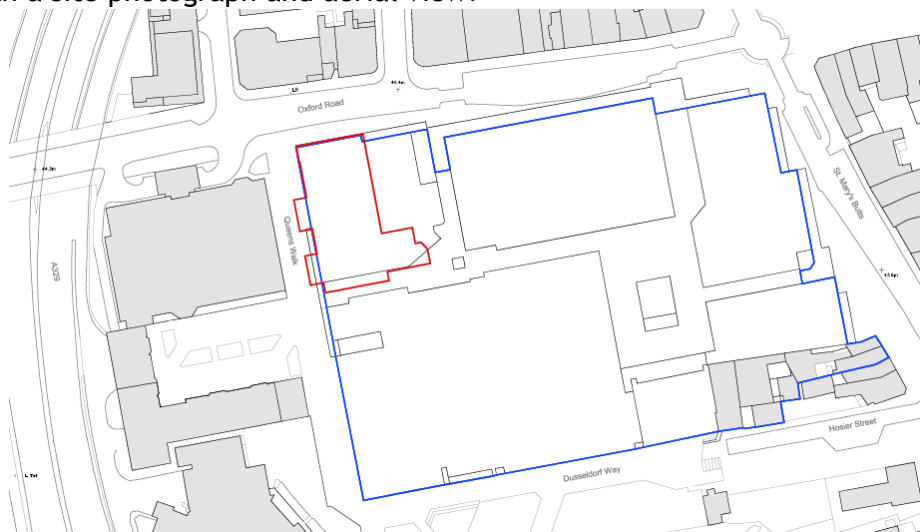
1. Positive and Proactive Statement
2. Terms and conditions of the consent.
3. It is noted that tables, chairs, planters and wind breaks are shown on the plans. All have been confirmed to be temporary/moveable and therefore fall outside the scope of this application.
4. As the awnings overhang Council owned land the applicant will require a separate licence from the Council, along with the separately proposed tables, chairs, planters and wind breaks. Please contact the Council to discuss this further.

## 1. INTRODUCTION

- 1.1 The application site comprises the former Argos retail unit within Broad Street Mall, which extends over basement, ground (including street frontages onto Oxford Road and the pedestrianised Queens Walk, as well as from within the mall itself) and first floor level (with partial access straight to the Broad St Mall multi-storey car park). The unit is in the north-west corner of Broad Street Mall and has been vacant since Argos ceased trading in January (aside from a 'pop-up' Christmas market in December 2017).
- 1.2 The application site is located within the West Side Major Opportunity Area of the Reading Central Area Action Plan (Policy RC2). More specifically it is within the Broad Street Mall sub area (Policy RC2d). The site is also within the designated primary shopping area, office core, central core, tall buildings cluster (western grouping) and an air quality management area. The Oxford Road part of the site is a

designated active frontage (Policy RC10), but the Queens Walk frontage is not. Oxford Road is also a designated cycle route. The application site is located outside of a conservation area, with the nearest listed building being on the opposite side of the road at 3-5 Cheapside / 38 Oxford Road.

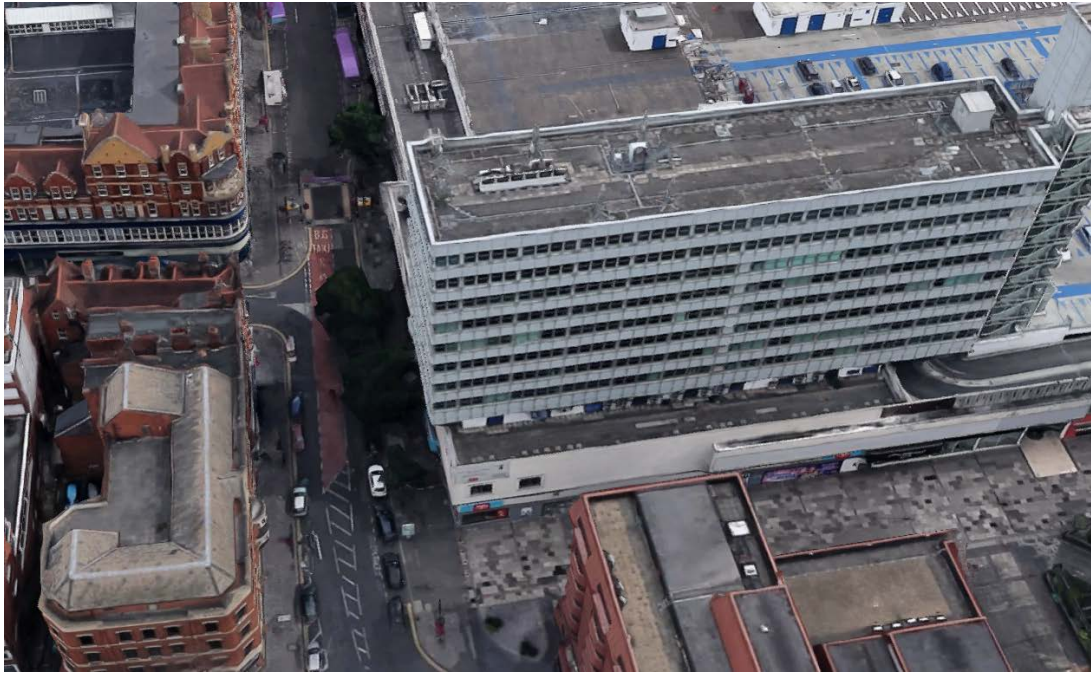
- 1.3 The surrounding area comprises a mix of uses. To the north are a variety of retail and related uses at ground floor level of units fronting Oxford Road / Cheapside, with some residential uses on the upper floors. To the east and south is the remainder of the Broad Street Mall shopping centre / multi-storey car park and Fountain House office building (accessed from Queens Walk). To the west is Queens Court student accommodation (former Yell House) and two hotels (Penta Hotel & Travelodge).
- 1.4 The planning application is being considered at Planning Applications Committee as the proposal involves more than 2,500sqm of retail/leisure floorspace within the centre and is a 'major development'. The advertisement consent application accompanies the planning application and is consequently considered in tandem. The location of the site in relation to the wider urban area is shown below (noting the red line specifies the demise where the proposals are sought and the blue line the wider site ownership of the entire Broad Street Mall by the applicant), together with a site photograph and aerial view.



Site Location Plan (not to scale)



Site photograph showing the junction of Oxford Road and Queens Walk



Aerial view looking east

## 2. PROPOSALS

- 2.1 Full planning permission is sought for the sub-division of the vacant former Argos retail unit at basement/ground/first floor level of Broad Street Mall into five separate units. One unit (Unit 2) would remain in Class A1 retail use, primarily at ground floor level fronting onto Oxford Road (and also including a smaller area at basement level). Change of use is sought for the remaining four units proposed. Two flexible Class A1 (retail) or A3 (restaurant and café) units are proposed at ground floor level fronting onto Queens Walk (Units 3 and 5). Two Class D2 (assembly and leisure) units are also proposed. Unit 1 includes a ground floor entrance on the corner of Oxford Road and Queens Walk, leading down to the main space proposed at basement level. Unit 4 comprises an entry point off Queens Walk (located in-between the two Class A1/A3 units), leading up to the main space located at first floor level.
- 2.2 In addition to the subdivision and changes of use proposed, the proposed works also include shared access and means of escape. The proposals show a shared servicing access and fire escape core located at the southern end of the site. This will connect the basement servicing access to Units 2, 4 and 5. Unit 1 has its own servicing access point at basement, whilst Unit 3 will be separately serviced (off Oxford Road/Queens Walk).
- 2.3 Furthermore, replacement shopfront works and associated external alterations on the Oxford Road and Queens Walk frontages are also sought. Typically the shopfronts will be largely glazed with automatic opening doors, with the remaining areas re-cladded and a signage zone provided above. The floorspace schedules are:

### Existing Gross Internal Area schedule (GIA sqm)

	Use Class	Basement	Ground Floor	First Floor	Total
Former Argos	A1	945	1061	1273	3279
Total		945	1061	1273	3279

### Proposed Gross Internal Area schedule (GIA sqm)

	Use Class	Basement	Ground Floor	First Floor	Total
Unit 1	D2	627	55		682
Unit 2	A1	206	575		781
Unit 3	A1/A3		74		74
Unit 4	D2		44	1154	1198
Unit 5	A1/A3		143		143
Shared ancillary & fire escapes		94	141	86	321
Total		927	1032	1240	3199*

\* The difference between the existing and proposed total floor figures is explained by the proposed party walls between the five units not being counted in the proposed GIA figures.

- 2.4 Separate Advertisement Consent is also sought for the display of 4 canopy awnings with tenant names on the Queens Walk frontage. These will serve the two Class A1/A3 units proposed, with two awnings per unit. To clarify, as these include text on the awnings, they require advertisement consent rather than planning permission (as per the definition of an ‘advertisement’ detailed in section 336(1) of the Town and Country Planning Act 1990 (as amended)).
- 2.5 The awnings will be a brown red colour and comprise a fabric material, with white tenant lettering / logo on the vertical element (outer edge) of the awning. They will all be non-illuminated, retractable and 3m in depth from the façade of the units when fully open (0.1m when closed). They will be 3.55m above the walkway and three of the four awnings will be 5m in width, with the other 2.5m in width. The design/style of the awnings is identical to that approved further along Queens Walk in 2017 (see relevant history section below).
- 2.6 The elevation plan also details movable windbreak barriers, movable tables and chairs and movable planters, none of which require advertisement consent (and given they are movable do not constitute development). An informative will be included on the decision notice specifying that other licences will be however be required.
- 2.7 Although the proposed uses are considered from the various use class(es) sought, the applicant has indicated that it is intended for Unit 2 (Class A1 at basement/ground floor level) to be occupied by a national supermarket operator and Unit 4 (Class D2 at ground/first floor level) by a cinema operator. The intended occupiers of the basement/ground floor Class D2 unit and two ground floor Class A1/A3 units have not been specified.
- 2.8 In terms of the Community Infrastructure Levy (CIL), the applicant has duly completed a CIL liability form with the submission. As per the CIL charging schedule this proposal will attract a charge of £0.

### 3. PLANNING HISTORY

- 3.1 There have been numerous applications relating to both the application site and the wider Broad Street Mall site. The majority of these are not specifically relevant to the current proposals, but the following are considered to be of relevance:

- 3.2 Units 3-9 Queens Walk - 171222 - Display of 11 canopy awnings with tenant names (9 on Queens Walk & 2 on Dusseldorf Way elevations). Advertisement Consent Granted 29/09/17. This has parallels with the proposed advertisements, with this consent from 2017 relating to the units to the south of the Fountain House entrance.
- 3.3 180851 - Amalgamation of Units 37a & 55-56 to form a single Retail Unit (Class A1) arranged over Ground and Basement Floors. Installation of Shop fronts to Oxford Road Elevation and Return Mall Elevation. This is a current application under consideration by officers and relates to the former Poundworld and Cash Solutions units.
4. CONSULTATIONS
- i) RBC Transport
- 4.1 Transport Development Control section advises that the proposed A1 and A1/A3 uses are the type of use associated with town centre sites and many of the trips generated by the proposed use would be shared with other town centre, employment, service and retail outlets. However, the Class D2 use class is a wide use class with numerous potential uses which may have a wider transport impact.
- 4.2 The site is located within the Reading Central Area and within Reading's primary shopping area. The site is located within Zone 1 of the adopted Parking Standards and Design SPD which is an area at the very heart of Reading Borough, consisting primarily of retail and commercial office developments, with limited residential. This area is well served by rail and bus links and also contains the largest proportion of public car parking spaces. The Broad Street Mall, The Oracle and Q-Park multi storey car parks are also in close proximity to the site. Therefore, it is considered that in this location, the proposed mixed-use scheme will have no impact in terms of on-street parking given that there are extensive parking controls in the area.
- 4.3 Servicing and waste collection for four of the five units will be centralised and take place from within the Broad Street Mall basement area. Therefore, there will be no impact on the public highway in terms of deliveries and servicing from these units. Unit 3 (Class A1/A3 unit fronting onto Queens Walk) will not utilise the basement and would instead be agreed with the eventual operator. As such, solely in relation to Unit 3, a pre-occupation delivery/service management plan will be secured via condition.
- 4.4 The submitted plan illustrates that outdoor seating area(s) would be located on the Queens Walk frontage which would project out 4500mm from the building line. It should be noted that the applicant would need to apply for a separate pavement café license which would need to be applied for on an annual basis. This process is separate to the planning process and an application should be made to the Council's Licencing department.
- 4.5 The town 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 storage for staff working within the retail/leisure units. As such, a pre-occupation condition will secure details of the staff cycle parking facilities.

- 4.6 Finally from a transport perspective, although the works are limited to internal alterations / replacement shopfront, the location of the site is such that a construction method statement (CMS) is required to be secured to protect highway safety should Oxford Road sought to be used to implement the permission. The CMS is also considered to be necessary to protect the amenity of local land uses and the character of the area.
- 4.7 In view of the above, there are no transport objections to the proposal subject to the conditions referenced.
- ii) RBC Environmental Protection
- 4.8 No objections.
- iii) RBC Licensing
- 4.9 The proposal includes the possible creation of two Class A3 units. The site is located within the Council's Cumulative Impact Area. This area has a presumption that all new applications for bars - where the predominant activity is the sale of alcohol - and takeaways will be refused unless the applicant can demonstrate they will not create additional negative cumulative impact in the town (Planning Officer note: such bars would be a Class A4 use and takeaways Class A5, which is in contrast to the Class A3 use proposed in this instance).
- 4.10 The Council's licensing policy is generally welcome of bona fide restaurants where alcohol is sold ancillary to food; there is 100 percent seating and it is food led and not alcohol led. A bona fide restaurant should not have any place for vertical drinking and should be utilising waiters and waitresses to serve to tables. If the proposal is for this type of establishment then it would generally be welcomed as it will fulfil the aspiration within the licensing policy of diversifying the offering in the town centre to provide a venue that is welcoming to all. This type of operation has been shown to have less of an impact on crime and disorder in the town to bars and takeaways.
- 4.11 The slight concern is over whether the premises concerned will be a bona fide restaurant or have a late night bar element. Late night bars which encourage vertical drinking and are alcohol led are shown to undermine the promotion of the licensing objectives, create crime and disorder, and have a negative impact on the town centre if poorly managed.
- iv) Crime Prevention Design Advisor (CPDA) at Thames Valley Police
- 4.12 The CPDA does not wish to object to the proposals. However, the CPDA notes that opportunities to promote community safety remain, with queries in relation to the management of goods/waste deliveries/collections and a request to be consulted on any future Licensing application relating to operating conditions for the Class A3 units proposed.
- 4.13 A further query was raised in relation to the management of the street furniture area. Planning Officer note: As these are movable objects they do not require planning / advertisement consent and are not considered as part of this proposal, although an informative will be included on the advertisement consent specifying that separate licences will be separately required for these elements.
- v) Reading UK CIC

- 4.14 Reading UK CIC, including the management of the Business Improvement District, is in full support of the redevelopment of this part of Broad Street Mall, and welcome the additional benefits to the Oxford Road area (and neighbouring business) if a new leisure option, and regenerated streetscape was delivered.
- 4.15 Given the floorspace involved, a section 106 legal agreement will be required for an Employment, Skills and Training Plan (ESP) under the terms of the Council's SPD. In this instance this would take the form of two ESPs - one for the construction phase and one for the end use phase. Reading UK CIC will work with the developers in creating an ESP to maximise the opportunities this development could create for local residents. This is especially useful for the west Reading area, which rarely benefits from ESP delivery.

vi) Public consultation

- 4.16 Notification letters were sent to nearby occupiers on 30/05/18, expiring on 20/06/18. Site notices were erected on 31/05/18, expiring on 21/06/18. A press notice was published on 07/06/18, expiring on 28/06/18. No responses have been received.

5. LEGAL AND PLANNING POLICY CONTEXT

- 5.1 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 a listed building or its setting or any features of special interest which it possesses.
- 5.2 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'.
- 5.3 Regulation 3 of the Town and Country Planning (Control of Advertisements) (England) Regulations 2007 requires the Local Planning Authority to exercise its powers under these regulations in the interests of amenity and public safety taking into account the provisions of the development plan, so far as they are material; and any other relevant factors. Regulation 3 states that factors relevant to amenity include: the general characteristics of the locality, including the presence of any feature of historic, architectural, cultural, or similar interest. Factors relevant to public safety include highway safety and whether the advert would hinder security or surveillance devices, including speed cameras.
- 5.4 The application has been assessed against the following policies:
- 5.5 National  
National Planning Policy Framework (2012)  
National Planning Policy Guidance (2014 onwards)
- 5.6 Reading Borough Local Development Framework - Adopted Core Strategy (2008) (Altered 2015)
- CS1 Sustainable Construction and Design  
CS2 Waste Minimisation

- CS3 Social Inclusion and Diversity
- CS4 Accessibility and the Intensity of Development
- CS5 Inclusive Access
- CS7 Design and the Public Realm
- CS9 Infrastructure, Services, Resources and Amenities
- CS13 Impact of Employment Development
- CS20 Implementation of the Reading Transport Strategy
- CS24 Car / Cycle Parking
- CS25 Scale and Location of Retail, Leisure and Culture Development
- 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

#### 5.7 Reading Central Area Action Plan (2009)

- RC2 West Side Major Opportunity Area
- RC5 Design in the Centre
- RC6 Definition of the Centre
- RC7 Leisure, Culture and Tourism in the Centre
- RC10 Active Frontages

#### 5.8 Sites and Detailed Policies Document (2012) (Altered 2015)

- SD1 Presumption in Favour of Sustainable Development
- DM1 Adaptation to Climate Change
- DM2 Decentralised Energy
- DM3 Infrastructure Planning
- DM4 Safeguarding Amenity
- DM12 Access, Traffic and Highway Related Matters
- DM19 Air Quality
- DM22 Advertisements
- DM23 Shopfronts and Cash Machines
- SA14 Cycle Routes

#### 5.9 Reading Borough Council Supplementary Planning Documents

- Employment, Skills and Training SPD (2013)
- Revised Parking Standards and Design SPD (2011)
- Revised SPD on Planning Obligations under Section 106 (2015)
- Sustainable Design and Construction SPD (2011)

### 6. APPRAISAL

#### 6.1 The main issues are considered to be:

- i) Principle of development - land use considerations
  - ii) Scale, appearance, design and effect on heritage assets
  - iii) Amenity / Quality of proposed/reconfigured floorspace
  - iv) Transport
  - v) Sustainability
  - vi) Other matters -S106 & Equality
  - vii) Advertisement Consent application
- i) Principle of development - land use considerations



- 6.2 The lawful use of the unit is Class A1, having most recently been occupied by Argos (3279sqm). This proposal seeks to retain a proportion of solely Class A1 use (781sqm) and, as part of the subdivision of the unit to create 5 separate units, change the use of the remaining space (2418sqm) to two flexible retail (Class A1) or restaurant and café (Class A3) units (74 + 143 = 217sqm) and two assembly and leisure (Class D2) units (682 + 1198 = 1880sqm).
- 6.3 Whilst acknowledging that the proposal would result in a significant reduction in Class A1 floorspace, adopted policies CS25, CS26, CS27, RC2, RC6, RC7 and RC10 and the NPPF all recognise the provision of wider retail (such as the proposed restaurant and cafes uses possible at two units) and leisure (such as the two proposed assembly and leisure units) uses as main town centre uses (explicitly stated in RC10). Accordingly, within this designated primary shopping area, central core and major opportunity area location (as per the RCAAP), the proposals raise no in-principle land use concerns. The principle of introducing separate units fronting onto Queens Walk, maintaining a significantly sized unit at ground floor level on the Oxford Road frontage and introducing leisure uses at basement and first floor levels can only help enhance the vitality and viability of the regional centre, in the context of a currently vacant unit (as per policies CS25, CS26 and CS27). In particular, the increase of activity on Queens Walk through the provision of two self-contained units is strongly welcomed. The proposals also closely align with the West Side MOA Broad Street Mall allocation (Policy RC2d) for continued retail and leisure provision, maintaining the Oxford Road frontage, whilst restaurant / leisure uses are supported under policies RC6 and RC7.
- 6.4 Accordingly, the principle of the proposed development is considered to be established. The amenity section below considers the various potential impacts of the proposed uses in more detail.
- ii) Scale, appearance, design and effect on heritage assets
- 6.5 The extent of the external works associated with the change of use is fairly modest in scale and nature, being limited to replacing the shopfronts at ground floor level. The proposed largely glazed shopfronts (and tile cladding in the areas between the glazing) are contemporary in nature and align with the principles of both policies RC10 and DM23. The existing shopfront is considered to be in need of improvement and the proposed lightweight approach, with clear areas for future signage proposals (which would be subject to separate advertisement consent applications by future tenants), automatic sliding doors (meaning doors would not open inwards or outwards) and no recesses (thereby limiting the possibility of anti-social behavior / fear of crime) is welcomed. A condition is recommended to ensure the units retain active window displays along the length of the frontages (without the installation of window vinyls, roller shutters, or similar), to contribute to the vibrancy of the town centre and provide visual interest. With this secured the replacement shopfronts are welcomed by officers.
- 6.6 These external works, as already identified as modest in nature, are not considered to have any adverse impact on nearby heritage assets and will also suitably protect the setting of the nearby listed buildings as well. The proposals would not harmfully alter the character of the listed buildings. As such, the proposals are considered to comply with policy CS33 and associated national guidance.
- iii) Amenity / Quality of proposed/reconfigured floorspace

- 6.7 In respect of the potential amenity impacts on nearby occupiers (such as residential occupiers on the upper floors of Oxford Road / Cheapside and hotel/student occupiers on Queens Walk) it is considered that the separate units proposed would not, individually or cumulatively result in a loss of amenity which would be significantly worse than that possible from the existing single unit at the site.
- 6.8 Although it is acknowledging that the subdivision of the unit may result in a more intensive use than when the unit was previously occupied, within this RCAAP / primary shopping area / central core location a degree of late-night noise/disturbance already occurs and the proposals would not substantially worsen this situation. Moreover, a number of conditions outlined elsewhere in this report (most substantially in the following paragraphs in relation to hours / services and deliveries / plant / extraction / noise) would assist in maintaining suitable amenity for existing/future occupiers.
- 6.9 Turning to consider the quality of space provided, the units are regularly shaped and of sufficient size to be capable of attracting a variety of potential future occupiers. In particular, the basement and first floor Class D2 units importantly also include generously sized reception spaces at ground floor level, giving these units a street level presence to assist in attracting passing custom. The Class A1 unit includes a wide frontage onto Oxford Road, while the two Class A1/A3 units would have prominent frontages onto Queens Walk.
- 6.10 In terms of opening hours, officers are minded to secure the following via condition:

Use	Monday-Saturday (unless where otherwise stated)	Sunday & Bank Holidays (unless where otherwise stated)
Class A1	8am - 11pm	8am - 10pm
Class A3	8am - 11pm	8am - 10pm
Class D2 Cinema	10.30am - midnight Monday-Thursday & Bank Holidays	10.30am - 2am Friday/Saturday/Sunday
Other Class D2 uses	8am - 11pm	8am - 10pm

- 6.11 In this regard it is considered that these hours of use strike an appropriate balance between providing flexibility for future occupiers and protecting nearby amenity. In particular, the applicant has specifically requested the hours specified for a potential Class D2 cinema use, which given the nature of this use is considered suitable until 2am at weekends. It is considered necessary to differentiate the Class D2 cinema use from other Class D2 uses (music and concert halls, bingo and dance halls [but not night clubs], swimming baths, skating rinks, gymnasiums or area for indoor or outdoor sports and recreations) with an earlier closing time for these other uses (in line with the Class A1 / A3 hours), as they have the potential to cause a level of noise and disturbance to nearby occupiers (such as hotel guests or student occupiers along Queens Walk) that would be significantly detrimental to amenity.
- 6.12 As outlined in the Transport observations at section 4i), a services and deliveries management plan will be secured by condition in relation to Unit 3. With regard to the other four units the servicing and delivery arrangements will be combined at basement level akin to other units within Broad Street Mall.
- 6.13 With specific regard to the Class D2 uses, given the wide variety of potential uses possible under this use class (each with its own potential noise/disturbance impacts) it is considered necessary to include specific conditions detailing that any

externally located plant noise and/or kitchen extraction system details (showing compliance with local policies) are submitted/approved prior to first use. Such conditions will also apply in relation to should such elements be included within the Class A1/A3 operations too. With specific regard to any possible future gym (Class D2) use, a separate condition will also be secured to require a noise assessment, including specific reference to structure borne noise, to be submitted and approved prior to the first use of the unit(s) for a gym use.

6.14 It is also recommended for an informative to be added to any permission denoting that if implemented, the permission would give flexibility for use within the two Class A1/A3 units for 10 years from the date of the permission. After 10 years the lawful use would revert to whichever of the permitted uses is taking place at the time within the units (or each unit should they subsequently be sub-divided in smaller separate units).

6.15 It is also noted that, as per section 4 above, the Crime Prevention Design Advisor at Thames Valley Police and Environmental Protection / Licensing colleagues are satisfied with the proposals from their perspectives. Therefore, in overall terms, with the recommended conditions secured the proposals are considered to provide a suitable standard of accommodation for a variety of potential occupiers whilst not significantly harming the amenity of existing nearby occupiers either.

iv) Transport

6.16 Section 4i) above details the Transport based observations on the application. In short, the proposals are considered appropriate from a transport perspective subject to conditions relating to a construction method statement, cycle parking for future staff and servicing/delivery details for Unit 3.

v) Sustainability

6.17 In line with the Sustainability SPD (which feeds into adopted policies CS1 and DM1) a BREEAM pre-assessment should have been submitted with the application. No details have been submitted and therefore it is considered necessary to secure two conditions to ensure the proposal contributes sufficiently to the aforementioned policy and guidance. The first, a pre-commencement condition, seeks an interim BREEAM certificate to demonstrate that the development would achieve the required 50% Very Good / 50% Excellent ratings. The second element, secured prior to first occupation, will secure a copy of the final BREEAM certificate of compliance, which shall demonstrate that the above ratings have been achieved.

6.18 Officers acknowledge that there may be inherent difficulties incorporating substantial sustainability improvements within schemes such as this, primarily owing to it predominantly involving the change of use of an existing building. As such, should there be shortfalls in the subsequent discharge of condition submissions (i.e. not in line with the wording of the condition), mitigating factors will be taken into account by officers when subsequently assessing such matters (i.e. a flexible approach to the stipulations of the BREEAM rating will be able to be applied by officers in the event that justifiable reasons for any shortfalls are put forward for consideration by the applicant). As such, the conditions are considered to be necessary in this case (and pass the other tests of a condition too), but a degree of flexibility will be able to be applied by officers (if applicable) in the future at the discharge of conditions stage.

- 6.19 In relation to energy matters, it is considered in this specific instance that such matters can be incorporated/considered within the scope of the sustainability conditions outlined above. This is without a specific energy report being required in this instance, owing to the nature of the proposal (change of use) and this being marginally above the Policy DM2 1000sqm threshold.

vi) Other matters -S106 & Equality

#### Section 106 Legal Agreement

- 6.20 Given the nature of the proposal (change of use over 1000sqm for commercial / employment generating uses - the applicant states at question 19 of the application form that the equivalent of 80 full-time employees will be created through the proposals) and as outlined in section 4v above, UK CIC recommends that an Employment, Skills and Training Plan (ESP) is secured via legal agreement. In line with the adopted SPD both a construction phase and end use phase ESP is sought and required in this instance.
- 6.21 It is considered that the obligation would comply with the National Planning Policy Framework and Community Infrastructure Levy (CIL) in that it would be: i) necessary to make the development acceptable in planning terms, ii) directly related to the development and iii) fairly and reasonably related in scale and kind to the development.

#### Equality

- 6.22 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. 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.

vii) Advertisement Consent application

- 6.23 As with all advertisement consent applications the main issues are considered to be amenity and public safety. Considering amenity first, the NPPG (Paragraph: 079 Reference ID: 18b-079-20140306) provides clarification as to the exact context amenity should be considered with regard to advertisement consent applications. In short, it includes aural and visual amenity and factors relevant to amenity include the general characteristics of the locality, including the presence of any feature of historic, architectural, cultural or similar interest. Furthermore, at the local level, policies CS7, DM22 and RC5 require that development be compatible with the character and appearance of the surrounding environment in order to maintain the visual amenities of the area. In particular, policy DM22 states:

*“Advertisements will respect the building or structure on which they are located and/or their surroundings and setting in terms of size, location, design, materials, colour, noise, lettering, amount and type of text, illumination and luminance, and will not have a detrimental effect on public safety. The cumulative impact of adverts will be taken into account, and a proliferation of advertisements that detrimentally affects visual or aural amenity or public safety will not be acceptable”.*

- 6.24 In these regards no concerns are raised, as the proposals represent a comprehensive response to the units at this part of Broad Street Mall, providing a degree of uniformity (providing all are implemented) and in-turn helping improve (rather than detract) the visual amenity at this point of Queens Walk, which is welcomed by officers. The awnings have been shown in both an open and retracted form, with the coverage of lettering on the awnings considered to be respectful. The proposals also align with awnings granted advertisement consent in 2017 further to the south on Queens Walk (and continuing onto Dusseldorf Way), thereby providing further uniformity should both schemes be implemented (the 2017 consent has not yet been implemented).
- 6.25 Turning to consider public safety matters, the NPPG (in particular in this instance Paragraph: 068 Reference ID: 18b-068-20140306 & Paragraph: 078 Reference ID: 18b-078-20140306) provides guidance as to the considerations affecting public safety for advertisement consent applications. These are detailed below (in *italics*), together with officer responses in relation to the proposal (in **bold**). In most cases, owing to the location of the site within a pedestrianised area, no or little impact is anticipated.

*The main types of advertisement which may cause danger to road users are:*

- (a) *those which obstruct or impair sight-lines at corners, bends or at a junction, or at any point of access to a highway; **No** - although Queens Walk is not a public highway, a sufficient gap between other structures (e.g. bollards/street furniture) is considered appropriate for continued emergency vehicle access at this point.*
- (b) *those which, because of their size or siting, would obstruct or confuse a road-user's view, or reduce the clarity or effectiveness of a traffic sign or signal, or would be likely to distract road-users because of their unusual nature; **No***
- (c) *those which effectively leave insufficient clearance above any part of a highway, or insufficient lateral clearance for vehicles on the carriageway (due allowance being made for the camber of the road-surface); **No** - same response as a) above.*
- (d) *those externally or internally illuminated signs (incorporating either flashing or static lights) including those utilising light emitting diode technology: **N/A** - the awnings are non-illuminated.*
- i. *where the means of illumination is directly visible from any part of the road; **N/A***
- ii. *which, because of their colour, could be mistaken for, or confused with, traffic lights or any other authorised signals; **N/A***
- iii. *which, because of their size or brightness, could result in glare and dazzle, or distract road-users, particularly in misty or wet weather; **N/A***
- iv. *which are subject to frequent changes of the display; **N/A***
- (e) *those which incorporate moving or apparently moving elements in their display, or successive individual advertisements which do not display the whole message; **No***
- (f) *those requiring close study (such as Public Information Panels), which are situated so that people looking at them would be insufficiently protected from passing vehicles; or those advertisements sited on narrow footpaths where they may interfere with safe passage by causing pedestrians to step into the road; **No**.*
- (g) *those which resemble traffic signs, as defined in section 64 of the Road Traffic Regulation Act 1984, and may therefore be subject to removal by the traffic authority under section 69 of that Act, for example:*

*i. those embodying red circles, crosses or triangles, or any traffic sign symbol; or those in combinations of colours which might otherwise be mistaken for traffic signs; No - brown / red awnings with white lettering would not arise such issues or*

*ii. those incorporating large arrows or chevrons with only the arrow or chevron made of retroreflective material or illuminated, causing confusion with similar signs in use at, or approaching roundabouts. No such elements proposed*

*(h) those which embody directional or other traffic elements and which need special scrutiny because of possible resemblance to, or confusion with, traffic signs, for example, advertisements which:*

*i. contain a large arrow or chevron (or have a pointed end and have only a few words of message); No*

*ii. invite drivers to turn right on a main road, or where there is fast moving traffic; No*

*iii. invite drivers to turn, but are sited so close to the turning that there is not enough time to signal and turn safely; No or*

*iv. are so close to similar advertisements, or official traffic signs, that road-users might be confused in the vicinity of a road junction or other traffic hazard. No*

*The prevention of crime is a public safety consideration and local planning authorities should consider whether granting express consent could block the view of CCTV cameras, or whether illumination from an advertisement would cause glare on such cameras. No - it was seen during the officer site visit that an existing CCTV camera is currently placed at a higher level than the proposed awnings, potentially reducing coverage underneath the area of the awnings. However, the coverage of such an area is small and it would be anticipated that future occupiers would include their own CCTV systems covering these areas. The proposal would not reduce/block CCTV coverage for other nearby sites, such as the neighbouring Penta Hotel.*

6.26 In light of the above it is confirmed that the advertisement proposals are considered to be satisfactory on public safety grounds. Therefore, having regard to the material considerations and all matters raised in relation to the proposed adverts, officers consider that the balance of considerations consequently weigh in favour of granting advertisement consent subject to conditions.

## 7. CONCLUSION

7.1 The proposals seeking full planning permission are considered to be acceptable within the context of national and local planning policies, as detailed in the appraisal above. As such, full planning permission is recommended for approval, subject to the recommended conditions and completion of the S106 Legal Agreement.

7.2 Similarly, the advertisement consent proposals are also considered to be acceptable and are recommended to be granted subject to conditions.

Drawings/information:

180823/FUL:

0360 Rev P-01 -Existing Oxford Road Corner Site Location Plan, as received 18/05/18

0361 Rev P-01 -Existing Oxford Road Corner Site Plan, as received 18/05/18

0362 Rev P-01 -Existing Oxford Road Corner Basement Plan, as received 18/05/18  
0363 Rev P-01 -Existing Oxford Road Corner Ground Floor Plan, as received 18/05/18  
0364 Rev P-01 -Existing Oxford Road Corner First Floor Plan, as received 18/05/18  
0366 Rev P-01 -Proposed Oxford Road Corner Basement Plan, as received 18/05/18  
0367 Rev P-01 -Proposed Oxford Road Corner Ground Floor Plan, as received 18/05/18  
0368 Rev P-02 -Proposed Oxford Road Corner First Floor Plan, as received 29/05/18  
0370 Rev P-02 - Existing and Proposed Elevations Oxford Road Corner, as received 29/05/18  
8001 Rev P-01 - Existing Area Schedule (GIA), as received 29/05/18  
8002 Rev P-01 - Proposed Area Schedule (GIA), as received 29/05/18

Letter from DP9 Ref DP4003 dated 17/05/18, as received 29/05/18

Email from DP9 'RE: Broad St Mall, 47 Oxford Rd, Reading (180823 / 180824)', dated and received 29/05/18

180824/ADV:

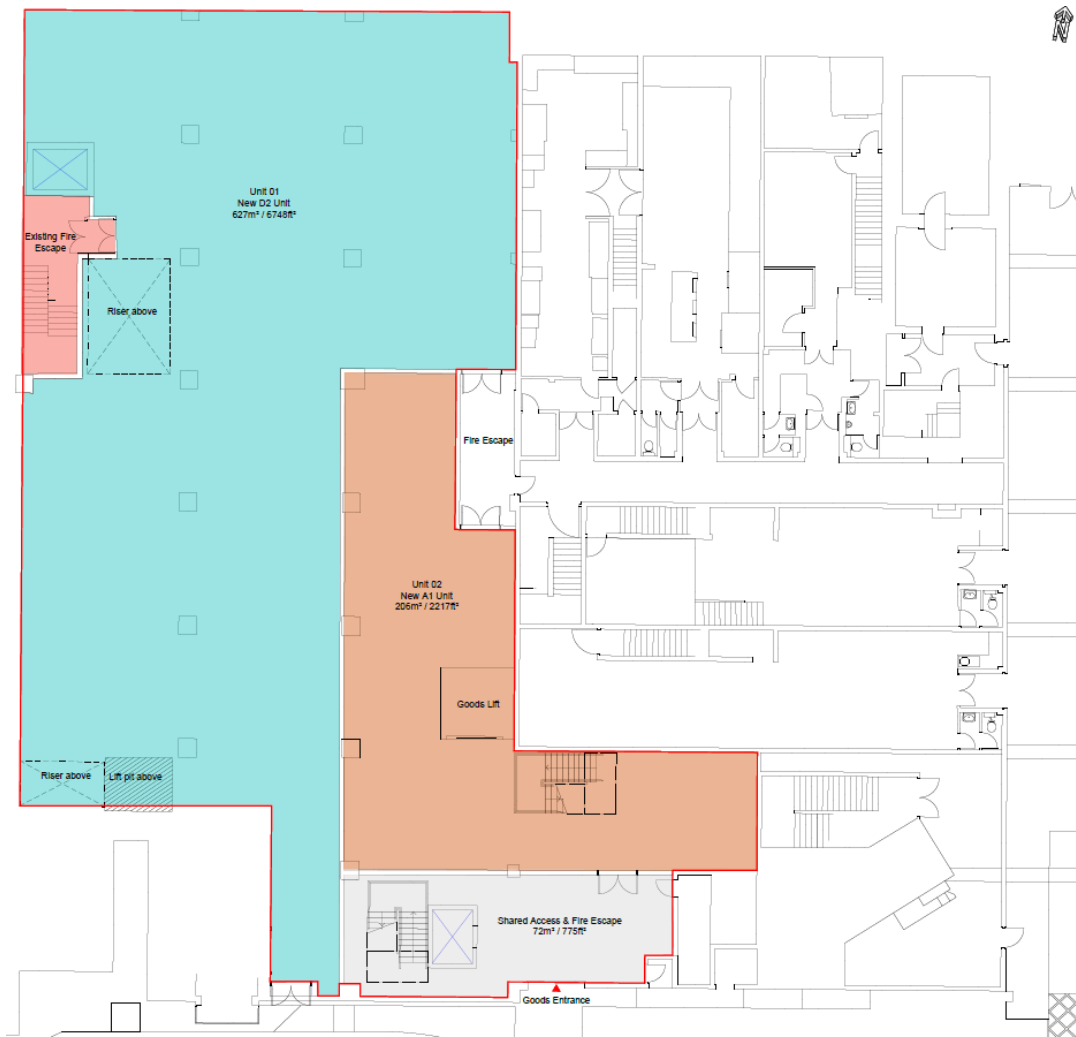
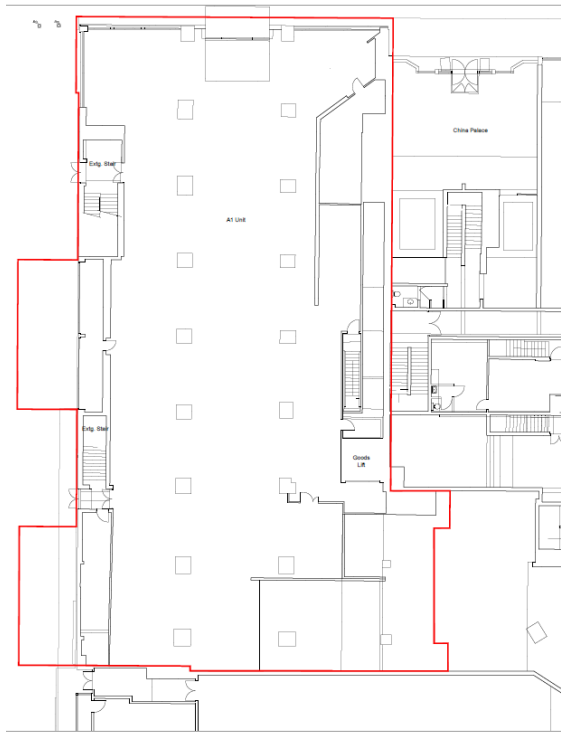
0360 Rev P-01 -Existing Oxford Road Corner Site Location Plan, as received 18/05/18

0370 Rev P-02 - Existing and Proposed Elevations Oxford Road Corner, as received 29/05/18

Letter from DP9 Ref DP4003 dated 17/05/18, as received 29/05/18

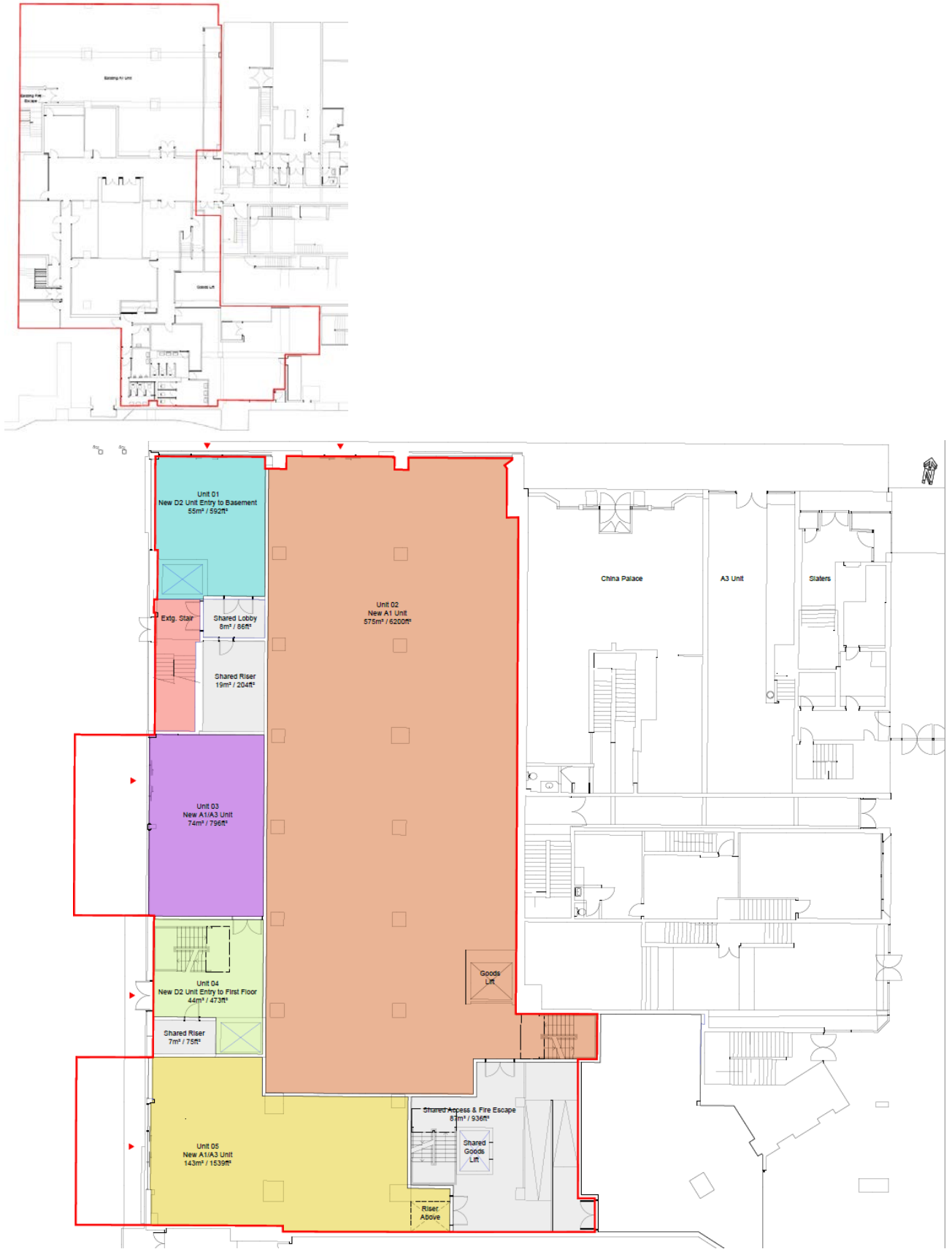
Email from DP9 'RE: Broad St Mall, 47 Oxford Rd, Reading (180823 / 180824)', dated and received 29/05/18

Case Officer: Jonathan Markwell

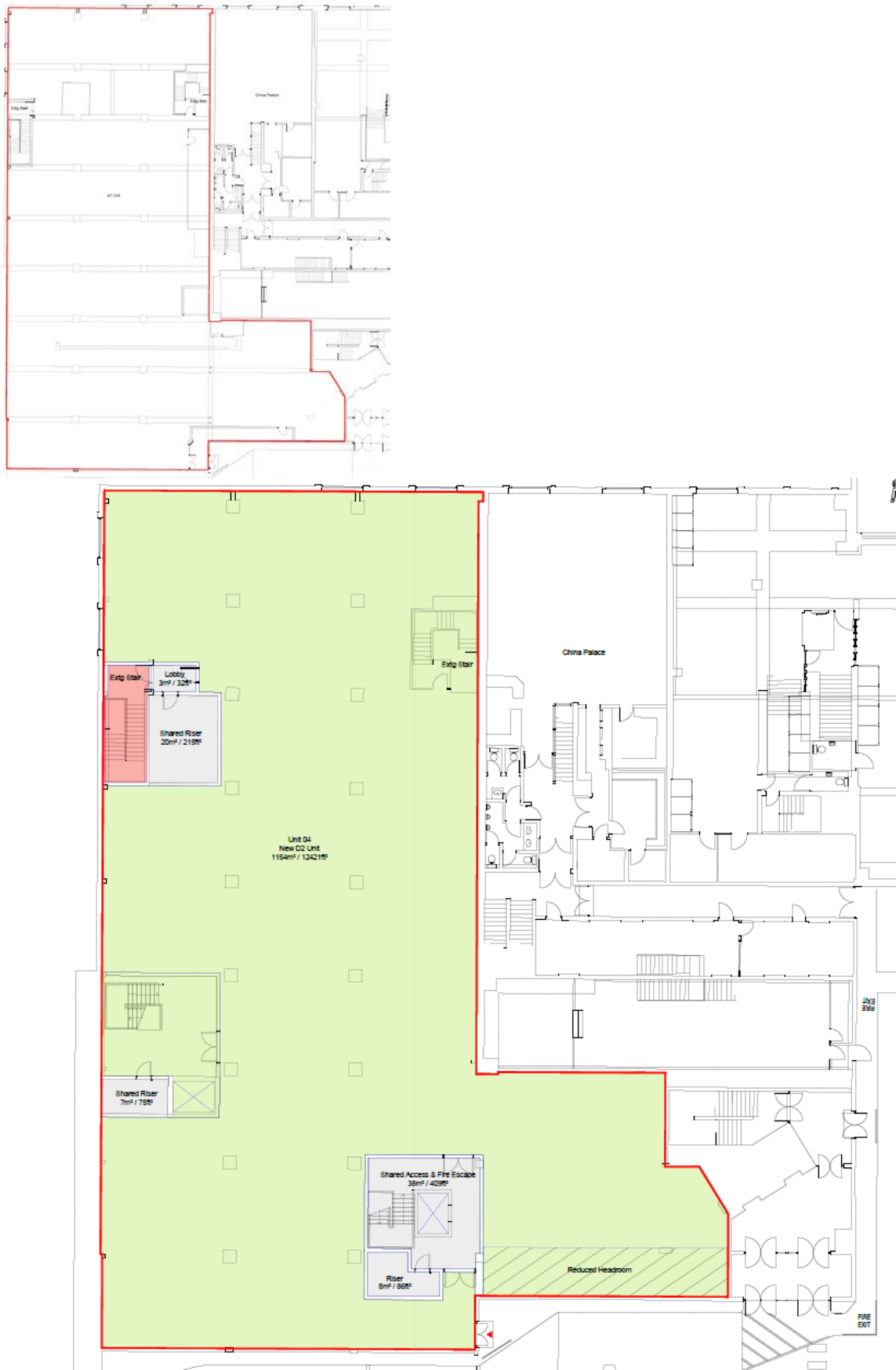


Existing and Proposed basement floor plan

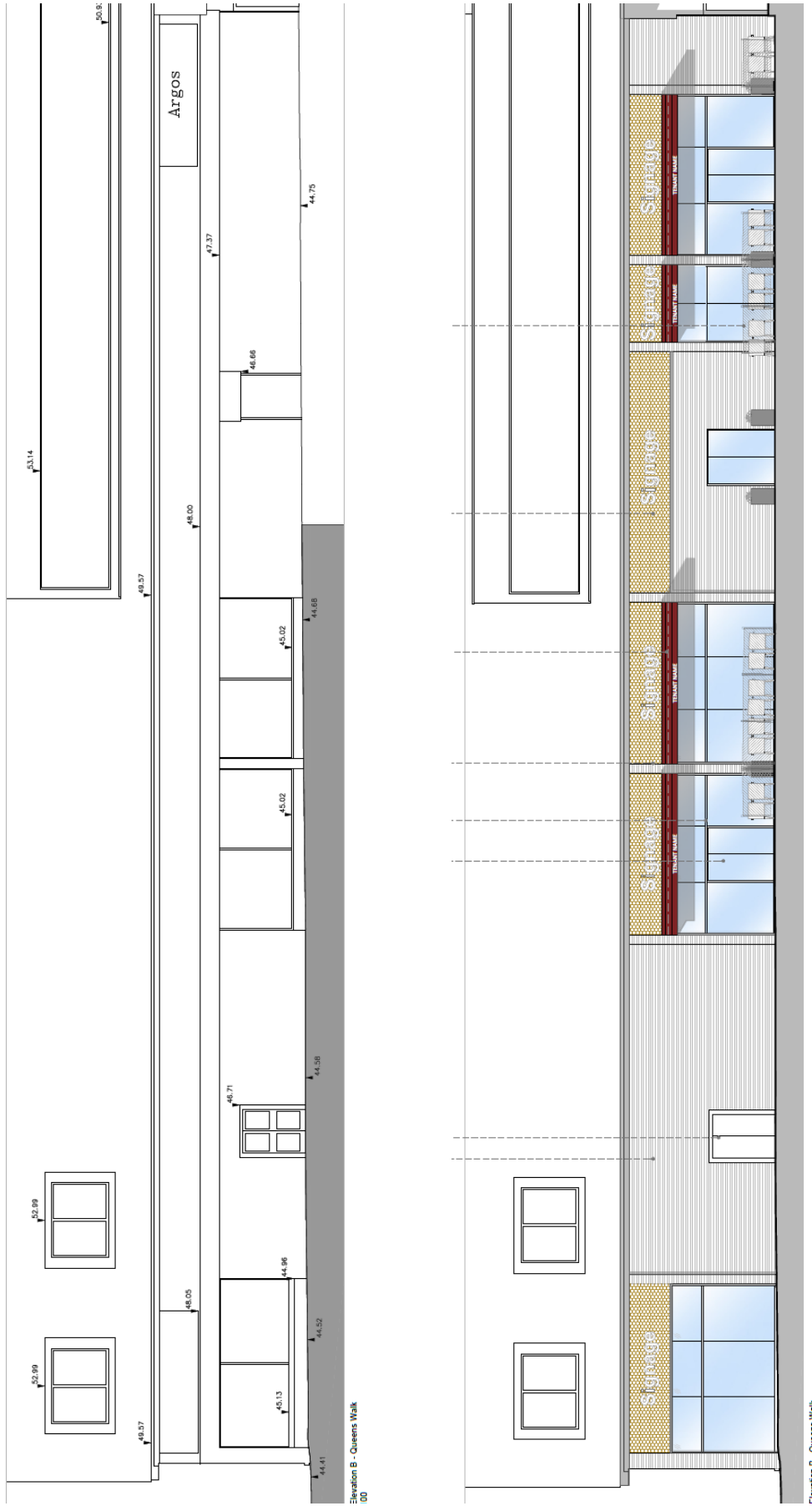




Existing and Proposed ground floor plan



Existing and Proposed first floor plan



Existing and Proposed Queens Walk elevations

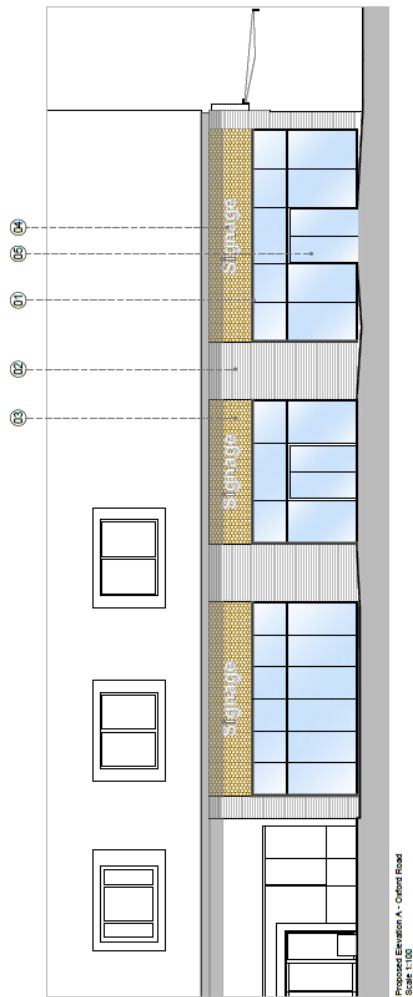
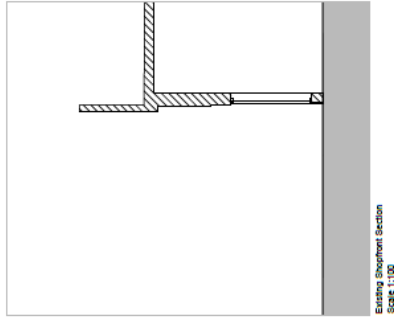
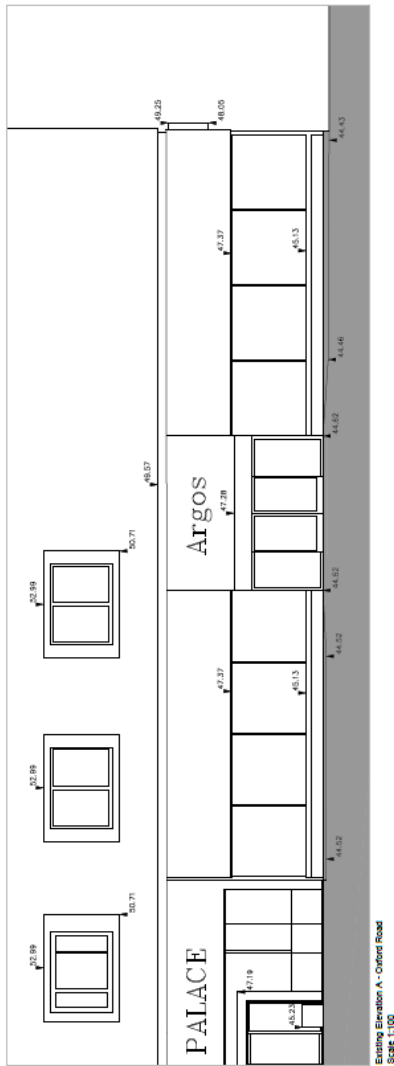


Existing Queens Walk frontage looking south

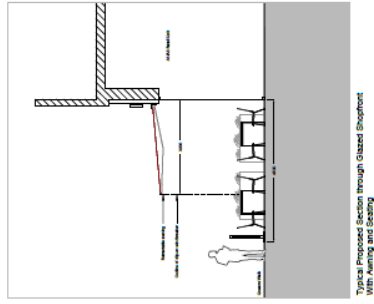
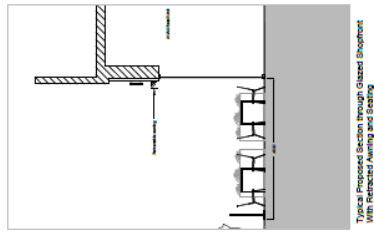
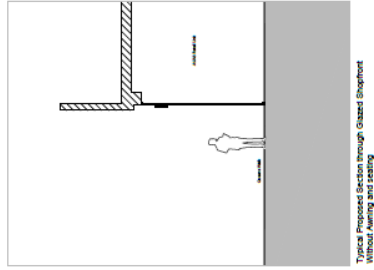


Existing Oxford Road frontage looking east

Next page: Existing and Proposed Oxford Road elevations & side elevation of awnings



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# BATTLE





## COMMITTEE REPORT

BY THE DIRECTOR OF ENVIRONMENT & NEIGHBOURHOOD SERVICES

READING BOROUGH COUNCIL

ITEM NO. 10

PLANNING APPLICATIONS COMMITTEE: 18 July 2018

Ward: Battle

App No.: 180319/FUL

Site Address: Battle Hospital Site, Portman Road, Reading,

Proposal: Application for 211 dwellings with associated access, cycle path provision, parking, landscaping and open space provision, following demolition of existing buildings (amended description).

Applicant: Bellway Homes Ltd (Thames Valley)

Date valid: 2 February 2018

Target Determination Date: 28 September 2018 (agreed extension)

26 Week Date: 21 August 2018

### RECOMMENDATION

Delegate to Head of Planning, Development and Regulatory Services to:

i) GRANT Full Planning Permission, subject to the satisfactory completion of a S.106 legal agreement to secure:

1. Affordable Housing

a) To secure 50 (fifty) dwellings, as Affordable Housing within the site as shown on submitted drawing 031610-BEL-TV-06 'Tenure Plan', received 5 July 2018 and as follows:

- 14 (fourteen) houses (plots 26,27,28,29,30,31,32,33,34,36,37,38,39 and 40) as Social Rent tenure.
- 11 (eleven) flats, all units in 'Block 5', as Affordable Rent tenure.
- 17 (seventeen) flats, all units in 'Block 4', as Shared Ownership tenure.
- A further eight houses (Plots 19,20,21,22,23,24,25 and 35) as Shared Ownership tenure.

The 11 Affordable Rent units (Block 5) to be provided prior to first occupation of the 75th market housing unit, with the remaining Affordable units to be provided prior to first occupation of the 150th dwelling on site.

b) In the event that a Registered Provider is not secured for the provision of the Affordable Housing, the Units to be offered to the Council to be provided by the Council as Affordable Housing.

c) In the event that an Affordable Housing provider is not secured. The developer to pay to the Council the sum equivalent to 12% of the Gross Development Value of the development for provision of Affordable Housing elsewhere in the Borough. To be calculated (the mean average) from two independent RICS valuations to be submitted and agreed by the Council prior to first occupation of any Market Housing Unit. To be paid prior to first occupation of any Market Housing Unit and index-linked from the date of valuation.

2. Highways:

i) The sum of £54,000 (fifty four thousand pounds) towards provision by the Council of a cycleway link from the site to Cow Lane roundabout along the southern verge of Portman Road and highway improvement works at the Cow Lane roundabout junction. Payable prior to commencement and Index-linked from the date of permission

ii) To enter into a s.278 agreement to carry out the off-site highway works to (a) form

the junction of the site with Portman Way and (b) provide pedestrian links to Portman Way/Valentia Road within adopted Highway land as shown on approved Hard Landscape Boundary Treatment and 'Access Inset' drawings. Works to be completed in accordance with a timetable to be agreed.

iii) To secure works on-site to integrate with adjacent highway land - removal of existing fences, provision of pedestrian links to Portman Way/Valentia Road as shown on approved Hard Landscape, Boundary Treatment and Access Inset plans. Prior to first occupation, or timetable agreed in writing prior to first occupation.

iv) A contribution of £7,500 (seven thousand five hundred pounds) (index linked from date of permission) towards Traffic Regulation Order to introduce parking controls within the site (and requirement for private parking enforcement if unadopted). Parking to be in dedicated parking bays only.

3. Open Space:

i) provision prior to first occupation of the Public Open Space, including Locally Equipped Area of Play (LEAP) on site in accordance with approved drawings, subject to detailed design of play equipment and maintenance strategy being submitted for approval prior to first occupation, POS and LEAP to be maintained as approved, in good repair, and accessible to members of the public, at all times thereafter.

ii) To pay the sum of £160,000 (one hundred and sixty thousand pounds) towards improvements to Portman Road NEAP (including ongoing maintenance) prior to commencement. Index-linked from date of permission.

4. Employment Skills and Training Plan for the construction phase (including monitoring fee), or payment in lieu of a plan (£2,500 x Gross internal floor area of scheme (22,724 m<sup>2</sup>) / 1000m<sup>2</sup>) = £58,938 (fifty eight thousand nine hundred and thirty eight pounds). The Plan, or payment in lieu, to be provided at least one month prior to commencement. Payments to be index-linked from the date of permission.

5. Public Art

a) To secure the provision of Public Art (sculpture or equivalent physical artwork) to the value of £25,000 (twenty five thousand pounds) (index linked from date of permission) prior to occupation of the 190<sup>th</sup> dwelling.

b) The design of the Public Art shall be submitted to the Council for approval in writing prior to installation.

c) If the Owner and Developer are unable to provide the Public Art, to pay £25,000 (twenty five thousand pounds) (Index linked from date of permission) to the Council prior to Occupation of the 190<sup>th</sup> dwelling to fund a piece of art within the site, or on public land within Battle Ward.

(The S106 to be subject to such terms and conditions that the Head of Legal and Democratic Services considers appropriate and in the best interests of the Council.)

And

Subject to conditions to include the following:

(pre-commencement conditions labelled '(PC)')

1. Full details of external materials to be submitted for approval in accordance with those submitted (PC - excepting demolition).
2. Construction and Demolition Method Statement - Highways, noise, dust and bonfires. (PC)
3. DC2 - Vehicle accesses, roads, footpaths and cycleways within site to be provided in accordance with approved plans and in accordance with full technical details and a timetable that shall have been submitted to and approved in writing by the Local Planning Authority. (PC - excepting demolition).
4. SUDS - Full details in accordance with submitted strategy to be submitted prior to commencement (excepting demolition). Provision prior to first occupation. (PC -

- excepting demolition)
5. L2A Landscaping - Notwithstanding details shown on approved drawings, full details of soft landscaping to be submitted including timetable for implementation - to include tree pit details and wildlife-friendly planting (PC - excepting demolition)
  6. L2B Landscaping - Implementation in accordance with timetable.
  7. L3 - Landscaping maintenance (replacement of failed landscaping) - 5 years
  8. L5 - Landscaping Management Plan (10 year) for all communal landscaped areas to be submitted (PC - excepting demolition)
  9. L6 Arboricultural Method Statement and Tree Protection Plan for all trees not shown as being removed (PC)
  10. Hard Landscaping and Boundary Treatment to be provided in accordance with approved details. In accordance with a timetable that shall have been submitted for approval prior to commencement. (PC-excepting demolition)
  11. Biodiversity Enhancements to include bird and bat boxes/bricks and other measures outlined in submitted Ecological Report ref. ECO5108 and a timetable for their provision. (PC - excepting demolition)
  12. Acoustic fence to southern boundary - details to be submitted for approval and designed such that the indoor ambient noise levels at nearest receptors do not exceed the values detailed in Table 4 of BS 8233:2014. Approved fence installed prior to first occupation of dwellings at Plot numbers 1 to 25 and maintained as approved at all times thereafter. (PC - excepting demolition)
  13. Water Infrastructure - Development shall not commence until a drainage strategy detailing all on and off site drainage works has been submitted to, and approved in writing by, the local planning authority, in consultation with the sewerage undertaker (Thames Water). All drainage works referred to in the approved strategy shall be provided before first occupation of any part of the development. (PC - excepting demolition)
  14. Contaminated Land - Site Characterisation report to be submitted for approval (PC - excepting demolition)
  15. Contaminated Land - Submission of Remediation Scheme to be submitted, including a timetable for implementation and for validation reporting (PC - excepting demolition)
  16. Contaminated Land - Implementation of Remediation Scheme in accordance with timetable. Validation reporting in accordance with timetable.
  17. Contaminated Land - Reporting of unexpected contamination.
  18. Land Gas - Site investigation and characterisation. (PC - excepting demolition)
  19. Land Gas - Remediation Scheme to be submitted for approval including a timetable for implementation and for validation reporting (PC - excepting demolition)
  20. Land Gas - Implementation in accordance with approved timetable - Validation reporting in accordance with timetable.
  21. Details of all external lighting to be submitted for approval, including a timetable for its provision. (Ecology, residential amenity, safety) (PC - excepting demolition)
  22. SU1 Evidence (Design Stage Standard Assessment Procedure) that 50% of the dwellings will achieve a minimum of a 19% improvement in the dwelling emission rate over the target emission rate, as defined in The Building Regulations for England Approved Document L1A: Conservation of Fuel and Power in New Dwellings (2013 edition). (PC - excepting demolition)
  23. SU2 Evidence (As Built Standard Assessment Procedure) that 50% of the dwellings as identified at Design Stage Assessment have achieved a minimum of a 19% improvement in the Dwelling Emission Rate over the Target Emission Rate to be submitted for approval prior to first occupation of the dwelling to which it relates.
  24. Electric Vehicle Charging points to be provided in accordance with submitted strategy in Technical Note JDW/ITB12282-008A TN dated 30 May 2018 - prior to first occupation of the dwellings to which they relate.
  25. No construction above ground floor slab level shall take place until details of the means by which the dwellings hereby approved are to be provided with superfast broadband connectivity have been submitted to and approved in writing by the LPA. Each dwelling

- shall be enabled to host Superfast Broadband in accordance with the approved details prior to its occupation.
26. Windows shown as obscure glazed on approved plans to be obscure glazed and non-openable (below 1.7 above floor level) prior to first occupation.
  27. Floor levels of all dwellings to be as detailed on approved drawing 16-361/007 Rev. E Preliminary Levels (above modelled flood level of 39.04 metres AOD in accordance with submitted FRA addendum dated 13 June 2018).
  28. SUDS implementation and future maintenance.
  29. Noise insulating glazing and mechanical ventilation equipment shall be installed in accordance with the specifications recommended within the acoustic assessment submitted with the application (Ian Sharland Limited, 19<sup>th</sup> February 2018, ref M3965-01) prior to first occupation of each dwelling to which they relate.
  30. DC1 - Vehicle parking to be provided in accordance with approved plans prior to first occupation of the dwellings to which they relate.
  31. DC5 - Bicycle Parking - details, to be submitted for approval prior to commencement and to be provided in accordance with approved details prior to first occupation of dwellings to which they relate.
  32. DC6 - Refuse bin storage - to be provided in accordance with approved details prior to first occupation of the dwellings to which it relates.
  33. Standard hours of demolition and construction.
  34. Vegetation clearance and building demolition outside the bird nesting season. Or if this cannot be avoided, the areas to be surveyed by qualified ecologist immediately prior to works. No works to disturb active nests where present.  
The garage buildings and car ports hereby permitted shall not be occupied at any time other than for purposes ancillary to the use of the dwelling to which they relate.
  35. PD Rights removal - Extensions and outbuildings (Part 1 Classes A, B and E).

Informatives

1. Positive and Proactive Approach
2. Groundwater management during construction (Thames Water)
3. S106
4. CIL

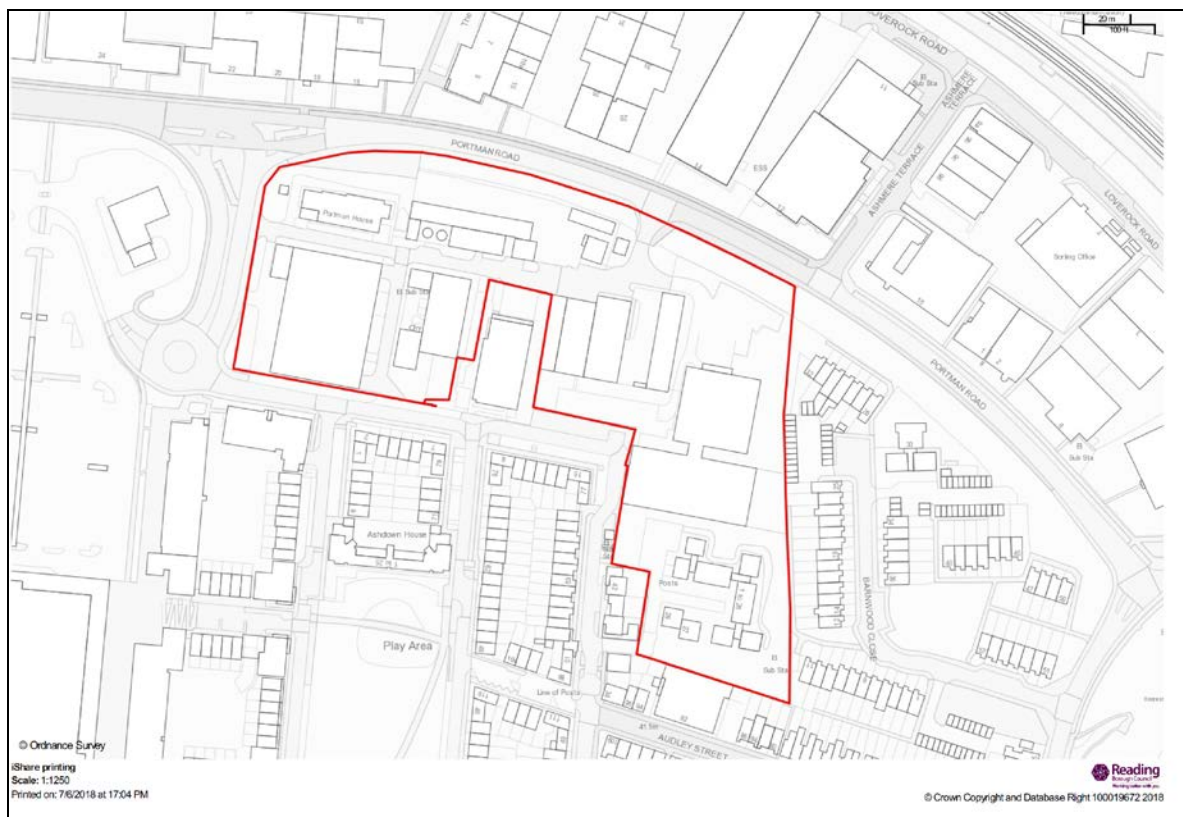
Or

ii) to REFUSE permission should the S106 legal agreement not be completed by 28 September 2018, unless the Head of Planning, Development and Regulatory Services agrees to a later date for completion of the agreement.

**1. INTRODUCTION**

- 1.1 The application site comprises the remnant of the former Battle Hospital and comprises a medical facility consisting of various functions including NHS offices (disused), storage, medical waste treatment and ambulance maintenance. A block of nurses' accommodation is located at the southern tip of the site, which is currently unoccupied. The last lawful use appears to be a C2 hospital use notwithstanding the subdivision of the Battle Hospital Site.
- 1.2 The site is located to the southern edge of Portman Road with the mainline railway beyond to the north. The site is bounded by Portman Way and Valentia Road to the south. The former Battle Hospital site lies beyond and is now redeveloped as housing. A large supermarket lies to the west. A commercial building backs onto the site at 90-92 Audley Street, in use as a welding workshop.

- 1.3 The site is currently accessed via a temporary road from Portman Road. Various smaller accesses exist around the perimeter, blocked by fencing.
- 1.4 Trees subject to a TPO exist within the site, notably those around the north and western perimeter. A large Birch tree exists to the south of the nurses' accommodation block.
- 1.5 The site is within Flood Zone 2 (between 1 in 100 and 1 in 1000 year probability of flooding).
- 1.6 The site is allocated for housing under Policy SA8f "Part of Former Battle Hospital, Portman Road" in the adopted Sites and Detailed Policies Document 2012 (altered 2015) and as "WR3i Part Of Former Battle Hospital, Portman Road" in the Submission Draft Local Plan 2018



Site location plan - not to scale



Site Photograph

## 2. RELEVANT PLANNING HISTORY

- 2.1 06/00011/FUL (new ref.051348/FUL) Erection of 434 no. dwellings and health care/social care/community care facility with associated car parking, open space, landscaping and new access arrangements. Approved
- 2.2 111609/VARIAT - Variation of condition 13 for planning permission 06/00011/FUL for Erection of 434 no. dwellings and health care/social care/community care facility with associated car parking, open space, landscaping and new access arrangements. Approved
- 2.3 170256/PRE - Pre-application Enquiry for Residential Development of 222 dwelling (flats and houses). Observations Sent
- 2.4 180261/SCR - Screening opinion request - Residential development of approximately 215 dwellings, with associated access, parking, landscape and open space provision following demolition of the existing buildings. Screening Opinion Adopted - Environmental Statement not required.

## 3. PROPOSALS

- 3.1 Full planning permission is sought for the demolition of all existing buildings within the site and the erection of houses to the southern side of the site with blocks of flats arranged around the northern and western perimeter.
- 3.2 The proposed residential accommodation is as follows:
  - 45 no. 1-bed flats
  - 105 no. 2-bed flats
  - 14 no. 3-bed flats
  - 1 no. 2-bed 'coach house' (flat above parking spaces)
  - 46 no. 3-bed houses

- 3.3 A sole vehicular access is proposed from Portman Way at the southern boundary of the site, close to the junction with Battle Square.
- 3.4 Pedestrian accesses are proposed around the perimeter linking to Portman Road, Portman Way and Valentia Road.
- 3.5 The proposals have been amended during the course of the application, including changes to the layout.

#### CIL

- 3.6 Based on the figures and table of existing buildings provided by the Applicant the relevant Gross Internal Area floorspace to be demolished is 6,611.12 sqm. The open sided 'Canopy' is excluded as per the RICS guidance. Portman House and Former Laundry are also excluded as they have been vacant for more than 3 years.
- 3.7 Based on the current stated floor area of 22,724 sqm GIA, the proposals would result in a basic Community Infrastructure Levy charge of £2,373,266.09 [two million, three hundred and seventy three thousand, two hundred and sixty six pounds and nine pence], based on the current 2018 rate of £147.29 per square metre. This is subject to the usual exceptions and reliefs that exist in the CIL Regulations. This gives an indication of the likely CIL outcome but is provided without prejudice to further examination of the CIL application by the Council.

- 3.8 Information Submitted with the Application:

#### *Drawings:*

Topographical Survey S616/0334/P/001

Topographical Survey S616/0334/P/002

Topographical Survey S616/0334/P/003

031610-BEL-TV-01 Rev.B Presentation Layout (dated 5 July 2018)

031610-BEL-TV-02 Rev.B Supporting Layout (dated 5 July 2018)

031610-BEL-TV- Rev.B Storey Heights Layout (dated 5 July 2018)

031610-BEL-TV-04 Rev.B Unit Type Layout (dated 5 July 2018)

031610-BEL-TV-05 Location Plan

031610-BEL-TV-06 Tenure Layout (dated 5 July 2018)

031610-SS01 Street Scene 01

031610-SS02 Street Scene 02

031610-SS03 Street Scene 03

031610-A-E1 Rev.A House Type A - Proposed Elevations

031610-A-P1 House Type A - Proposed Floor Plans  
031610-B-E2 Rev.A House Type B - Proposed Elevations  
031610-B-P1 House Type B - Proposed Floor Plans  
031610-B-E3 Rev.A House Type B - Proposed Elevations  
031610-B-P2 House Type B - Proposed Floor Plans  
031610-C-E1 Rev.A House Type C - Proposed Elevations  
031610-C-E2 Rev.A House Type C - Proposed Elevations  
031610-C-P1 House Type C - Proposed Floor Plans  
031610-C-E3 Rev.A House Type C - Proposed Elevations  
031610-C-P2 House Type C - Proposed Floor Plans  
031610-C-E4 House Type C - Proposed Elevations  
031610-C-E5 House Type C - Proposed Elevations  
031610-C-P3 House Type C - Proposed Floor Plans  
031610-D-E1 House Type D - Proposed Elevations  
031610-D-P1 House Type D - Proposed Floor Plans  
031610-F224-E1 Rev.A House Type F224 - Proposed Elevations  
031610-F224-P1 Rev.A House Type F224 - Proposed Floor Plans  
031610-T326-E1 Rev.A House Type T326 - Proposed Elevations  
031610-T326-E2 Rev.A House Type T326 - Proposed Elevations  
031610-T326-P1 House Type T326 - Proposed Floor Plans  
031610-T326-E3 Rev.A House Type T326 - Proposed Elevations  
031610-T326-P2 House Type T326 - Proposed Floor Plans  
031610-T326-E4 Rev.A House Type T326 - Proposed Elevations  
031610-T326-P3 House Type T326 - Proposed Floor Plans  
031610-T326-E7 House Type T326 - Proposed Elevations  
031610-T326-P6 House Type T326 - Proposed Floor Plans  
031610-B1-E1 Rev.A Apartment Block 1 - Proposed Elevations  
031610-B1-E2 Rev.A Apartment Block 1 - Proposed Elevations



031610-B1-E3 Rev.A Apartment Block 1 - Proposed Elevations  
031610-B1-E4 Rev.A Apartment Block 1 - Proposed Elevations  
031610-B1-E5 Rev.A Apartment Block 1 - Proposed Elevations  
031610-B1-E6 Rev.A Apartment Block 1 - Proposed Elevations  
031610-B1-E7 Rev.A Apartment Block 1 - Proposed Elevations  
031610-B1-P1 Apartment Block 1 - Proposed Floor Plans  
031610-B1-P2 Apartment Block 1 - Proposed Floor Plans  
031610-B1-P3 Apartment Block 1 - Proposed Floor Plans  
031610-B1-P4 Apartment Block 1 - Proposed Floor Plans  
031610-B1-P5 Rev.A Apartment Block 1 - Proposed Floor Plans  
031610-B1-P6 Rev.A Apartment Block 1 - Proposed Floor Plans  
031610-B2-E1 Rev.A Apartment Block 2 - Proposed Elevations  
031610-B2-E2 Rev.A Apartment Block 2 - Proposed Elevations  
031610-B2-P1 Apartment Block 2 - Proposed Floor Plans  
031610-B2-P2 Apartment Block 2 - Proposed Floor Plans  
031610-B2-P3 Apartment Block 2 - Proposed Floor Plans  
031610-B2-P4 Rev.A Apartment Block 2 - Proposed Floor Plans  
031610-B3-E1 Rev.A Apartment Block 3 - Proposed Elevations  
031610-B3-E2 Rev.A Apartment Block 3 - Proposed Elevations  
031610-B3-P1 Apartment Block 3 - Proposed Floor Plans  
031610-B3-P2 Apartment Block 3 - Proposed Floor Plans  
031610-B3-P3 Apartment Block 3 - Proposed Floor Plans  
031610-B3-P4 Rev.A Apartment Block 3 - Proposed Floor Plans  
031610-B4-E1 Rev.A Apartment Block 4 - Proposed Elevations  
031610-B4-E2 Rev.A Apartment Block 4 - Proposed Elevations  
031610-B4-P1 Apartment Block 4 - Proposed Floor Plans  
031610-B4-P2 Apartment Block 4 - Proposed Floor Plans  
031610-B4-P3 Apartment Block 4 - Proposed Floor Plans

031610-B4-P4 Rev.A Apartment Block 4 - Proposed Floor Plans  
031610-B5-E1 Rev.A Apartment Block 5 - Proposed Elevations  
031610-B5-E2 Rev.A Apartment Block 5 - Proposed Elevations  
031610-B5-P1 Apartment Block 5 - Proposed Floor Plans  
031610-B5-P2 Apartment Block 5 - Proposed Floor Plans  
031610-B5-P3 Rev.A Apartment Block 5 - Proposed Floor Plans  
031610-GAR01 Garage Type 1 - Floor Plan and Elevations  
031610-GAR02 Garage Type 2 - Floor Plan and Elevations  
031610-SH01 Private Cycle Shed - Floor Plan and Elevations  
031610-SEC01 Site Sections  
031610-SEC02 Site Sections  
031610-SEC-03 Site Sections dated 30 May 2018  
6381/ ASP9.1 Boundary Treatment Plan 1of3 Rev.B  
6381/ ASP9.2 Boundary Treatment Plan 2of3 Rev.B  
6381/ ASP9.3 Boundary Treatment Plan 3of3 Rev.B  
6381/ ASP9.0 Boundary Treatment Overview Rev.B  
6381/ ASP5.1 Rev.D Hard Landscape Plan 1of3  
6381/ ASP5.2 Rev.D Hard Landscape Plan 2of3  
6381/ ASP5.3. Rev.D Hard Landscape Plan 3of3  
6381/ ASP5.0 Rev.D Hard Landscape Overview  
6381/ ASP4.1 Rev.D Planting Plan 1of3  
6381/ ASP4.2 Rev.D Planting Plan 2of3  
6381/ ASP4.3 Rev.D Planting Plan 3of3  
6381/ ASP4.0 Rev.D Planting Plan Overview  
6381/LM/ASP7 Rev.D Landscape Masterplan  
6381/ PS/ ASP6 Rev.D - Open Space and Play Details  
6381 / ASP8.1 Rev. D Access Inset 1  
6381 / ASP8.2 Rev. D Access Inset 2

16-361/007 Rev. E Preliminary Levels

ITB12282-GA-012 Proposed Footway/Cycleway Crossing

#### Documents

Air Quality Assessment ref. 21613 - BHPortmanWay(A).9 Rev.3

Ecological Assessment ref. 5108-EcoAp.vf/LN/DS

Flood Risk Assessment 16-361, 16 February 2018

Flood Risk Assessment Addendum 16-361 Flood Risk Addendum No.1 - June 2018

Flood Risk Assessment Evacuation Plan ref. Figure 130

Noise Assessment ref. M3965-01, 19 February 2018

Light Report

Geo-environmental Site Assessment ref. 28916-R01(00)

Travel Plan ref. JDW/ZB/RS/ITB12282-006A R

Transport Assessment Ref: ZB/JDW/ITB12282-005B R

Statement of Community Involvement January 2018

Planning Statement ref. RW/09116/S001rw

Arboricultural Impact Assessment 9404\_AIA.001 Rev.A

Revised CIL Information Form received 7 June 2018

Design and Access Statement 031610-BEL-TV February 2018

#### 4. CONSULTATIONS

##### RBC Transport

4.1 The site is located to the west of Reading Town Centre and to the north-west of Reading West railway station and forms part of the former Battle Hospital site. The majority of the Battle Hospital site has already been developed for housing and a Tesco Superstore.

4.2 This remaining parcel of land includes a number of hospital and service buildings which are surplus to requirements. Of these buildings, the Synergy Health Sterilisation Service (SHSS) building will be retained for the time being.

4.3 Given the proposal is for the provision of 211 dwellings the application has been accompanied by a Transport Assessment:

##### Trip Rates and Network Assessment

4.4 To ascertain the existing and proposed number of trips a combination of site surveys and information from the Trip Rate Information Computer System (TRICS) has been provided. This approach was agreed at the pre-application stage.

##### *Existing Use*

4.5 The site is currently made up of a number of occupied and non-occupied buildings; comprised of store rooms, vehicle maintenance & storage, Ambulance service, Synergy sterilisation unit and Nurse's accommodation (totalling some 7,983sqm).

- 4.6 To establish the existing trip generation on the site a survey has been undertaken and has been deemed acceptable. However, the Synergy Health Sterilisation Service is to be retained and as such the net traffic impact comparison will not include traffic associated with this building, these trips will however be reassigned from the Portman Road access to the new Portman Way access.
- 4.7 To establish the exact existing trip generation of the Synergy Health Sterilisation Service TRICS data has been used. The applicants have used trip rates associated with an Industrial Unit and this has been deemed acceptable given that an assessment as an Office would result in an increased trip rate which would subsequently increase the base flows.
- 4.8 The assessment of the nursery accommodation which has extant permission has been assessed using TRICS and this has been deemed acceptable.
- 4.9 The existing trip generation for the site can be found below:

Time	AM Peak			PM Peak		
	In	Out	Two-Way	In	Out	Two-Way
Existing Traffic Generation	10	10	20	4	2	6
Nurses Accommodation (Extant Permission)	2	3	5	3	1	4
Total Site Trips	12	13	25	7	3	10
Minus Synergy (Retained Trips)	4	1	5	0	6	6
Total Net Generation	8	12	20	7	-3	4

*Proposed Use*

- 4.10 The trip rates for the proposed use have been derived by undertaking a survey of the existing units at the Battle hospital site. Given that site is accessed from one single point on Portman Way this has been deemed acceptable.
- 4.11 The original Battle Hospital site generates some 131 and 133 two-way morning and evening peak hour vehicle trips respectively, providing a trip rate of 0.302 in the morning peak hour and 0.306 in the evening peak hour. Of the 434 dwellings on the wider former hospital site, some 43% are houses, with the remaining 57% being flats. It is generally accepted that houses generate more vehicle trips when compared to flats. Therefore, given the proposed site comprises of a higher mix of flats than houses, with only 22% of proposed units being houses, the proposed development is likely to be a lower vehicle trip generation overall when compared to the survey undertaken. As a result the observed trip rate is a robust assessed and has been deemed acceptable. The trips rates for the proposed residential use is therefore as follows:

	AM Peak			PM Peak		
	In	Out	Total	In	Out	Total
Observed Rates	0.111	0.191	0.302	0.214	0.092	0.306
Trip Generation	24	41	65	46	20	66

- 4.12 The net trip generation is therefore as per the below table:

Time	AM Peak			PM Peak		
	In	Out	Total	In	Out	Total
Residential Trip Generation	24	41	65	46	20	66

Synergy (Retained Trips)	4	1	5	0	6	6
Minus Existing Trip Generation	8	12	20	7	-3	4
Proposed Trip Generation	20	30	50	39	29	68

4.13 Based on this increase in trips (and as agreed at the pre-application stage) an operational analysis has been undertaken at the following junctions:

- Junction 1- Wigmore Lane / Oxford Road / Norcot Road Roundabout;
- Junction 2- Portman Way / Portman Road Signal Junction and Tesco Roundabout;
- Junction 3- Portman Road / Cow Lane / Beresford Road Mini Roundabout; and
- Junction 4- Portman Way / Site Access Priority Junction.

4.14 The principal outputs derived from the traffic models are the Ratio of Flow to Capacity (RFC) (for roundabouts and priority junctions), the Degree of Saturation (DOS) (for traffic signals) and the queue length (for all types of junction). For roundabouts and priority junctions an RFC of 1 means that the traffic demand equals the available capacity. An RFC of less than 1 means that the junction is operating below capacity. An RFC of 0.85 is often used as a threshold, less than this and the junction will be generally 'free flowing'. With regards to traffic signals, a DOS of 100% indicates that the traffic demand has approached the theoretical capacity.

4.15 The impact on each of these junctions is detailed as follows:

*Junction 1 - Wigmore Lane / Oxford Road / Norcot Road Roundabout*

4.16 The operational analysis identifies that the junction is starting to operate at stress, with some queueing and that this is worsened in the future scenario, without any development. In the future year with the addition of the development, there is no material change to the operation of the junction. In summary, the development is expected to result in negligible impact at the junction remaining within capacity and no increase in the number of queueing vehicles.

*Junction 2 - Portman Way / Portman Road Signal Junction and Tesco Roundabout*

4.17 To assess the capacity of the existing signals and internal roundabout junction, a LINSIG3 model has been constructed. Given the proximity of the Portman Way / Portman Road traffic signals and the Tesco roundabout and the potential for queueing at one junction to obstruct other junction, these two junctions have been considered in combination.

4.18 The operational analysis undertaken demonstrates that the existing junction arrangement will operate well-within its theoretical capacity in the design years both with and without the additional traffic from the proposed development.

*Junction 3 - Portman Road / Cow Lane / Beresford Road Mini Roundabout;*

4.19 For background the operation of the Portman Road / Cow Lane / Beresford Road junction has been historically impacted by the operation of the Cow Lane bridges, which created a pinch point on the local network, causing blocking back through the junction, i.e. existing queueing at this location is not necessarily as a

result of capacity constraints at the mini roundabout itself. The final phase of removing the Cow bridges is currently under construction and as such these knock-on delays should be eradicated.

- 4.20 The operational assessment identifies that in isolation, the junction is currently operating close to capacity. In the future year with growth scenario the junction is expected to exceed its capacity with a Ratio to Flow to Capacity (RFC) of 1.02 and maximum queue of 17 vehicles on Portman Road in the morning peak. In the evening peak, the Cow Lane arm is expected to operate close to capacity with an RFC of 0.97 and a queue of 13 vehicles.
- 4.21 It has been identified that in the 2021 opening year (with all development traffic included), the additional traffic from the development increases the ratio of flow to capacity at the junction. The Ratio to Flow to Capacity (RFC) is increased to 1.04 and maximum queue of 21 vehicles on Portman Road in the morning peak therefore resulting in further increases above the capacity of the junction. In the evening peak, the Cow Lane arm is expected to operate closer to capacity with an RFC of 0.99 and a queue of 17 vehicles.
- 4.22 The Applicant has stated that given the overall increases are minimal, it is not considered that the development will have a 'severe impact' on the operation of the junction. However the junction as identified will exceeded capacity in 2021 without development and the increased trips on the network only worsens this impact. Improvements to this junction would therefore be required to mitigate this increase in trips.

*Junction 4 - Portman Way / Site Access Priority Junction*

- 4.23 The operational analysis demonstrates that the proposed site access junction will operate well within capacity in both the morning and evening peak hours, with no expected delays or queueing in either peak period.

*Potential Future Improvements:*

- 4.24 As part of the removal of the Cow Lane bridges, Reading Borough Council have undertaken an 'Oxford Road Corridor Study' which has reviewed the operation of the local highway network and identified potential improvements that could be made to help reduce delays, increase capacity of junctions and improve pedestrian and cycling facilities within the vicinity of the site.
- 4.25 As part of this study, concept junction improvements have been identified at both the Wigmore Lane (Portman Road) / Oxford Road / Norcot Road roundabout (Junction 1) and the Portman Road / Cow Lane / Beresford Road roundabout (Junction 3).
- 4.26 In line with these concept junction improvements the applicant has undertaken operational assessments of them to identify what impacts the development would have on these proposals.

*Junction 1 - Wigmore Lane / Oxford Road / Norcot Road Roundabout*

- 4.27 The amendments to the junction, improve its operation, with the junction expected to operate within capacity with a retained RFC of 0.89 and queue of 7 vehicles on the Oxford Road approach from the West in the AM Peak with all the other arms being resulting in reduced queues in the AM and PM Peak.
- 4.28 Junction 3 - Portman Road / Cow Lane / Beresford Road Mini Roundabout 4. The amendments to the junction improve its overall operation, with the junction operating within capacity with a maximum RFC of 0.88 and queue of 6 vehicles in

the AM peak on the Portman Road arm of the junction with the remainder of the junction remaining as per the existing layout for the 2021 future year with development assessment and well within capacity. It should however be stated that the Cow Lane arm has a maximum RFC of 0.98 and queue of 15 vehicles in the PM peak hour which is a slight improvement over the existing layout for the 2021 future year with development assessment. The revised scheme with development also results in an RFC of 0.98 and a queue of 10 vehicles which is an increase over the existing layout for the 2021 future year with development assessment and is only marginally within capacity.

- 4.29 As stated above the assessment identified that the junction including the proposed changes with development will remain with capacity. Although the Wigmore Lane / Oxford Road / Norcot Road Roundabout did not exceed capacity the Portman Road / Cow Lane / Beresford Road Mini Roundabout did and as such the identified scheme would be an acceptable way to mitigate the impacts of the development on the existing junction layout.
- 4.30 The precise amount required as a contribution towards the improvement to the Portman Road / Cow Lane / Beresford Road Mini Roundabout, is £54,000 as costed by the Council's Highways section.

*Site Access*

- 4.31 To deliver safe and suitable access, the applicant has proposed an access strategy.
- 4.32 The proposed vehicular access onto Portman Way is to be 5.5m wide priority junction with 6m radii on both sides and in principle is acceptable. Tracking diagrams have been provided to identify that refuse and fire appliances can enter and exit the site in forward gear.
- 4.33 In addition it would appear that an existing lamp column is located with close proximity to the proposed access and this has not been identified on the submitted plans, drawing ITB12282-GA-002 Rev G should therefore be updated to reflect this so that it can be established whether this requires relocation. [Officer comment: The lamp is shown on the latest drawings within the pavement and clear of the visibility splay. It is considered to be acceptable on this basis.]
- 4.34 Visibility splays at the junction have been provided that comply with National Policy and are therefore agreed.
- 4.35 The proposal includes a 1.2m footway to the east of the junction and a 3m wide footway / cycleway to the west both heading in a north / south direction and in principle this is acceptable. An uncontrolled crossing is proposed to the west of the vehicular access running north to south and therefore this establishes acceptable links between the existing and proposed developments.
- 4.36 It has been agreed that an uncontrolled crossing is not required on the eastern side of the proposed junction with Portman Way due to land ownership constraints and parking bays located on the southern side of Portman Way which does not allow for a suitable crossing location. The footway on the eastern side of the development therefore terminates at Plots 47 in a north south direction and runs along the southern boundary of the property. This can then be reconnected when the future site is developed and a crossing point provided to the eastern side of Battle Square.

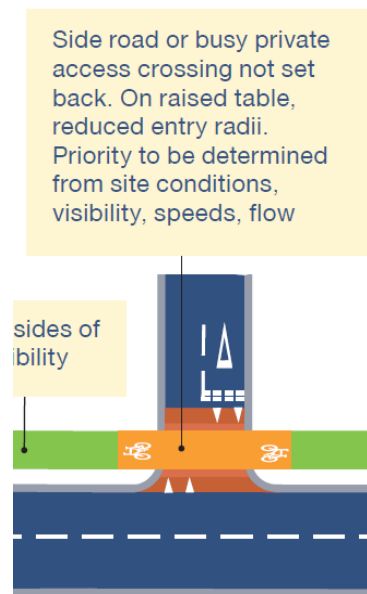
- 4.37 The 3m wide pedestrian and cycleway within the site extends to Portman Road providing access at the north western corner of the site and linking to the existing infrastructure at the signalised junction of Portman Road / Portman Way link and a proposed 3m footway cycle heading east. However, it is noted that the footway cycleway between the site and the signalised junction is only 2m in width, this is due to an apparent gap between the site boundary and the adopted highway which does not allow the width to be widened within the applicants land ownership.
- 4.38 However a 3m footway / cycleway could be achieved by utilising the area mentioned above which is existing grass verge adjacent to the kerbside. Reading Borough Council has maintained this area despite it not showing as highway on the adoption plan. The Council have agreed with the applicant that a contribution is made towards the provision of this widened footway / cycleway which the Council will investigate and potential adoption assesses under Section 228 of the Highways Act. The actual figure for this work is to be covered below when the contribution for the extended footway / cycleway is assessed.
- 4.39 A new shared footway / cycleway is proposed that runs along the northern boundary of the site running adjacent to Portman Road. Apart from the section mentioned above the remainder will be 3m in width and this will continue to north eastern boundary of the site. In addition to this initial section and the potential improvements being considered to the Portman Road / Cow Lane / Beresford Road roundabout, which could include the provision of a footway on the southern side of Portman Road in the vicinity of the junction the applicant has stated that they are willing to provide a financial contribution towards the continuation of the footway / cycleway from the north eastern corner of the site, on the southern side of Portman Road, through to the Cow Lane mini roundabout, thus replicating the cycle provision currently provided on the northern side of Portman Road. This should also extend to include a crossing to / from the northern side of Portman Road. Although the full designs have not as yet been agreed, the Council agree that a financial contribution is the best approach to delivering these improvements.
- 4.40 Within the site, the north / south footway / cycleway is segregated by a change in surface that is defined by a mixture of kerb edge and bollards. Transport have no concerns regarding the change in surface as this will aid pedestrian / cycle movement due to encouraging slower speeds, however Transport have sought to overcome concerns regarding the design and these are as follows:
- Refuse vehicles were previously required to reverse to or from the junction area to Block 1 which could cause conflict between pedestrian / cyclists. However, the kerb line has been revised by moving the disabled spaces slightly and tracking diagrams provided to identify that vehicles can enter and leave this area in forward gear. The layout plan previously submitted will need to be updated to reflect these changes. [Officer Comment: Revised plans have been submitted showing this change]
- 4.41 A 3m wide pedestrian access is also provided between Blocks 3 and 4 and is acceptable.
- 4.42 A 2m wide footway is proposed in the north eastern corner of the site and has been deemed acceptable given the numerous other access points to and from the site.
- 4.43 Several other access points are provided through the parking areas onto Portman Road Footway / Cycleway and these are deemed acceptable.



- 4.44 Given that the access onto Portman Road was temporary and the Council's Policy is to reduce the number of accesses onto the Classified Road it is accepted that the current access be closed, with the footway / verge reinstated.
- 4.45 An emergency vehicular access to Valentia Way (internal to phase 1) from the existing nurse's accommodation access is to be provided and to be controlled through bollards. This is deemed acceptable and also aids as a pedestrian route through the eastern boundary of the site.

*General Access Comments*

- 4.46 Access to the main parking area for Block 1 is provided in the form of a 4.8m wide dropped crossing with the cycleway passing across this with a raised table and give way arrangement to give priority to users of the cycleway. This access will accommodate the movements associated with 78 car parking spaces but the width is in accordance with DfT document Manual for Streets.
- 4.47 Give Way markings are to be provided on the footway / cycleway in the vicinity of the main parking access to Block 1 to guide cyclists across the junction / road, and to indicate to motorists where a cycleway crosses the road. This is in accordance with the TSRGD and is therefore accepted. The main access point is also to be a raised table crossing similar to that identified below but the other secondary access at the northern end of Block 1 is to be flush, however this will be provided with Give Way markings and is acceptable.



Source: Sustrans 2018

- 4.48 Formal uncontrolled pedestrian crossing facilities have been provided to and from the amenity area in the north east corner to the footpath on the western side to aid pedestrian movement.
- 4.49 The newly proposed vehicular access between plots 37 and 38 has been increased to 4.1m in width and therefore complies with National Guidance contained within DfT document Manual for streets.
- 4.50 A dedicated footpath is provided along the western boundary of Plot 21 heading south past plots 22-25 concluding in the shared parking to the side of Plot 25.

This is deemed acceptable given that access cannot be gained over the private land to the west between the application site and the adopted road.

- 4.51 A sketch showing the path that runs adjacent to Plots 31 to 33 provided with a crossing to the southern side of the carriageway to assist in linking between the existing and proposed development has been submitted. A formal amended plan is required. [Officer comment: this has now been provided as shown on the revised layout plan drawings]
- 4.52 The disabled bays at the entrance of Block 1 have now been reconfigured and a path provided around them as well as a link to the main north /south footway / cycleway and is deemed acceptable. The layout plans previously submitted will need to be updated to reflect these changes. [Officer comment: Revised plans have been submitted showing this change]

*Parking*

- 4.53 The applicant has undertaken a bespoke parking demand assessment which utilises 2011 census data for the local area to determine likely parking demand, the principle of which was agreed at the pre-application stage.
- 4.54 To understand car ownership locally a review has been undertaken for the Battle Ward (Census Ref: E05002320), within which the site sits. The average car ownership for Battle Ward is some 0.8 vehicles per household.
- 4.55 Following discussions with the applicant a further assessment of the surrounding areas were requested at the pre-application stage. This further analysis included six local output areas which cover the original Battle site (areas E00082651, E00082652, and E00082654), and areas to the west (broadly Alma Street to Chester Street (areas E00174501, E00174504, and E00174506) has been undertaken.
- 4.56 These six areas identify an average car ownership figure of 0.92 cars per dwelling. This is slightly higher than the average within the Battle Ward as a whole. The difference is likely to be due to the high level of parking restrictions in some parts of the Battle Ward which, contributes to reduced car ownership, as residents will be aware of the limited opportunities for parking in the area. This does however highlight that a combination of reduced parking availability and the proximity of the area to local facilities and public transport means that residents have less reliance on the private car.
- 4.57 Further to the above assessment the applicants have reviewed the 2011 Census data to look at how car ownership within the Battle Ward relates to dwelling size, type and tenure. The tables below summarise the typical parking demand for houses and apartments, both privately owned and affordable.

*Typical parking demand for houses in Battle Ward*

Houses	Number of Rooms	Beds (Houses)	Typical Demand (No allocated provision)
Owned & Private rented or living rent free	3	1 bed	0.98
	4	2 bed	0.98
	5	3 bed	1.26
Other Social Rented	3	1 bed	0.46
	4	2 bed	0.46
	5	3 bed	0.67

*Typical parking demand for apartments in Battle Ward*

Apartments	Number of Rooms	Beds (Houses)	Typical Demand (No allocated provision)
Owned & Private rented or living rent free	2	1 bed	0.79
	3	1 bed	0.98
	4	2 bed	0.98
	5	3 bed	1.26
Other Social Rented	3	1 bed	0.46
	4	2 bed	0.46
	5	3 bed	0.67

4.58 On the basis of the above, the following parking provision has been proposed:

- All parking for apartments to be unallocated;
- 1 bed apartments to have a ratio of at least 0.8 spaces per dwelling;
- 2 and 3 bed apartments to have a ratio of at least 1.0 spaces per dwelling; and
- All 3 bed houses to have at least 1.9 spaces per dwelling (with at least one allocated parking space and 0.9 unallocated spaces per dwelling).

4.59 Although the parking levels proposed are slightly below the actual private car ownership figures for the 1 and 3 bed apartments, this is countered by the social rented car ownership which is lower as highlighted above and that the spaces are unallocated ensuring that parking is not allocated to a dwelling which does not require it. Transport are therefore happy that this level of parking complies with National Policy as it is in accordance with local car ownership levels and therefore is accepted. The overall level of parking as per this agreed provision is provided within the table below:

Dwelling Type	Number of Units	Proposed Provision per unit	Number of Spaces
One-Bed Apartments	45	0.8	36
Two-Bed Apartments	105	1	105
Three-Bed Apartments	14	1	14
Two-Bed Coach House	1	1.9	2
Three-Bed Houses	46	1.9	88
<b>Total</b>	<b>211</b>		<b>245</b>

4.60 Following a detailed look at the number of spaces per unit it should be noted that Block 4 is now only provided with 15 spaces when 16 are required as per the applicant's proposed parking provision. A revised drawing will be required increasing this provision. [Officer Comment: It would appear that 10 spaces are required for Block 5 whereas 11 are shown, the spaces would be unallocated, therefore sufficient parking is available for occupiers of Blocks 4 and 5].

4.61 It should be noted that the Council's Policy requires a visitor parking demand of 1 space per 10 flats which would equate to 17 spaces. However it would appear that the visitor parking is included within the provision for the houses in particular the 0.9 unallocated spaces per dwelling. In principle this is deemed acceptable given the car ownership figure for 3 bed houses is 1.26 cars per dwelling when 1.9 spaces per dwelling is proposed. The location of these visitor

spaces has been reviewed and redistributed over the whole site and is therefore deemed acceptable.

- 4.62 Transport previously noted that the proposed car ports have not been included within the car parking provision for the houses and that they did not comply with the Council's design standards of 3m x 5m and therefore could not be included within the car parking provision. These have now been revised to comply with standards and can now be included within the parking provision.
- 4.63 The proposed garages can now be included within the parking provision as they are now provided to the Councils standard of 3m x 7m.
- 4.64 The distance between the parking bays for Plots 22 and 24 is more likely to encourage on street parking within the adjacent development. The parking should be redistributed to ensure the parking bays are to be located within close proximity of the dwelling. [Officer Comment: The bays have been swapped with visitor parking and are now considered to be sufficiently near to the houses they serve]
- 4.65 Tracking diagrams have been provided and identify that access can be gained to the parking area for Plots 18 and 21.
- 4.66 The submitted plans identify the provision of 14 disabled parking bays as per the Council's standards and is therefore accepted.
- 4.67 In accordance with the Council's emerging Local Plan a provision of 10% of all parking should be accessible to electric charging points. The applicant has agreed to this and has stated the following provision:
- All dwellings with a driveway / garage or car port to have a 13 amp IP64 weatherproof socket provided to allow for a vehicle to be charged 'on curtilage'. This equates to 22 properties;
  - 3 charging points (6 spaces) to be provided within Block 1;
  - 1 charging point (2 spaces) to be provided within Blocks 2, 3 4 and 5;
  - Passive provision to be made within Blocks 1 to 5 to allow for future expansion of the vehicle charging network; and
  - The use of vehicle charging points to be monitored through the travel plan.
- 4.68 This provision would exceed the Council's emerging policy and is deemed acceptable.
- 4.69 Cycle parking for each apartment block exceeds the Councils provision and is therefore acceptable, updated information has been provided to demonstrate that the High Density Cycle Rack can have a loop included to attach the frame. However this does not address other concerns regarding the support to the bicycle. The Josta two tier cycle parking (or equivalent) previously suggested by Transport should be provided. Detailed drawings should be provided for the internal cycle stores to ensure that sufficient cycle parking can be accommodated. There is limited space surrounding the flats that could accommodate additional cycle storage and it is therefore imperative that this can be accommodate within the areas specified. [Officer comment: Cycle parking is shown within space saving racks. It is considered that these are acceptable in the interests of making efficient use of the land and precise details can be secured by condition. Any additional details received from the Applicant prior to Committee will be reported in an Update.]

#### Lead Flood Authority (RBC Highways)

- 4.70 No objection to the proposed SuDS arrangements received, which involve maintaining surface water flows through the use of permeable surfaces, attenuation tanks, and landscaped swales.

#### RBC Natural Environment (Trees and Ecology) (NE)

- 4.71 NE note that one tree, subject to pre-app discussions, has been retained, that being the Birch (T46 of the tree survey) on the furthest southern boundary. Concern was previously expressed about the loss of the Limes on the western boundary and Alders on the Northern boundary (west end) and it was advised that justification for their removal would be required, along with mitigation planting. An explanation has been provided within the Arboricultural Impact Assessment as to why these trees cannot be retained which is as a result of required ground works. Whilst unfortunate, this is acceptable on the basis of the proposed trees on those boundaries for which adequate room has been left for their mature spread.
- 4.72 The principles of the proposed landscaping are acceptable which provides an appropriate level of landscaping across the site, however NE note that these may be subject to change to take account of ecology and leisure requirements.
- 4.73 Two points to note for future reference (when submitting landscape proposals) relates to tree pits and tree positioning. The notes on the Planting Plan Overview state that *'all tree pits in hard landscape to be 2mx2mx1m, backfilled with compacted Urban Tree Soil'*. Given the species proposed in car park areas/adjacent to car parks, e.g. east of Block 1 and r/o plots 6-9, this soil volume is insufficient to allow the trees to reach their full potential. A greater soil volume, preferably using soil cells, should be provided. In relation to Block 1, the final positioning of new trees should take the layout of the apartments into account and NE would suggest that planting directly in front of the balconies should be avoided.
- 4.74 Conditions requiring submission of full details and subsequent implementation are required. A detailed Arboricultural Method Statement including Tree Protection Plan is needed. A condition securing a 10 year Landscaping Management Plan is also required.

#### RBC Environmental Protection

##### *Noise*

- 4.75 The noise assessment submitted shows that the recommended standard for internal noise can be met at night, if the recommendations from the assessment are incorporated into the design. It is recommended that a condition be attached to consent to ensure that the glazing (and ventilation) recommendations of the noise assessment (and air quality assessment, where relevant) will be followed, or that alternative but equally or more effective glazing and ventilation will be used.
- 4.76 The nearby welding premises do have plant which have been identified via a BS4142:2014 assessment as being likely to cause complaints. The recommendations are that the factory owner is persuaded to mitigate at source or installation of an acoustic fence. EP are of the view that we cannot guarantee through the planning process that the factory owner will carry out the necessary works and that there should be a condition to require that an acoustic screen is installed. The applicants would be required to demonstrate that the fence design specifications would be sufficient to mitigate the sound levels at the proposed affected façades to within acceptable limits. Should the factory owner carry out the works instead then the applicants will need to submit a further noise assessment to demonstrate that

acoustic screening is no longer required.[Officer comment: It is not the responsibility of the factory owner to mitigate noise. A condition is recommended to secure an acoustic fence, provided by the developer].

*Air Quality*

- 4.77 Reading has declared a significant area of the borough as an Air Quality Management Area (AQMA) for the exceedence of both the hourly and annual mean objectives for nitrogen dioxide. In addition to this recent epidemiologic studies have shown that there is no safe level for the exposure to particulate matter PM10.
- 4.78 The air quality assessment submitted identified that impacts from the development once constructed are insignificant, so no mitigation measures are required.
- 4.79 The proposal does not state how energy will be supplied on the site. Should CHP / biomass boiler form part of the proposals at a later stage, an air quality assessment will need to be carried out to ensure that this does not result in a significant adverse impact on the development and local air quality particularly within the nearby AQMAs.
- 4.80 Dust generated during demolition and construction that are of concern and mitigation measures via ensuring best practice methods are followed is recommended. They should be incorporated into a construction environmental management plan / construction method statement.
- 4.81 The development lies on the site of the old Battle Hospital which has the potential to have caused contaminated land and the proposed development is a sensitive land use.
- 4.82 A phase 1 desk study and Phase 2 intrusive investigation has been carried out for the site. The investigation is limited and further investigation is recommended to more fully determine the extent of soil pollution and land gas on the site. Demolition of existing buildings would allow access to perform further investigations to produce a more complete remediation scheme. Conditions are recommended to secure investigation, remediation and validation reporting.
- 4.83 EP have concerns about potential noise, dust and bonfires associated with the construction (and demolition) of the proposed development and possible adverse impact on nearby residents (and businesses). Fires during construction and demolition can impact on air quality and cause harm to residential amenity. Burning of waste on site could be considered to be harmful to the aims of environmental sustainability.
- 4.84 The dust mitigation best practice measures identified within the air quality assessment should be incorporated into the CMS. Conditions are recommended to secure a CMS and to restrict hours of construction.

*RBC Ecologist*

- 4.85 The application site comprises large storage buildings, hardstanding, amenity and rough grassland, scrub and trees. It is proposed to build up to 215 dwellings with associated landscaping and parking, following the demolition of the existing buildings.
- 4.86 Overall, the site offers limited opportunities for wildlife and is surrounded by habitat of low value to protected species (the site is neighboured by an industrial

estate to the north, a modern residential development with apartment buildings to the south, a superstore to the west and houses to the east). The ecological implications of the proposals are discussed further below.

*Bats*

- 4.87 The Preliminary Ecological Appraisal (Aspect Ecology, ECO-5108, January 2018) states that none of the buildings or trees on site are likely to host roosting bats, and the habitats on site are of poor suitability for use commuting and foraging bats. There is an opportunity to enhance the site for bats overall through habitat creation as well as the addition of bat boxes or bricks. Moreover, the external lighting scheme should be sensitive to bats and other wildlife to ensure that they are not deterred from the area post-development. An appropriate lighting scheme and enhancements can be secured through conditions.

*Nesting birds*

- 4.88 Several species of birds were recorded during the survey, with pigeons observed nesting in building B11. As such, building demolition works and vegetation clearance should be undertaken outside of the bird nesting season (or if that is not practicable, these areas should be checked by a suitably qualified ecologist immediately prior to clearance). This can be secured via an appropriately worded condition.

*Other wildlife*

- 4.89 The site hosts a pond which has probably dried up. As discussed with Giles Sutton during the pre-app this should be restored, and it should be shown on the landscaping scheme as such.
- 4.90 None of the habitats on site qualify as Priority Habitat, and there are no statutory or non-statutory designated sites nearby that will be adversely affected by the proposals.
- 4.91 The site contains small areas of habitat that may be used by reptiles, but surveys undertaken in 2017 recorded no evidence of reptiles. In addition, the site is unlikely to be used by Great Crested Newts (GCN), considering the lack of nearby accessible ponds and lack of GCN records in the area.
- 4.92 The ecological report details how the site can be enhanced for wildlife through the provision of bird and bat boxes, invertebrate log piles and wildlife-friendly landscaping. These enhancements are not currently shown on the landscaping or elevation plans, but this can be secured through planning conditions.
- 4.93 In summary, subject to landscaping scheme being revised to show the existing pond being restored there are no objects to this application on ecology grounds. Subject to conditions addressing the above points.

**Berkshire Archaeology (BA)**

- 4.94 In line with pre-application advice for this site and as outlined in the Planning Statement, previous archaeological investigations found there to be extensive truncation across the site removing the potential for archaeological remains to survive. BA can confirm therefore that there are no archaeological requirements associated with these proposals.

**Environment Agency (EA)**

- 4.95 Confirmed that they do not wish to be consulted and advise the Council to consider the application in line with EA standing advice.

RBC Emergency Planner  
4.96 No objection received.

Berkshire Fire and Rescue Service  
4.97 No objection received

Ambulance Service  
4.98 No objection received

Thames Valley Police  
4.99 No objection received

Thames Water  
4.100 Following initial investigations, Thames Water has identified an inability of the existing surface water infrastructure to accommodate the needs of this development proposal. Thames Water have contacted the developer in an attempt to agree an infrastructure and phasing strategy for surface water but have been unable to do so in the time available and as such Thames Water request that the following condition be added to any planning permission. "No properties shall be occupied until confirmation has been provided that either:- all surface water network upgrades required to accommodate the additional flows from the development have been completed; or - a housing and infrastructure phasing plan has been agreed with Thames Water to allow additional properties to be occupied. Where a housing and infrastructure phasing plan is agreed no occupation shall take place other than in accordance with the agreed housing and infrastructure phasing plan. Reason - The development may lead to flooding and network reinforcement works are anticipated to be necessary to ensure that sufficient capacity is made available to accommodate additional flows anticipated from the new development. Any necessary reinforcement works will be necessary in order to avoid sewer flooding and/or potential pollution incidents." The developer can request information to support the discharge of this condition by visiting the Thames Water website. <https://developers.thameswater.co.uk/Developing-a-large-site/Planning-your-development>.

4.101 Thames Water would advise that with regard to Foul Water sewage network infrastructure capacity, TW would not have any objection to the above planning application, based on the information provided.

Water Comments  
4.102 On the basis of information provided, Thames Water would advise that with regard to water network infrastructure capacity, TW would not have any objection to the above planning application. Thames Water recommend the following informative be attached to this planning permission. Thames Water will aim to provide customers with a minimum pressure of 10m head (approx 1 bar) and a flow rate of 9 litres/minute at the point where it leaves Thames Waters pipes. The developer should take account of this minimum pressure in the design of the proposed development.

4.103 There are water mains crossing or close to the development. Thames Water do not permit the building over or construction within 3m of water mains. If planning significant works near TW ur mains (within 3m) TW will need to check that the development does not reduce capacity, limit repair or maintenance activities during and after construction, or inhibit the services TW provide in any other way. The applicant is advised to read the TW guide working near or



diverting our pipes. <https://developers.thameswater.co.uk/Developing-a-large-site/Planning-your-development/Working-near-or-diverting-our-pipes>

- 4.104 The proposed development is located within 15m of TW underground water assets and as such TW request that the following informative be attached to any approval granted. The proposed development is located within 15m of Thames Waters underground assets, as such the development could cause the assets to fail if appropriate measures are not taken. Please read our guide 'working near our assets' to ensure the workings are in line with the necessary processes if considering working above or near our pipes or other structures. <https://developers.thameswater.co.uk/Developing-a-large-site/Planning-your-development/Working-near-or-diverting-our-pipes>. For further information please contact Thames Water.

#### Supplementary Comments

- 4.105 Water: A flow and pressure test carried out in May 2017 shows there is sufficient network capacity for this development. The developer must note that this test is valid for 18 months from the date it was carried out and any changes to the proposed development would render this test invalid.
- 4.106 Waste: Thames Water do not envisage concerns with the proposed foul water drainage strategy. Thames Water acknowledge that the developer wishes to connect to an unmapped 300mm surface water sewer and that the overall site surface water drainage strategy represents a reduction in surface water discharge. Thames Water request that the developer confirm the existing surface water points of connection to the sewerage system and the proportion of the flow at those points. The reason for this is to understand whether the proposed surface water connection to the 300mm sewer represents a new discharge of surface water flow at this point. If the proposed connection is a increase in flow to this particular point of connection the Thames Water may need to undertake study work to understand the impact to the existing sewerage system.

#### RBC Disabled Access Group

- 4.107 No objection received

#### NHS Berkshire West Clinical Commissioning Group

- 4.108 Responded explaining that the CCG do not comment unless the proposals are for significant development and the CCG advise that this one is not.

#### RBC Valuation Department (and the Council's Viability Consultant)

- 4.109 Advise that the Applicant's offer of 24% Affordable Housing is acceptable, as set out in more detail in paragraph 6.19 below.

#### Public Consultation

- 4.110 Neighbours adjoining the site were consulted by letter initially and again on 6 June following receipt of revised plans. The deadline for comment was 20 June.
- 4.111 Site notices were displayed on Portman Road, Portman Way, Valentia Road and Beresford Road/Barnwood Close.
- 4.112 Representations have been received from 13 addresses, summarised as follows:
- Concerned over volume of new traffic at Tesco roundabout and new junction on Portman Way.
  - Lack of open space, lack of play areas, lack of hard surface for ball games.
  - Pressure on NHS and Education facilities.

- Why is existing access on Portman Road being replaced with a narrow entrance on Portman Way.
- Lack of parking. Pressure on existing over subscribed resident/space ratio in West Village. More parking is required for today's lifestyles.
- Additional parking needed to serve the whole estate.
- Wondering where the multi millions of pounds given to RBC have gone in lieu of granting planning content for West Village - this cash payment was for the direct use for public facilities expansion and use by the community.
- Extra damage and maintenance costs that will be incurred by existing residents who pay for the upkeep and insurance of the play equipment and landscaping in Battle Square park, how will the developer compensate residents for this loss.
- Concerned that the roadway that leads from the rear of the new development onto Valentia Road will be barricaded off by even more new properties, hence blocking off all escape routes and emergency services Access into the new development.
- Concerned that pedestrian and cycle access onto Portman Road will have no footpath and only one crossing point at the current pedestrian crossing. even though the developer mentions accessing Cow Lane.
- The road surface on Portman Rd is appalling, I cycle along it frequently and having to dodge potholes makes proximity of passing cars an issue on a 40mph road. (The cycle lane is not appropriate for serious cycling with the rider being fed into numerous T junctions and sharing with pedestrians). Increased traffic flow will make the current road surface worse much faster. I would propose a more appropriate access from the Bellway development would be direct onto Portman Road, but I see this is undesired in the planning documents.
- Having two T junctions onto Portman Way offset from each other isn't safe (one from Battle Square and the other from Bellway site). This is compounded by parked cars adjacent to the existing flats on the left hand side blocking visibility to the West. The whole of Portman Way should be double yellow lines.
- The traffic light controlled right turn filter from Tesco onto Portman Road only lets through 4/5 cars a time, this route would become busier and need addressing by changing the traffic light sequence.
- The existing access from Oxford Road to Portman Road is inadequate, even without the Bellway development. A mini roundabout should be installed at the junction between Beresford Road and Oxford Road.
- The traffic light controlled right turn filter from Tesco onto Portman Road only lets through 4/5 cars a time, this route would become busier and need addressing by changing the traffic light sequence.
- Portman Road is extremely busy; especially during peak hours causing an already unacceptable 15-30 minutes delay, only to get to the mini roundabout connecting Beresford Road, Portman Road and Cow Lane. The additional traffic of circa 330 vehicles from this new development will only make matters worse.
- Thereby, **FIRSTLY** it is prudent to consider to re-design the section of the Portman road FROM Tesco Petrol Station with separate lanes for turning left(cow lane) and right(Beresford Road) for connecting traffic all the way to Oxford Road for access, removing archaic 6'6 width restrictions and further widening Beresford and Oxford Road with buses stopping off the middle of the road.
- Loss of privacy to windows in Basing House
- The travel plan is inadequate. No increase in public transport availability is proposed.
- Battle Square has a communal play area, which is paid for by residents it does not appear Bellway propose a similar feature in their development (I can only see grass areas). Therefore, please consider the likelihood that new residents / children will use that play area, contributing to the wear and damage of it. I realise that it is not a private play area but I believe this is an unfair burden on

Battle Square residents, when a lot of its use is from footfall to/from Tesco and from other adjacent areas in West Reading. I can only see this situation getting worse. It is already one of the largest expenses on Battle Square's yearly accounts.

- I would be interested to know how Bellway would minimise the impact on Battle Square residents during construction. If the proposed 'vehicular access' from Portman way is used for all site traffic then this will impact on Battle Square residents. As a result of the overflow of cars from Battle Square, there is a line of cars on Portman Way just off the Tesco round-a-bout. This is effectively a single file road way round a blind corner, to come face to face with construction traffic or even increased traffic flow is unsafe. Also the days and times that the development would be permitted to conduct construction activities are of importance.
- 14 Portman Road - We have concerns regarding building housing next to an industrial estate. We purchased the property here because it was next to the railway and not next to a housing estate, so it avoids any complaints regarding noise and lorries. We run 24 hrs a day.
- Buildings on the plan are looking to be higher than expected originally and for more occupants than expected. Extra 215 flats in 5 Blocks is a lot for the plot space allocated. This is stretching further the local infrastructure, policing the area etc.
- Noise from goods trains and other railway activity.

## 5. LEGAL AND PLANNING POLICY CONTEXT

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 Relevant Planning Policy

#### National

National Planning Policy Framework

National Planning Practice Guidance

#### Reading Borough Local Development Framework:

##### Core Strategy (2008) (Altered 2015)

- CS1 Sustainable Construction and Design
- CS2 Waste Minimisation
- CS3 Social Inclusion and Diversity
- CS4 Accessibility and Intensity of Development
- CS5 Inclusive Access
- CS7 Design and the Public Realm
- CS9 Infrastructure, Services, Resources and Amenities
- CS14 Provision of Housing
- CS15 Location, Accessibility, Density and Housing Mix
- CS16 Affordable Housing
- CS20 Implementation of Reading Transport Strategy
- CS22 Transport Assessments
- CS23 Sustainable Travel and Travel Plans
- CS24 Car/Cycle Parking
- CS29 Provision of Open Space
- CS30 Access to Open Space
- CS31 Community Facilities

- CS34 Pollution and Water Resources
- CS35 Flooding
- CS36 Biodiversity and Geology
- CS38 Trees, Hedges and Woodlands

**Sites and Detailed Policies Document (2012) (Altered 2015)**

- SD1 Presumption in Favour of Sustainable Development
- DM1 Adaption to Climate Change
- DM2 Decentralised Energy
- DM3 Infrastructure Planning
- DM4 Safeguarding Amenity
- DM5 Housing Mix
- DM10 Private and Communal Outdoor Space
- DM12 Access, Traffic and Highway-related Matters
- DM16 Provision of Open Space
- DM17 Green Network
- DM18 Tree Planting
- DM19 Air Quality

**Submission Draft Local Plan 2018 (not adopted)**

- WR3i Part of Former Battle Hospital, Portman Road

**Supplementary Planning Documents**

- Sustainable Design and Construction (2011)
- Revised Parking Standards and Design (2011)
- Employment Skills and Training (2013)
- Affordable Housing (2013)
- Planning Obligations under Section 106 of the Town and Country Planning Act 1990 (Supplementary Planning Guidance).
- Battle Hospital Planning Brief (2005)

**Other**

- Reading Borough Open Spaces Strategy (2007)

## 6. APPRAISAL

### Principle and Mix

- 6.1 The site is allocated for housing under Policy SA8(f).
- 6.2 The requirement in Policy DM5 for at least 50% of the dwellings to be three-bedroom is considered to be a key policy requirement, given the findings of the recent Berkshire SHMA (2016).
- 6.3 Policy DM5 also requires half of the dwellings to be in the form of houses. The current proposals are for 22% houses, 68% flats. However the circumstances of the site and the need to make efficient use of the land are material considerations. Portman Road is a busy road and would lend itself in general terms to larger blocks of flatted accommodation enclosing the remainder of the site, providing a substantial visual presence to compete more effectively with the large scale industrial units and extensive highway layout to the north. This approach also ensures the efficient use of this previously-developed site. Reducing the number of flats simply to achieve the policy target would result in the site failing to achieve its potential and would not make efficient use of previously-developed land.

- 6.4 The mix of houses and flats would appear acceptable on the basis that the opportunity to maximise the scale of buildings on Portman Road frontage necessarily results in a greater proportion of flats than houses. The proposed mix results in 28% of the units being three bedroom, which falls short of the 50% policy target. However all the proposed houses (46) are three-bedroom and it is considered that the lower percentage is a necessary consequence of the increased number of flats referred to above.

#### Scale and Layout

- 6.5 The scale and layout of the proposal is the result of detailed discussions at pre-application and application stages. Block 1 would be the largest block at five storeys rising to six storeys at the Portman Way/Tesco roundabout opposite Radcot House. The main bulk of the block has a relatively narrow footprint, with the building extending further at ground floor level to provide a covered car park with podium garden deck above. It is considered that this arrangement suitably addresses the existing scale of development at Battle Hospital (Radcot House is 7 storey). Block 1 would sit to one side of the main access into the development. It is considered that the mass of the building is sufficiently set back from the new road into the site to provide sufficient relief to the scale of the building. The open space surrounding the building is sufficient to allow for good quality tree planting and other landscaping. Outside the site, the building would be viewed within the context of existing large buildings to the south, industrial buildings to the north and an expansive highway arrangement and supermarket car park. It is considered that the building would not appear excessively large in this situation.
- 6.6 The scale of the proposal diminishes eastwards along the Portman Road frontage with Blocks 2, 3 and 4 rising to four storeys and Block 5 limited to three storeys. It is considered that this approach suitably addresses the transition in scale down to two storey houses at Barnwood Close.
- 6.7 The areas between these blocks have been suitably designed to address the need to accommodate a significant amount of vehicle parking whilst maintaining a pleasant residential environment. This has been achieved by allocating half the ground floor of each block for use as flats with the other half for vehicle parking. This allows for half of the gaps between buildings to be provided as a landscaped space with the remainder for vehicle parking and access. The land to the north is proposed to be landscaped, with raised earth bunds and planted swales to improve the main road frontage and deflect views upwards to the wholly residential upper floors. This would also serve to soften the appearance of ground floor parking areas where these exist.
- 6.8 The development is proposed to take the form of two and three storey houses across the remainder of the site to the south. These are generally arranged within loose perimeter blocks, although the irregular shape of the site has restricted this to some extent. Phase 2, the remaining medical facility, is shown indicatively to demonstrate that additional housing could be provided within the layout currently proposed.
- 6.9 Where parking courts exist, officers are satisfied that these are an appropriate response to the difficulties that exist in gaining access from Portman Way and Valentia Road. For instance, Plots 26 and 29 offer clear design benefits in providing a street frontage to the corner of Valentia Road and Portman Way, however a small parcel of land left by the developer of the Battle Hospital land to the south prevents direct access. The substation on Valentia Road similarly prevents vehicle access to Plots 22 to 25, resulting in a need for a rear parking court. It is considered that these courts are appropriately landscaped and suitably

overlooked by houses and would not result in 'dead spaces' within the development.

- 6.10 Integration with the existing Battle Hospital development is considered to be a key Planning requirement in this case, especially given the land ownership constraints along Portman Way and Valentia Road. The revised proposals include details of pedestrian links, to join the adopted highway at Portman Way and Valentia Road. A link to the front of Plots 19 to 21 is considered to be a particularly important route, both visually and functionally, as it would ensure that the development appears as a continuation of Portman Way. It would allow for pedestrian desire lines into the development towards the open space; it would also provide access out of the development towards the wider area of housing to the south and west, the existing supermarket, and Oxford Road beyond. It is recommended that these links be included within the proposed S106 agreement to ensure their provision.
- 6.11 The proposals do not include all land currently forming part of the remaining Battle Hospital facility. The single storey unit currently occupied by Synergy Healthcare is not under the control of the applicant and is shown indicatively as 'Phase 2' on the plans. It is considered that the current proposal relates adequately to this building and its retention has not prevented a reasonable layout being provided for the current scheme. It is also considered that the current layout would not prejudice the redevelopment of this parcel of land for housing in the future.

#### Appearance

- 6.12 The blocks of flats are proposed in a contemporary style with flat roofs and simple detailing. The facades are proposed to be largely brick, with a mix of red/orange (Ibstock Parham Red), Staffordshire blue multi and grey (Ibstock Leicester Grey) bricks to reflect those used around Reading. Pitched roofs would be finished with 'Rivendale' Fibre Cement slates which are considered to give a good impression of a traditional slate.
- 6.13 It is considered that the flats would have an acceptable appearance which would sit comfortably with the neighbouring flats to the south and would not appear out of place within the wider Portman Road streetscene. The proposed houses also show a contemporary approach but with pitched roofs which reflect those of older housing in the area.
- 6.14 It is considered that the appearance of the development would create an acceptable sense of place within the site whilst integrating with existing housing to the south and east. The provision of structural planting, and tree planting in particular, will be critical to the success of the development. The landscaping scheme submitted is sufficiently detailed to demonstrate that trees would be placed in suitable locations to provide visual softening, a sense of place, definition to streets and key routes and provide an attractive streetscene. Full details, including tree pit design, methods of plant establishment and aftercare, and longer term maintenance will need to be secured by condition.

#### Parking and Access

- 6.15 Policy SA8f states that "*Development should:*
- *Be accessed from the south rather than directly from Portman Road;*
  - *Enhance pedestrian and cycle permeability through the site, including provision of a footpath/cycleway along the northern frontage of the site;*
  - *Mitigate any impacts on Cow Lane Bridges and the Norcot Road/ Oxford Road/Portman Road roundabout...*"

- 6.16 The proposed single vehicle access from Portman Way complies with this policy. It also serves to integrate the site more effectively as part of the wider Battle Hospital development.
- 6.17 The proposals include a cycleway which links effectively with the existing provision through Battle Square and running northwards through the site to meet with a proposed cycle-path to run along the site's northern edge. The developer has also agreed to fund a continuation of this path to the Portman Road/Cow Lane roundabout, to be delivered by the Highways Authority.
- 6.18 The detailed comments of the Highways Authority are included in Section 4 above, which include an assessment of the impacts of additional traffic on surrounding junctions. It is considered that these comments suitably address all matters relating to access, traffic and parking and the proposals are considered to comply with Policies CS20, CS22, CS23, CS24 and DM12 on this basis.

#### Housing Need and Affordable Housing

- 6.19 Officers have been involved in detailed negotiations with the Applicant, resulting in an offer of 24% of the dwellings to be provided as Affordable Housing.
- 6.20 The negotiated tenure mix is as follows, as shown on submitted drawing 031610-BEL-TV-06 'Tenure Plan', received 5 July 2018 (appended to this report):
- 14 (fourteen) 3-bed houses (plots 26,27,28,29,30,31,32,33,34,36,37,38,39 and 40) as Social Rent (Target Rent) tenure.
  - 'Block 5' (all eleven flats) as Affordable Rent tenure.
  - 'Block 4' (all seventeen flats) as Shared Ownership tenure.
  - A further eight dwellings houses (Plots 19,20,21,22,23,24,25 and 35) as Shared Ownership tenure.

The overall mix, including size, type and tenure of dwelling is set out in the table below:

Description	Qty	%	Affordable				Qty	%
			Rent	Shared	Target			
One Bedroom Apartment	45	21.3%	2	4	0	6	12.0%	
Two Bedroom Apartment	105	49.8%	6	9	0	15	30.0%	
Three Bedroom Apartment	14	6.6%	3	4	0	7	14.0%	
Two Bedroom Coach House	1	0.5%	0	0	1	1	2.0%	
Three Bedroom House	31	21.8%	0	3	9	12	42.0%	
Three Bedroom Townhouse	15		0	5	4	9		
			11	25	14	50		
TOTAL	211	100%	5.2%	11.8%	6.6%	23.7%		

Source: extract from drawing 031610-BEL-TV-06 'Tenure Plan'

- 6.21 The Council's Housing Officer has considered this and has confirmed that this would be an acceptable provision in terms of meeting local housing need. The 14 Social (Target) Rent units are particularly welcome.
- 6.22 The Council's Valuer and Viability Consultant have considered the amount and type of Affordable Housing offered, taking into account the specifics of the case, and advise that exceptional costs exist which support a reduced provision. These include additional build costs associated with the reinforced concrete frame construction of the apartment blocks. There is also some uncertainty over the

final sales values of the units. Other costs include those associated with contaminated land remediation and flood risk mitigation which affect the profitability of the scheme. Valuer advice confirms that the proposed amount of Affordable Housing and the tenure mix is the maximum which can be viably provided on this site.

- 6.23 On the basis of the specific circumstances of the case it is considered that the development would appropriately meet the housing needs of Reading Borough and the need to provide sustainable and inclusive mixed and balanced communities. As such the proposal is considered to comply with national policy in the NPPF, Policy CS16, and Affordable Housing Supplementary Planning Document 2013.

#### Trees and Landscaping

- 6.24 The proposals involve the removal of existing trees to the western and northern edges of the site. The only tree to be retained within the site is a Birch (T46 on the survey), close to the southernmost boundary of the site. The tree removals have been subject to detailed consideration by the Council's Natural Environment Officer and it is considered that this would be acceptable due to the amount of groundwork required to demolish, remediate contaminated land, and construct the new development, (including new landscaping and SuDS). Whilst the loss of existing trees is unfortunate it is considered that the new development would provide sufficient tree planting as shown on the submitted landscaping and site layout drawings.
- 6.25 Although the submitted proposals are detailed, there are a number of discrepancies between the planting layout (which shows no trees to Portman Way) and the site layout drawing (which does). The planting plan shows 124 new trees, with semi-mature specimens being provided to the northern and western boundaries of the site. The principle of the landscaping is accepted by the Council's Natural Environment Officer.
- 6.26 Full tree pit and other planting details are required and there are also likely to be some adjustments as the detailed design progresses nearer to construction. For these reasons and notwithstanding the submitted details, it is considered necessary to include a condition requiring all landscaping detail to be submitted for approval, prior to commencement.
- 6.27 The proposals are considered to comply with Policies CS7 and CS38 on this basis.

#### Residential Amenity

##### *Future Occupiers*

- 6.28 The proposed flats are largely single-aspect but are all of an acceptable size and provided with reasonable outlook and daylight.
- 6.29 Flats are provided with a reasonable amount of amenity space in the form of the decked garden (Block 1), balconies and landscaped areas around the blocks. The proposed open space will also contribute to the amenity of residents.
- 6.30 Each house is provided with a garden which is considered to offer a suitable amenity for occupiers.
- 6.31 Housing within the site is relatively closely spaced and gardens are not particularly large. It is considered that uncontrolled extensions or outbuildings, including those possible under Permitted Development could harm neighbouring amenity and restrict garden areas within the development. It is therefore



recommended that permitted development rights should be controlled by condition.

- 6.32 The submitted noise assessment includes recommendations for insulation from environmental noise. This has been assessed by the Council's Environmental Health team and found to be acceptable. It is considered that noise, including noise from nearby industrial/commercial premises and the railway, would be suitably mitigated by this provision, including enhanced glazing requirements, ventilation, and an acoustic fence to the southern boundary adjacent to the neighbouring welding workshop. Conditions are recommended to secure this.

#### *Neighbouring Amenity*

- 6.33 The separation distance between windows in Block A and Radcot House, Portman Way is shown as being between 19.5 and 20 metres. It is considered that this meets the basic privacy distance requirements set out in Policy DM4. It is also relevant that any overlooking would exist across the street, which is generally accepted as being fronted by the less private, public-facing facades of a building. This relationship is also typical of the wider Battle Hospital development which is characterised by a close relationship between buildings and a degree of overlooking between.
- 6.34 The relationship between Plots 10 and 25 and numbers 38-42 Valentia Road is considered to be acceptable on the basis that the flank wall would lie approximately 12 metres from the rear façade of number 38 and the scale, at two storeys, would not be excessive. This particular dwelling is also partially screened by a pitched roof outbuilding. It is considered that the proposals would not be harmful in terms of overbearing impact or loss of daylight and would not be an unusual relationship within the wider context of the densely-developed Battle Hospital housing site.
- 6.35 The first floor windows of Plot 10 would allow views towards the rear garden of 36 Valentia Road at a distance of 10 metres. This is considered to be acceptable on the basis that a privacy distance of 20 metres building-to-building would normally result in a neighbouring garden boundary sited 10 metres from the rear façade of the neighbour. This relatively close arrangement is also considered to be consistent with the wider Battle Hospital housing site.
- 6.36 The northern elevation of Radcot House would face the six storey southern flank of Block 1 at a distance of 20 metres. It is considered that this gap would allow sufficient daylight to remain so as not to harm the amenity of neighbouring occupiers and would not be dissimilar to the relationship between buildings elsewhere in the wider Battle Hospital site.

#### *Open Space*

- 6.37 An area of open space is proposed to the eastern end of the site. It is considered that the location and dimensions of this space, as well as its accessibility to residents would ensure that this is a suitable provision, in accordance with Policies CS29 and DM16. The space offers suitable opportunities for the provision of a Locally Equipped Area of Play in an appropriate layout. The Council's Leisure Service have raised concerns over the precise type of play equipment proposed. It is recommended that this be resolved post-decision through the requirements of the S106 legal agreement.

- 6.38 In addition the open space lies at the lowest part of the site and would also offer surface water attenuation benefits. It also allows for floodwater storage in the event of a flood.

#### Flood Risk and Drainage

- 6.39 The site has been sequentially tested as part of the site allocations process. The acceptability of siting of houses within Flood Zone 2 in this location has therefore already been established.
- 6.40 The arrangement of dwellings within the site follows a suitable sequential assessment of flood risk within the site and avoids the lowest parts of the site, which is proposed to be open space.
- 6.41 The applicant has provided a suitable Flood Risk Assessment, which demonstrates that the development would not result in additional flood risk within Flood Zone 2. National guidance and guidance in the recent 2017 Reading Borough Strategic Flood Risk Assessment is that floor levels should be set 300mm above the 1 in 100 year (Flood Zone 3) flood level with a 35% adjustment for climate change. The site is in the lower risk 1 in 1000 year Flood Zone 2 and buildings within this zone are therefore above this level. A risk of flooding remains and therefore a condition requiring flood resilience measures for the buildings to ensure they recover from flooding if it does occur is recommended. The applicant has submitted a flood evacuation plan drawing which indicates that a range of safe routes exist during a flood.
- 6.42 Uncontrolled extensions or outbuildings could significantly reduce flood storage and increase flood risk within Flood Zone 2. It is considered that this is an additional reason to restrict permitted development rights for these structures.
- 6.43 The Sustainable Drainage proposals are considered to be suitable in this context and would reduce the amount and discharge rate of surface water from the site. The proposed swales to the site frontage would receive a proportion of the water and would have landscaping, ecological and water quality benefits in addition to surface water control. The proposed underground attenuation tanks and flow control equipment would provide a reliable means of slowing and reducing surface water discharge. The Thames Water comments (section 4 above) are noted. It is considered reasonable to expect the proposed SuDS scheme to be capable of controlling surface water, subject to precise technical design and any improvements required by the sewerage undertaker. Conditions requiring the full SuDS design and sewerage improvements where required (in consultation with TW) are recommended.
- 6.44 The proposals are considered to comply with national flood risk policy and Policy CS35.

#### Ecology

- 6.45 The Council's Ecologist has considered the proposals and accepts the proposals subject to conditions to secure 'wildlife-friendly' planting within the landscaping scheme and other ecological enhancements including bird nesting boxes and bat boxes. Controls on external lighting are required to ensure that excessive or poorly-designed lighting does not affect bats. These matters are proposed to be dealt with by condition as per the recommendation above. The suggestion that the existing pond should be re-provided has been considered with the applicant. It transpires that the existing feature is an abandoned loading bay which has flooded. It is considered that a pond would interfere with use of the open space for recreation in this instance. The proposed swales to Portman Road would

appear to allow opportunities for ecological enhancements instead - a mix of wetland grasses is indicated on the landscaping plans. The existing Green Link to the Portman Road frontage would be enhanced by the new planting to this frontage. The proposals are considered to comply with Policies CS36 and DM17 on this basis.

#### S106 Matters

- 6.46 In addition to securing the Affordable Housing described above, a S106 legal agreement is required to secure the following as per the recommendation at the beginning of this report:

##### *Highways:*

- A contribution of £54,000 towards provision by the Council of a cycleway link from the site to Cow Lane roundabout along the southern verge of Portman Road and associated highway works.
- To enter into a s.278 agreement to carry out the off-site highway works to i) form the junction of the site with Portman Way and ii) provide pedestrian links to Portman Way/Valentia Road within adopted Highway land as shown on 'Access Inset' drawings.
- To secure works on-site to integrate with adjacent highway land - removal of existing fences, provision of pedestrian links to Portman Way/Valentia Road as shown on approved plans.
- A contribution of £7,500 (seven thousand five hundred pounds) (index linked from date of permission) towards a Traffic Regulation Order to introduce parking controls within the site (and requirement for private parking enforcement if unadopted). The S106 to limit parking to within dedicated bays only as shown on the approved drawings.
- *Open Space:*
  - i) provision prior to first occupation of the Public Open Space, including Locally Equipped Area of Play (LEAP) on site in accordance with approved drawings, subject to detailed design of play equipment being submitted for approval prior to first occupation (RBC Leisure are not satisfied with the existing suggested equipment).
  - ii) To pay the sum of £160,000 (one hundred and sixty thousand pounds) towards improvements to Portman Road NEAP (the multi-use games area 200m to the west of the site).
- *Employment Skills and Training Plan*  
In accordance with the Employment Skills and Training SPD, to secure a plan for the construction phase. Alternatively a payment in lieu of a plan of £58,938.
- *Public Art*  
In accordance with the Planning Obligations SPD - i) To secure the provision of Public Art to the value of £25,000, the design of which is to be approved by the Council. If the Developer is unable to provide the Public a payment of £25,000 is to be made in lieu to allow the Council to provide the art within the site or (twenty five thousand pounds (Index linked from date of permission) to the Council prior to Occupation of the 190<sup>th</sup> dwelling to fund a piece of art within the site, or on public land within Battle Ward.

- 6.47 It is considered that these obligations meet relevant Development Plan Policies and comply with the Regulation 122 tests set out in the CIL Regulations, namely that the obligations are necessary to make the development acceptable in planning terms, they are directly related to the development; and fairly and reasonably related in scale and kind to the development.

## 7.0 CONCLUSION

The proposal is the result of detailed discussions between officers and the Applicant and is considered to be acceptable for the reasons set out in the above report. The application is recommended for approval subject to appropriate conditions and completion of the S106 agreement as set out in the recommendation at the beginning of the report.

Case Officer: Steve Vigar

**DRAWINGS**

Selection only. Full details available to view at:

[http://planning.reading.gov.uk/fastweb\\_PL/welcome.asp](http://planning.reading.gov.uk/fastweb_PL/welcome.asp)



General Layout as Proposed



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LEGEND - UNIT TYPE

	3 Bed House
	2 Bed House
	Apartments 1, 2 and 3 Bed



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B. 2020 18 Job Ref: 20170303/201718  
 C. 2017 18 Job Ref: 20170303/201718  
 P. 2017 18 Job Ref: 20170303/201718

Unit Types Layout  
 1:1000 @ A3 scaling  
 08.12.2017 model  
 Job # P10000  
 Reference: 031610-BEL-TV04  
 Business

portman way, reading

Proposed Layout showing unit types



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LEGEND - STOREY HEIGHTS



storey heights layout



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06.12.2017 revised  
 1:1000 @ A3 scaling  
 Jethi Jirassakuldech  
 Lead Architect  
 0316101EEL-IV-03  
 Erection

Storey Heights Layout  
 06.12.2017 revised  
 1:1000 @ A3 scaling  
 Jethi Jirassakuldech  
 Lead Architect  
 0316101EEL-IV-03  
 Erection

portman way, reading

Proposed Layout showing storey heights



Landscape Masterplan

**Key:**

- Application Site Boundary
- Proposed Trees
- Proposed Hedgerow - Formally Clipped Hedgerow to Garden Frontages and Mixed Native Hedge to Site Boundary
- Proposed Shrub Planting
- Proposed Feature Shrub and Herbaceous / Grass Planting in Linear Blocks
- Proposed Shared Surface - Herringbone Block Paving Traditional Finish or Similar
- Asphalt
- Parking Spaces Identified with Alternating Block Paving Pattern / Finish
- High-quality Paved Surface to Central Seating Area and Public Art
- Footpath Paved Surface
- Proposed Concrete Slabs infilled with Gravel Aggregate Set Flush to Create Landscape Feature
- Proposed 1.2m High Metal Railing (Blue)
- Proposed 1.2m High Bow Top Fence (Black)
- Proposed Bench
- Details to Be Specified
- Proposed Green Screen and Climbing Species
- Existing Vegetation Structure to Be Retained

0	05.07.18	Updated to latest layout	BS	
1	05.08.18	Updated to latest layout	CS	
2	05.08.18	Updated to latest layout	SB	
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**aspect landscape planning**

**Portman Road, Reading  
Landscape Masterplan**

CLIENT: **Bellway Homes Limited**

TITLE: **Portman Road, Reading Landscape Masterplan**

SCALE: **1:1,000 @ A3**

DATE: **FEB 2018**

DRAWN: **SFB**

CHECKED: **AM**

DRAWING NUMBER: **6381 / LM / ASP7**

REVISION: **D**

Based on DWA/Arb/sects Concept Masterplan

0 0m 10m 20m 40m





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LEGEND - TENURE

- Private
- Affordable Rented
- Affordable Shared Ownership
- Affordable Target Rent

Proposed Tenure Plan



Description	Qty	%	Affordable			
			Rent	Shared	Target	Qty
One Bedroom Apartment	45	21.3%	2	4	0	6
Two Bedroom Apartment	105	49.8%	6	9	0	15
Three Bedroom Apartment	14	6.6%	3	4	0	7
Two Bedroom Coach House	1	0.5%	0	0	1	1
Three Bedroom House	31	21.8%	0	3	9	12
Three Bedroom Townhouse	15		0	5	4	9
<b>TOTAL</b>	<b>211</b>	<b>100%</b>	<b>11</b>	<b>25</b>	<b>14</b>	<b>50</b>
			<b>5.2%</b>	<b>11.8%</b>	<b>6.6%</b>	<b>23.7%</b>

03 1610-BEL-TV-215-24-05-18 - SR-65X



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portman way, reading

05.07.2018 revised  
 1:1000 @ A3 plotting  
 dha / Planning  
 reference: 03 1610-BEL-TV-06

Tenners Layout



Computer Generated Image Block 1 viewed from Portman Road/Portman Way junction. (Page 35 of submitted Design and Access Statement)

#### Height and Scale

The western and northern boundaries are defined by blocks of apartments of four to six storeys, responding to the scale and form of the development beyond the site boundary in these locations, and also defining the limits of the residential area. The balance of the site is made up of two and three storey houses in response to the scale of the existing adjoining residential development. This approach is illustrated below and opposite.



Indicative Elevational Treatment - Houses and Flats - Page 22 of submitted Design and Access Statement.

# CAVERSHAM



## COMMITTEE REPORT

BY THE DIRECTOR OF ENVIRONMENT AND NEIGHBOURHOOD SERVICES  
READING BOROUGH COUNCIL  
PLANNING APPLICATIONS COMMITTEE: 18 July 2018

ITEM NO. 11

Ward: Caversham  
App No.: 181035/REG3  
Address: The Heights Primary School, 82 Gosbrook Road Caversham, Reading  
Proposal: Fencing off an area of the Westfield Park Recreation Ground for educational use during school hours for use by the Heights Primary School.  
Applicant: Reading Borough Council  
Date received: 13/6/2018  
Minor Application, 8 week target decision date: 8/8/2018

### RECOMMENDATION:

Subject to no new material planning considerations being raised in representations on the planning application received before the expiration of the site notices on 11 July 2018, GRANT temporary planning permission subject to the following conditions:

#### Conditions to include:

1. Standard three year condition
2. Use of land until 31<sup>st</sup>. August 2020, then all boundary treatment, surfacing treatment/markings, signs, etc. removed and land returned to its original/lawned condition and use as Recreation.
3. Enclosure of land for school playing field by low bow-top fence and higher fence towards eastern boundary and laying of temporary surface/pathway and signage for duration of use. Gates to be contrasting colour, open outwards and be self-closing
4. Approved plans
5. Tree protection as set out in submitted Arboricultural Impact Assessment
6. Fencing foundation method: hand-digging, etc.
7. Materials as submitted
8. Hours of use of playground: 1040-1530 Monday to Friday. Outside of these hours, land to return to Recreational use.

#### Informatives:

- Positive and proactive requirement
- Terms and conditions
- Recreation use remains at end of temporary siting of playground
- Installation of temporary signage required

## 1. INTRODUCTION

1.1 The application site consists of an approximately triangular area of land of some 1,930 square metres towards the South-East of Westfield Road Playing Fields in Caversham. The site is relatively flat and laid to grass. There is a line of trees along the east and southern edges of the site and the diagonal path from Gosbrook Road to Westfield Road bounds the west/south-western side of the site.

## 2. PROPOSAL

- 2.1 The proposal is to change the use of this land from its present use as recreational (park) to a mixed, time-specified temporary use to a park and for use as a school playground during the day.
- 2.2 The background to this proposal is that the use of the land is proposed as a playground, required in connection with the continued temporary siting of nearby The Heights Primary School at the 82 Gosbrook Road site to the east. The planning application for the retention of the school and a new classroom block (reference 180552) was considered by your meeting on 30 May 2018 and the Committee resolved to grant planning permission for the siting of the required additional temporary classrooms, but not for the use of land for a playground. The Committee therefore deleted the playground from the application and otherwise agreed to grant planning permission. This current planning application therefore seeks to propose an alternative siting for this playground and would provide the playground for the same extended period as applied for under 180552 (until 31 August 2020). The previous reports are attached for information.
- 2.3 The park as a whole covers 3.7 hectares. The plan below shows the application site in red.



- 2.4 The application is being submitted by the Council as Local Education Authority on behalf of The Heights Primary School Trust and is therefore being reported to your meeting. Given the overall site area involved, the application site is also technically a Major application.
- 2.5 There is a continued need to provide primary school places for primary age (4-11 year olds) in the Mapledurham/Emmer Green area. The permanent proposal (planning application 171023) has a Resolution to grant planning permission, but at

the time of writing, planning permission has not been issued, although may be by the time of your meeting.

2.6 Supporting information submitted with the application is as follows:

- Planning statement
- Design and Access Statement ('Design and Access Strategy')
- Arboricultural assessment
- Acoustics site suitability assessment
- Air quality assessment
- Flood Risk Assessment
- CIL form

2.7 Educational uses are not CIL-liable developments and this proposal also provides no built floorspace.

### 3. PLANNING HISTORY

3.1 The following planning history is relevant:

180552: Extension to the existing planning approval ref 151283 until 31<sup>st</sup> August 2020. Erection of a new build 2 storey, 6 classroom modular unit on part of the St. Anne's School site, to allow the school to expand towards a capacity of 325 pupils on the temporary school site until 31st August 2020. Associated external works (amended description). On 30 May 2018, Planning Applications Committee Resolved to grant planning permission, subject to the satisfactory completion of a s106 legal agreement.

### 4. CONSULTATIONS

(i) Statutory:

Environment Agency: no objections.

(ii) Non-statutory:

RBC Transport Strategy advises that there are no adverse affects on the pedestrian/cycle network and no other issues to consider.

RBC Leisure and Recreation:

Note that the proposed section of land to be fenced off has been reduced in size by 235m<sup>2</sup> from 2165m<sup>2</sup> to 1930m<sup>2</sup> and is situated slightly further to the south, closer to Gosbrook Road than the original proposal.

Pleased that picket fencing is not to be installed and are happy that the proposed fencing with the varying heights will be suitable in this location. We also note that two pedestrian gates are to be installed as well as a double set of lockable maintenance gates. Ideally, the pedestrian gates should be a contrasting colour to that of the fencing so that they can be easily seen by people with a visual impairment. Gates should open outwards to prevent dogs from entering and they should be fitted with self-closing mechanisms. Both pedestrian gates should be fitted with a sign informing the public about the temporary dual use with the school and public times displayed. (The area must be available for public use outside school hours: ie before 10.40 and after 15:30.)

The public demand for access to recreational space peak is outside school hours so while loss of open space does have an impact, ensuring it is available outside these hours minimises this impact. The signs should also state that dogs are not permitted in this area.

It would be helpful to see a plan with the location of the proposed pedestrian and maintenance gates. Our comments on the previous application also requested linking paths to both pedestrian gates. These will be necessary to prevent the grass from becoming eroded and muddy with constant foot traffic. We did request this information on the previous application, so a plan indicating this would enable constructive comment

Comments below, as per previous application, still apply:

The proposed new pedestrian entrance into the school at the north western corner of the site will result in a significant increase in foot traffic along the existing path into Westfield Road Recreation Ground. It will be necessary to install a linking path from the existing path into the entrance to the school. The condition of the paths servicing the school from both the Gosbrook Road and Falkland Road park entrances must be suitable to support the anticipated increase in use. An appropriate management regime must be adopted to support the combined increased use of the enclosed area and immediate surrounds by both school and the public. This must be agreed with the Council's Leisure and Recreation Service prior to commencement of works. The area must be returned to unenclosed open space by the applicant by 1 October 2020 in a condition at least as good as currently provided. This includes removal of fencing, gates, signage, other infrastructure and linking paths servicing the enclosed area. The linking path to the school entrances must be returned to grass.

#### **RBC Environmental Protection:**

The proposed annexed area will have increased noise during playtimes as identified by the noise assessment, but as playtimes are relatively short duration over the course of the day, the noise impact on nearby residents will be negligible. Furthermore, the proposed area will only be used temporarily until the temporary school is moved to its permanent home.

The acoustic report has been updated to specifically assess the noise from the proposed annexed area when in use. The report confirms with noise assessment data that predicted noise will be unlikely to result in an adverse impact on nearby noise sensitive receptors. The new data does not alter the conclusions of the previous report. The EP Team therefore remains unconcerned about noise impact from the proposed annexation of Westfield Playing Field by the temporary Heights School.

The air quality assessment shows that users of the development site will be exposed to acceptable levels of air pollutants and there are therefore no objections on the grounds of poor air quality.

#### **RBC Planning Natural Environment (Tree Officer):**

With reference to the Arboricultural Impact Assessment (including Tree Survey) from RPS ref JMK10024, dated July 2018, I can confirm that the proposal is acceptable subject to securing working methods as indicated in the AIA. In order to avoid an unnecessary pre-commencement condition and as the more detailed method of fencing installation is the only element missing, the Arboricultural Method Statement need only be brief. Suggest



that the matter could be resolved by adding some notes in the Tree Protection Plan Legend alongside the reference to hand digging, along the lines of:

*'Section of fencing to be hand dug under arboricultural supervision. Any roots less than 25mm diameter to be cleanly cut; all roots of 25mm diameter or clumps of roots to retained unless removal is agreed by the arboricultural consultant as not being harmful to the tree(s). Fencing post holes to be relocated where necessary to avoid roots (identified for retention) and holes to be lined with an impermeable membrane prior to pouring concrete'.*

There should also be an additional note added to the 'high visibility barrier' Legend to state that it will be installed prior to commencement and retained until completion.

RBC Ecologist: no response at time of writing, but any response received will be reported to you.

Caversham and District Residents' Association (CADRA), Caversham GLOBE and Crime Prevention Design Advisor (Thames Valley Police: no response, but any response received will be set out in the Update Report.

### Public consultation

Site notices were placed on Gosbrook Road, at 82 Gosbrook Road and at various locations within Westfield Road Playing Fields.

Although the consultation period does not finish until 11th July, at the time of writing, some 13 objections have been received and no supporting letters. One letter of comment has been received, this response was that that the proposal, 'seems like a reasonable compromise'.

Any further issues raised in objections shall be covered in an Update report or will be updated verbally at your meeting. The objections received at the time of writing raise the following issues, with some officer responses in italics below, whilst any other matters will be responded to in the Appraisal section of this report:

- Continue to object to loss of playing field to school use, this is loss of public open space
- Fencing would be an eyesore to what is a lovely open green piece of land.
- The School should use Christchurch Meadows instead
- Concerned that the school playing field area will not be reinstated when the school leaves
- The proposal is materially identical to the first; therefore, all prior objections should be reconsidered. *Officer comment: the proposal includes only the playground proposal and it is only the relevant planning considerations to this which will be considered*
- This is not a community-minded proposal
- Suggests that the St. Anne's school field should be shared instead. *Officer comment: the School has advised that St. Anne's has kindly agreed that Key Stage 1 children can have some of their PE lessons on the field on a couple of afternoons, but they need the space at break and lunchtime for their children. There is no playtime use of St Anne's field planned over next 2 years. The space taken by the new classroom building decreases playing field area and it would be to the detriment of both schools to put further pressure on the use of the field.*

- School has taken over the area north of the temporary school site, now wants to annexe further areas of the recreation ground, this is unacceptable
- Urban schools such as E.P. Collier do not have green open spaces, why is The Heights any different? *Officer comment: the proposal is primarily to provide the School with a playground (a break and lunch-time outside area).*
- Does not object to school using the park but feel fencing is not necessary for them to use the field as they would wish anyway during school hours
- The application has not considered the aggregate usage of the tarmac area and the wider park. The school is already using our park for large proportions of the day on certain days.
- Objects to general intensification of use on the site, particularly in terms of noise disturbance.
- The site notices were not erected *Officer comment: site notices were erected on site on 20 June and the Statutory 21 days will have elapsed by the time of the consideration of this application at Committee.*

Applicant's public consultation

- Following the request for a further planning application at the Planning Applications Committee on 30 May 2018, RBC LEA staff and representatives of the School met with local ward Councillors in order to find a solution that would be more acceptable giving due consideration to the views of local residents.

5. RELEVANT PLANNING POLICY AND GUIDANCE

5.1 National

National Planning Policy Framework (NPPF) (2012):  
 Chapter 8: Promoting healthy communities  
 Chapter 11: Conserving and enhancing the natural environment

National Planning Practice Guidance (NPPG)

5.2 Reading Borough Local Development Framework Core Strategy (2008, as amended 2015)

CS3 (Social Inclusion and Diversity)  
 CS4 (Accessibility and the Intensity of Development)  
 CS5 (Inclusive Access)  
 CS7 (Design and the Public Realm)  
 CS28 (Loss of Open Space)  
 CS31 (Additional and Existing Community Facilities)  
 CS34 (Pollution and Water Resources)  
 CS35 (Flooding)  
 CS36 (Biodiversity and Geology)  
 CS38 (Trees, Hedges and Woodlands)

5.3 Reading Borough Local Development Framework: Sites and Detailed Policies Document (2012, as amended 2015)

SD1 (Presumption in Favour of Sustainable Development)  
 DM1 (Adaptation to Climate Change)

DM4 (Safeguarding Amenity)  
DM12 (Access, Traffic and Highway-Related Matters)  
DM17 (Green Network)  
DM18 (Tree Planting)  
SA16 (Westfield Road Playing Field)

#### 5.4 Supplementary Planning Guidance/Documents

Sustainable Design and Construction (July 2011)  
Revised Parking Standards and Design (October 2011)  
Planning Obligations under S.106 (April 2015)

### 6. APPRAISAL

#### 6.1 The main issues are:

- (i) Principle
- (ii) Impact on Westfield Road Recreation Ground
- (iii) Disturbance to neighbouring properties

#### (i) Principle

6.2 The Heights Primary School has been at the temporary site at 82 Gosbrook Road since 2014 and at the time of the original planning application, it was envisaged to be for a temporary two year period only. Issues with finding a permanent site meant that the school temporary classrooms were subject to a later permission to add more classrooms with a first floor in 2015 and extend the use for a further two years. Although progress is now being made on the permanent site (at the time of writing there is a Resolution to grant planning permission (ref. 171023) on the Mapledurham Playing Fields land), this will still take time to deliver and it is not currently expected that the permanent school site will be available until September 2020. This planning application follows the approval for the extended time and additional classrooms and proposes an area of the park for use as part of the school use.

6.3 The area of park affected has been reduced from the previous 2,165 sq.m. to 1,930 sq.m.) which is to be fenced for daytime use as school playing field. The hours proposed are the same as those which were set out in the previous planning application, before this related element was deleted from that proposal. These are proposed to be 10.40-15.30, Monday to Friday. Outside of these hours, the land will return to recreational (park) use for the general public.

6.4 The Gosbrook Road site itself is proposed to continue as the temporary school until 31 August 2020 and the current application proposal is required in connection with that use, as the site has insufficient space for a school playground for a full-size two form entry primary school. It should be remembered that there is support for school development in various policies, both at the national and local level and in turn, the enhancement of current educational facilities through alteration or expansion of existing schools is also supported. In particular, the NPPF at paragraph 72 says:

*"The Government attaches great importance to ensuring that a sufficient choice of school places is available to meet the needs of existing and new communities.*

*Local planning authorities should take a proactive, positive and collaborative approach to meeting this requirement, and to development that will widen choice in education. They should:*

- *Give great weight to the need to create, expand or alter schools; and*
- *Work with schools promoters to identify and resolve key planning issues before applications are submitted”.*

- 6.5 Whilst the Development Plan has no specific policies encouraging schools, Policy CS31 (Additional and Existing Community Facilities) indicates that community facilities will be considered favourably, particularly where co-location of facilities are possible, they can be accessed by a choice of means of transport and where possible, they should be in existing centres. Although the application site is not in Caversham Centre, it is nearby and is well served by public transport. The use of Westfield Road rec is the closest area of public space and doesn't involve crossing a significant road. The option of using St Anne's has been utilised as far as possible/practicable, but still is insufficient
- 6.6 Therefore, the principle of expanding/altering this temporary school is considered to meet the aims of the NPPF and Core Strategy Policy CS31 and the proposed use of part of the park as the school playground, as considered previously, is considered to be an important contributory function of the continued retention of the school in this location. Unfortunately, the retention of the school has meant that difficult choices have had to be made in terms of providing space for such an expansion to be undertaken. A key aim for the applicant/LEA is the ability of the school to function as a whole on a single site, rather than a set of fragmented sites.

(ii) Impact on Westfield Road Recreation Ground

- 6.7 The original proposal for the mixed use of the park attracted various concerns, but principally on the openness and function of the park. As with the previous application, the majority of objections received to this current planning application relate to concerns for the loss of part of the Westfield Road Recreation Ground to school use. This application proposes that an area is demarcated by fencing and the area within would be temporarily changed to a mixed/dual use of recreation and education. Residents and users of the Recreation Ground are understandably concerned about the impact this would have on the functionality of the park, whether the intensity is acceptable and whether it would revert to park use.
- 6.8 The Recreation Ground is subject to policies such as CS28 (Loss of Open Space) which seek to control public open space, its function and its openness and the policy states that planning applications will normally be refused where they would involve a loss of open space, or a reduction in their enjoyment for open space purposes. This proposal would be technically contrary to that policy.
- 6.9 The plans show that the south-eastern part of the site would be bounded by a 1.6m weldmesh fence, green powder coated. The remainder of the perimeter would be bounded by a lower 1.2m bow-top steel fence, with a green powder coat finish. The applicant has explained that it is necessary to demarcate a space to function as the school playground and in doing so this will need to be a segregated space, for supervision purposes. Given the more southwards location of the area nearer to the busy Gosbrook Road and concerns for child safety and given supervising issues, the School advises that higher fencing towards the southern area will be necessary. Although higher, this is the green weldmesh type green fencing and would be seen

against the backdrop of the trees in this area. Officers consider that the appearance of the fenced area will have the appearance of a childrens' play area without the associated play equipment and this is generally suitable in a park setting and in this case, for the temporary period required.

- 6.10 The School advises that it is for recreational purposes by pupils at break and lunchtimes as well as some PE lessons for younger pupils. The outside space on The Heights' temporary site is too small to safely accommodate all of the pupils at break and lunchtimes. The fenced area is for use by the school only within school hours for break times and lunch times with the timings as previously: Break: daily 10.50-11.15, Lunch: daily 12.15-13.15 and PE Monday and Wednesday 13.20-15.20 for PE. The fenced off area will be fully accessible to the public outside of the hours of 10.40-15.30. This is proposed to be for general park use out of school hours, hence the mixed use. Other functions of the park would continue uninterrupted and officers are satisfied that the park would not be adversely affected by the temporary part-use of this area and the more southerly positioning and the reduced size assists in minimising the visual impacts on the park.
- 6.11 The RBC Leisure and Recreation Service has advised that the area should be fitted with bow-top railings and gates. Placement of the gates within the fencing- as shown on the planning drawing is one gate directly opposite the entrance to The Heights Primary with another on the northern fence line (to ensure access for grass cutting machinery) and a third in order to access from the diagonal footpath. The Leisure Service advises that consideration should be given to preventing the ground on the route between the gates being churned up when it rains. The bow-top railings are shown from the majority of the boundary and the surfacing arrangement is considered to be a detailed matter. If there is a concern, temporary matting may be required. All these elements are proposed to be removed in their entirety and the land restored to its former condition on cessation of the use.
- 6.12 Some objectors remain concerned with the use of the tarmac area to the north of the Gosbrook Road site. Although this is not covered within this planning application, the applicant advises that tarmac area is subject to a community use agreement (between The Heights School and the Council's Leisure and Recreation service) which states the following; *'...the current agreement allows the school to use the tarmac area between the hours of 08:45 and 16:30 during term time. When the area is not in use by the school the asphalt area will be available for use by the public. Use by the school is expected to be 20 hours per week although this may increase with growth in pupil numbers or changing school need'*.
- 6.13 In conclusion, whilst there is conflict with policies CS28 and SA16, officers consider that provided that there is full reinstatement, in this case the harm caused due to the temporary loss of this area of the Recreation Ground are able to be outweighed by the significant need for the school to continue on this site for a continued temporary period and this is supported by Policy CS31 and statements in the NPPF.
- 6.14 The tree officer is satisfied with the proposal in relation to the treeline on the eastern side of the site and her comments above can form the basis of a condition for a method statement in relation to fencing foundations and suitable impact on tree roots.

(iii) Disturbance to neighbouring properties

- 6.15 There have been no concerns regarding the school from the occupants of the flats in Elizabeth House, which have until now been the nearest properties affected. RBC Environmental Protection advises that there has been a complaint to them regarding noise from intensification of use of the tarmac area north of the present school site. The complaint referred to increased noise because of the additional numbers of children making use of it after school as a result of the adjacent temporary school.
- 6.32 The proposed school playing field within the Recreation Ground would be around 80 metres from the nearest residential properties on Falkland Road and Cromwell Road (previously 60 metres), 60 metres from the nearest properties on Westfield Road (previously 50 metres) and 30-40 metres from the nearest properties on the south side of Gosbrook Road (previously 46 metres). The proposal also comes nearer to the western end of the westernmost block of Elizabeth House (flats 88-110) where the nearest point of the playspace is about 25 metres from this block. But given the playspace tapers significantly at the southern end, this area may not be so intensively used. These measurements are all considered to be satisfactorily distant from these properties. Some objectors remain concerned for the disturbance from this area, however, the use times and there will generally be short, intensive periods of use during the school day. The School also advises that they will need to stagger the use of the playground, tarmac and space on Westfield Park very carefully for all the children over the 1 1/4 hour long lunchtime. The restricted hours for use by the school remain 25 minutes for mid-morning break, one hour for lunchtime play and for a two hour PE lessons on a Monday and Wednesday. The applicant submitted a Site Suitability Assessment by RPS dated 28 March 2018. In this document noise at the site was considered. The noise assessment of 2014 was validated for 2018 with new recent measurements which concluded that the original assessment was sound. Then a further acoustic report has been supplied with this planning application.
- 6.33 The Council's Environmental Protection (EP) Team advises that the proposed annexed area will have increased noise during playtimes as identified by the noise assessment, but as playtimes are relatively short duration over the course of the day, the noise impact on nearby residents is considered to be minimal. Furthermore, EP notes that the proposed area will only be used temporarily until the temporary school is moved to its permanent home. The acoustic report has been updated to specifically assess the noise from the proposed annexed area when in use and this confirms with noise assessment data that predicted noise will be unlikely to result in an adverse impact on nearby noise sensitive receptors. The new data does not alter the conclusions of the previous report. The EP Team's conclusion is that they do not raise concerns about noise impact from the proposed annexation of Westfield Playing Field by the temporary Heights School.
- 6.34 As with the previous proposal, officers advise that noise levels near a school during playtimes will always be fairly high and a slight increase in pupils - although it may result in a small increase noise levels - will not significantly worsen the impact on neighbours. Due to the relatively short periods of time which these additional noise levels would occur, it is not considered that noise from pupils during these periods are likely to result in significant impact upon neighbouring properties. EP advises that a further noise assessment is not required. Policies CS34 and DM4 are considered to be complied with.

Other matters:

6.35 The matters to consider for the current planning application are more limited than for planning application 180552, namely:

- This is daytime use proposed and there is no requirement for external lighting.
- In transport terms, the proposal is considered to be well located in terms of Policy CS4 and the Highway Authority does not identify any concerns.
- No ecological concerns are anticipated.
- The proposal has no building footprint and there are no flooding concerns.
- Providing access gates are to the correct standard, there are no access/mobility concerns.
- The physical construction required by these works is comparatively limited and as such, officers are not recommending a construction hours condition.

#### Equalities Act

6.36 In determining this application, the Committee 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. In terms of the key equalities protected characteristics it is considered there would be no significant adverse impacts as a result of the development.

## 7. CONCLUSION

7.1 The Heights School is at full capacity and this proposed temporary arrangement is a practical solution which will enable it to continue to function safely and accommodate the intake of new children for up to a further two years. Under the plans there will also be full restoration of the park when the school moves on. In summary:

- In the particular circumstances of the continued educational need, an extended temporary period to allow this part use of the land for this school is accepted
- This is considered to be better situation than that proposed under planning application 180552, due to reduced impact on the function and openness of the park
- Harm to/loss of open space causes conflict with planning policy; but is on balance, it is considered to be suitable for this temporary period and full reinstatement will be secured; and
- No harm to trees is caused by this proposal.

Case Officer: Richard Eatough

Plans:

E03620-A-PL-1060 Site Location Plan

E03620-A-PL-1062 Proposed Site Plan







Appendices: reports to 30 May 2018 PAC (although Appendices to those reports not attached)

## COMMITTEE REPORT

BY THE DIRECTOR OF ENVIRONMENT AND NEIGHBOURHOOD SERVICES READING BOROUGH COUNCIL PLANNING APPLICATIONS COMMITTEE: 30 May 2018	ITEM NO.
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Ward: Caversham

App No.: 180552/REG3

Address: The Heights Primary School, 82 Gosbrook Road Caversham, Reading

Proposal: Extension to the existing planning approval ref 151283 until 31<sup>st</sup>. August 2020.

Erection of a new build 2 storey, 6 classroom modular unit on part of the St. Anne's School site, to allow the school to expand towards a capacity of 325 pupils on the temporary school site until 31st August 2020. Associated external works including the temporary annexation of a portion of the adjacent Westfield Road Recreation Ground for pupils' outdoor play area during school hours.

Applicant: Reading Borough Council

Date received: 12/4/2018

Minor Application, 8 week target decision date: 7/6/2018

**RECOMMENDATION:**

Subject to no objections being received from the Highway Authority in relation to the proposed parking management plan, delegate to the Head of Planning, Development and Regulatory Services to GRANT planning permission, subject to the satisfactory completion of a S.106 legal agreement to:

1. Provide staff parking in accordance with a parking management plan (for the duration of the temporary permission); and
2. A contribution of £6,000 towards (a) Traffic Regulation Order(s) in the area.

If the S.106 agreement is not completed by 7/6/2018, delegate to the Head of Planning, Development and Regulatory Services to REFUSE planning permission.

Conditions to include:

9. Standard three year condition
10. Siting of all modular units (including those previously approved by planning permissions 140940/FUL and 151283/FUL) until 31<sup>st</sup>. August 2020, then all buildings removed and land returned to condition as a vacant, cleared site (including removal of tarmac/asphalt)
11. No siting of further temporary buildings until contaminated land remediation scheme submitted and approved
12. Contamination removal to be carried out in accordance with approved remediation scheme
13. Reporting of any unexpected contamination
14. Works to proceed in accordance with approved Construction Method Statement
15. Enclosure of land for school playing field by low bow-top fence and laying of temporary surface/pathway and signage for duration of use, as agreed with the Local Planning Authority
16. On cessation of use, removal of bow-top fence and surface treatment and park made good, brick boundary wall reinstated to match, chain-link fence to Elizabeth House boundary repaired.

17. Approved plans
18. Tree protection as set out in submitted Arboricultural Impact Assessment
19. Annual arboricultural report and inspection, with recommendations and action
20. Scheme for replacement boundary tree/landscaping scheme to be submitted within 18 months of the approval of planning permission
21. Hours of construction: 0800-1800 Mondays to Fridays; 0900-1300 on Saturdays; no Sundays or Bank Holidays, unless otherwise approved by the Local Planning Authority
22. Noise and dust control measures during construction
23. Bicycle parking, details to be provided
24. Development only to proceed in accordance with recommendations of the submitted Flood Risk Assessment
25. Materials as submitted including permeable asphalt hardstanding
26. Installation of ball protection guards to new temporary modular unit as agreed by the local planning authority
27. Sustainability levels as submitted
28. External lighting only as presented in application, unless details have been submitted and approved.
29. Provision of bird and bat boxes
30. No vegetation clearance should be undertaken within the bird nesting season without an on-site assessment and approval from an accredited ecologist and the agreement of the Local Planning Authority
31. No installation of mechanical plant equipment, unless noise report submitted
32. Hours of use of classrooms: 0730-1800 Monday to Friday, plus special events to happen within the school buildings at various times (TBC)
33. No outdoor music lessons
34. Retention of Travel Plan
35. Travel Plan annual review
36. Disabled persons' facilities to be provided on ground floor of buildings
37. Enclosed stair structure to remain permeable to floodwater (existing building on site)

Informatives:

- Positive and proactive requirement
- Terms and conditions
- Building Regulations approval required
- Environmental Protection Act 1984
- Tree Preservation Orders apply to this site. No works to these trees approved in this planning permission, separate approval would be required
- Use remains D1 at end of temporary school siting
- Installation of signage
- Flood event instructions

### 3. INTRODUCTION

- 1.2 The application site was a vacant nursery school on Gosbrook Road in Caversham which operated until 2009. The nursery buildings were demolished and removed from the site in August 2014 and in accordance with a temporary planning permission, since September 2014 the site has been operated as the temporary site for The Heights Primary School. Due to the on-going need for this temporary site pending a permanent site, the accommodation has had to be extended via the addition of first floor classrooms in 2015.

1.3  
1.4

The temporary school currently consists of a double-storey modular classroom unit, made up of a number of separate modules. The 82 Gosbrook Road site itself is largely flat and extends the school site to approximately 0.53 [arctmc1]hectares from the current 0.182 hectares. The park as a whole covers 3.7 hectares. The application site includes part of the playing field of the adjacent St. Anne's Primary School and also extends into part of the Westfield Road Playing fields for use as the School's school playing field during school hours only. The site includes trees, with some of the trees to the north of the site being covered by Tree Preservation Orders.



## 2. PROPOSAL

- 2.1 This application in part seeks that the temporary location for The Heights (free) School be extended to August 2020 whilst the permanent site is progressed. In order to continue to use the temporary site, the accommodation will need to be expanded again as the school continues to grow annually by 50 school places a year towards its full capacity of 325 pupils (which will eventually be almost the capacity of the new two-form entry primary school on the permanent site). The application is being submitted by the Council as Local Education Authority on behalf of The Heights Primary School Trust and is therefore being reported to your meeting. Given the overall site area involved, the application site is also technically a Major application.
- 2.2 The current accommodation consists of four classrooms and this would increase this to nine, with a drama/music studio and other ancillary offices, etc.
- 2.3 As was presented to the Committee recently in considering planning application 171023 for the permanent school on the Mapledurham Playing Fields, there is a continued need to provide primary school places for primary age (4-11 year olds) in the Mapledurham/Emmer Green area. The permanent proposal has a Resolution to grant planning permission, but at the time of writing, planning permission has not been issued.

2.4 The works additional to those already on Gosbrook site consist of the following:

- New two storey modular classroom block and associated hardstanding
- Create new opening in the brick wall to the west of that and lay a temporary path; and
- Area of park (2165 sq.m.) to be fenced for daytime use as school playing field

2.8 Supporting information submitted with the application is as follows:

- Planning statement
- Design and Access Statement ('Design and Access Strategy')
- Transport statement
- School Travel Plan
- Arboricultural assessment
- Tree constraints plan
- Tree retention/removal/protection plan
- Flood Risk Assessment
- Air quality assessment
- Ecological assessment
- Acoustics site suitability assessment
- Construction method statement
- Drainage layout
- CIL form

2.9 Educational uses are not CIL-liable developments.

### 3. PLANNING HISTORY

3.1 The following history is relevant:

131353/CLE: Application for a certificate of lawful use as a children's nursery school (Use Class D1). CERTIFICATE ISSUED 27/1/14.

140940: Demolition of existing nursery school buildings and construction of a temporary single storey modular unit and minor external works associated with the site's use as a non-residential institution (Class D1) for 2 years. GRANTED with S.106 agreement 25/7/14.

151283/FUL: Construction of a first floor classroom extension over existing single-storey classrooms to form enlarged temporary school, for an extended temporary period until 31 August 2018. GRANTED with S.106 agreement 10/3/2016.

### 4. CONSULTATIONS

(iii) Statutory:

Sport England has no objection, provided that a condition is attached to any permission requiring the installation of ball protection guards on the windows of the new temporary classrooms.

Environment Agency: no response at the time of writing and any response will be provided in the Update Report.

(iv) Non-statutory:

RBC Transport Strategy advises that the school is provided with adequate cycle parking but confirmation of arrangements is requested. The School is operating a School Travel plan. The possible need for the Traffic Regulation Order is continued and this obligation should be reapplied to any further planning permission to extend the tenure of the school on this site. At the present time, has not seen details of the parking management plan and needs to be satisfied that this would be satisfactory.

RBC Leisure and Recreation: the proposal includes sectioning off 2165 sq.m. of the recreation ground for use by the School. Originally submitted wooden picket fencing considered to be a target for vandalism and suggest steel railings are used and these should meet normal safety standards.

The area must be available for general public use outside of usual school hours of 0915-1530 (Monday-Friday).

Suggests that there should be a linking path laid between both pedestrian gates to avoid the grass being eroded.

Signs are needed on the gates advising of the dual use and that the School has priority during term-time and that dogs should not enter this area.

Advises that the Leisure and Recreation service is not able to assess the conclusions of the noise report, however, the distance of the school playing field from the nearest residential properties is considered to be adequate and it is noted that the application is for a temporary period only, with greatest use during the day.

Please note that the area numbered 8 (north of the School) has been described in the application as being a school playing field 'used by The Heights Primary only'. Although the School funded this tarmac area, this area is only used on a limited basis by the School and it remains part of the recreation ground.

A construction method statement has been submitted. This is satisfactory for the control of noise and dust.

Proposal understood to be for a temporary two year period only and acceptable on this basis and on the understanding that the recreation ground will be made good in respects on departure of the temporary school.

RBC Environmental Protection:

A noise assessment has been submitted in support of the applications for extension to proposals. The report shows that the adverse noise impact on local residents is unlikely to be significant. Therefore advise no objections on noise grounds.

The air quality assessment shows that there will be no significant impact on local air quality resulting from the proposed development.

The contaminated land assessment has identified lead and asbestos particles, which needs to be formalised into a remediation scheme. Reporting of any unexpected contamination also required.

Satisfied with the lighting proposals, that nuisance is unlikely and I have no objections to the proposed development due to lighting.

RBC Planning Natural Environment (Tree Officer): has reviewed the submitted documents and has identified some inconsistencies with the material submitted. Has assessed the situation on site given the recent reports of tree works and loss proposed as a result of the application. Her comments are provided in full in the Appraisal below.

RBC Ecologist: trees on the northern treeline have bat roost potential. Lawned playing field has low wildlife habitat value. Conditions are recommended. Fuller discussion provided in the Appraisal below.

Caversham and District Residents' Association (CADRA): no response, but any response received will be set out in the Update Report.

Caversham GLOBE is concerned for the tree clearance works on the northern boundary of the present temporary school site, much of which appear to have already been undertaken. Requests replacement tree planting. Questions need for fencing in Recreation Ground and suggests that St. Anne's playing field should be used. Concern for location of fencing near to recently-planted trees, they should avoid them or conditions required to show no harm will be caused.

Crime Prevention Design Advisor (Thames Valley Police): no response at the time of writing and any response will be set out in the Update Report.

### Public consultation

Site notices were placed on Gosbrook Road, at 82 Gosbrook Road and at various locations within Westfield Road Playing Fields.

At the time of writing, some 309 letters of objection have been received (with nine supporting letters and two letters of comments only). On 16 May, a group of local residents, the Friends of Westfield Park held an event to raise awareness of the planning application, which is objected to and have submitted handwritten letters from adults and children who attended the event.

Any further issues raised shall be covered in an Update report. The objections raise the following issues, with some officer responses in italics below, whilst any other matters will be responded to in the Appraisal section of this report:

Issues raised by objectors: *any direct responses from officers are in italics otherwise see Appraisal section of this report.*

- Object to loss of playing field to school use, this is loss of public open space
- The Westfield Recreation area is used by many people, schoolchildren, pre-schoolers, dog walkers etc.
- The Recreation area was land given in trust for recreation use only
- School should use Christchurch Meadows instead, via a new zebra crossing
- Concerned that the school playing field area will not be reinstated when the school leaves
- The next step will be houses being built on this land *this is not the application under consideration*
- What if the School does not move to the planned permanent site?
- Objects to dogs not being allowed in the school playing field area
- This space is used by lots of children from different nurseries and schools between before and after drop off. It would be a real shame to limit this and put restrictions on areas of this small playing field
- School playing field would be an eyesore to what is a lovely open green piece of land.
- Does not agree with the applicant's assertion that only 20% of the park is used for the temporary playing field

- School playing field would only be beneficial to a select few and not the whole community
- Fenced area will prevent playing ball games
- Suggests that the St. Anne's school field should be shared instead
- The land already taken by this Free School for Caversham Heights residents has already made this site very busy indeed.
- Concerned for loss of trees on the northern boundary of the present school
- School has taken over the area north of the temporary school site, now wants to annexe further areas of the recreation ground, this is unacceptable
- What about if The Heights does after school clubs? There are three local schools' pupils who use this field after school *The Heights already runs before and after school clubs and these occur within the existing buildings and this application is not proposing to alter the current arrangement*
- A better solution would be to find a permanent home for the school with suitable grounds.
- Outrageous to spend yet more money on a temporary site for one school when other local schools have had nowhere near the same amount of money spent on them *This is not a planning matter*
- The school was only meant to be there for a year, it is still there and still growing. It has already been extended.
- Six years is not temporary
- No evidence that the land to be built upon/segregated is surplus to requirements. Indeed, the opposite is in that the land is in almost constant use throughout daylight hours from Spring to Autumn.
- There is no proposal to provide equivalent land for recreational use in an alternative suitable location.
- Local schools have places, the expansion is not required and this is not required on the recreation ground
- Does not object to school using the park but feel fencing is not necessary for them to use the field as they would wish anyway during school hours
- Makeshift and ramshackle environment is not conducive to good learning for the children. *The LEA considers that this arrangement is suitable for a further temporary period*
- Disagrees with the methodology and conclusions of the noise report. Noise levels will be high during the day. No noise mitigation has been proposed and this is not acceptable, as there has been no consideration of nearby residential properties and the school playing field area will cause disturbance.
- Objects to general intensification of use on the site, particularly in terms of noise disturbance.
- The existing and proposed development is not in keeping with the area: this site has already been extended once using low quality building materials.
- Parking situation is currently bad, with the expanded school it will be unacceptable. At school drop off and pick-up times there are no parking spaces within half a mile of the school available to local residents.
- Parents regularly park on double yellow lines and our street has become a rat run and danger to disabled people
- Continued impact of the school is affecting health of neighbours
- Application appears to have been drafted as a foregone conclusion.
- There should be a school bus from Caversham Heights, because the problems are being caused by the school being in the wrong place *Primary schools do not have their own school bus services*
- Concern for anti-social behaviour, graffiti and security *It is not clear from the objection how the proposal would cause/exacerbate these concerns*



Informal pre-application discussion with officers took place in early 2018 to discuss the key issues and the supporting studies which would be required with this application.

The School has met representative of the Friends of Westfield Park to discuss their concerns. The applicant also produced a Frequently Asked Questions ('FAQs') sheet for local residents. This sheet was displayed under each of the planning notices at the Recreation Ground and was sent to both The Heights Primary and St Anne's schools for clarity. This sheet was also sent this out to parents and governors of The Heights.

## 5. RELEVANT PLANNING POLICY AND GUIDANCE

### 5.1 National

National Planning Policy Framework (NPPF) (2012):

Chapter 4: Promoting sustainable transport

Chapter 7: Requiring good design

Chapter 8: Promoting healthy communities

Chapter 10: Meeting the challenge of climate change, flooding and coastal change

Chapter 11: Conserving and enhancing the natural environment

National Planning Practice Guidance (NPPG)

### 5.2 Reading Borough Local Development Framework Core Strategy (2008, as amended 2015)

CS1 (Sustainable Construction and Design)

CS2 (Waste Minimisation)

CS3 (Social Inclusion and Diversity)

CS4 (Accessibility and the Intensity of Development)

CS5 (Inclusive Access)

CS7 (Design and the Public Realm)

CS9 (Infrastructure, Services, Resources and Amenities)

CS20 (Implementation of the Reading Transport Strategy)

CS22 (Transport Assessments)

CS23 (Sustainable Travel and Travel Plans)

CS24 (Car/Cycle Parking)

CS28 (Loss of Open Space)

CS31 (Additional and Existing Community Facilities)

CS34 (Pollution and Water Resources)

CS35 (Flooding)

CS36 (Biodiversity and Geology)

CS38 (Trees, Hedges and Woodlands)

### 5.3 Reading Borough Local Development Framework: Sites and Detailed Policies Document (2012, as amended 2015)

SD1 (Presumption in Favour of Sustainable Development)

DM1 (Adaptation to Climate Change)

DM3 (Infrastructure)

DM4 (Safeguarding Amenity)

DM12 (Access, Traffic and Highway-Related Matters)

DM17 (Green Network)

DM18 (Tree Planting)  
DM19 (Air Quality)  
SA14 (Cycle Routes)  
SA16 (Westfield Road Playing Field)

#### 5.4 Supplementary Planning Guidance/Documents

Sustainable Design and Construction (July 2011)  
Revised Parking Standards and Design (October 2011)  
Planning Obligations under S.106 (April 2015)

### 6. APPRAISAL

#### Main Issues

#### 6.1 The main issues are:

- (iv) Principle
- (v) Flooding
- (vi) Traffic and parking
- (vii) Disturbance to neighbouring properties
- (viii) Design and layout
- (ix) Impact on trees and landscaping

#### (iv) Principle

##### Continuation of temporary use

6.2 The Heights Primary School has been at the temporary site at 82 Gosbrook Road since 2014 and at the time of the original planning application, it was envisaged to be for a temporary two year period only. Issues with finding a permanent site meant that the school temporary classrooms were subject to a later permission to add more classrooms with a first floor in 2015 and extend the use for a further two years. Although progress is now being made on the permanent site (at the time of writing there is a Resolution to grant planning permission (ref. 171023) on the Mapledurham Playing Fields land), this will take time to deliver and it is not currently expected that the permanent school site will be available until September 2020. This planning application therefore seeks to again increase the capacity and duration of the school for a further two years. In doing so, the school has not been able to expand further on the former nursery school site and this current application seeks to take in further adjacent land to accommodate this continuing need.

6.3 In general locational terms, the school continues to be suitable as an accessible site, well-related to local facilities, but there are additional issues involved in the expansion of the current temporary school site and in expanding to the west, it is proposed to change the use of an area of land for a temporary period.

6.4 The Gosbrook Road site itself remains in D1 use and the school on site is consistent with that use. Furthermore, there is support for school development in various policies, both at the national and local level and in turn, the enhancement of current educational facilities through alteration or expansion of existing schools is also supported. In particular, the NPPF at paragraph 72 says:

*“The Government attaches great importance to ensuring that a sufficient choice of school places is available to meet the needs of existing and new communities. Local planning authorities should take a proactive, positive and collaborative approach to meeting this requirement, and to development that will widen choice in education. They should:*

- *Give great weight to the need to create, expand or alter schools; and*
- *Work with schools promoters to identify and resolve key planning issues before applications are submitted”.*

- 6.5 Whilst the Development Plan has no specific policies encouraging schools, Policy CS31 (Additional and Existing Community Facilities) indicates that community facilities will be considered favourably, particularly where co-location of facilities are possible, they can be accessed by a choice of means of transport and where possible, they should be in existing centres. Although the application site is not in Caversham Centre, it is nearby and is well served by public transport.
- 6.6 Therefore, the principle of expanding/altering this temporary school is considered to meet the aims of the NPPF and Core Strategy Policy CS31. As with the previous approvals, this proposal, were planning permission to be granted, would require the full removal of all buildings/structures and the making good of the land. However, the Council’s Planning Solicitor has reviewed the matter and advises that the D1 use the site enjoys would remain.
- 6.7 As described above, unfortunately, the proposed retention of the school in this location has meant that difficult choices have had to be made in terms of providing space for such an expansion to be undertaken. A key aim for the applicant/LEA is the ability of the school to function as a whole on a single site, rather than a set of fragmented sites.

#### Temporary use of part of St. Anne’s Playing Field

- 6.8 An additional classroom block is proposed to the north of the existing temporary buildings, within the playing field of St. Anne’s School. Further, OFSTED requirements mean that the school needs a dedicated school playing field to accommodate the increase in pupils and the application proposes to temporarily change the use of an area of the adjacent Westfield Road Recreation Ground to allow daytime school playing field use by the School.
- 6.9 Sport England has been consulted on the application and does not object, subject to a condition regarding ball guards being fitted to the classrooms, given their location at the edge of the St. Anne’s school field. In any event, the applicant is proposing a 2.1m high powder coated green weldmesh fence to define the revised boundary between the two schools. The temporary loss of this space will not affect existing sports pitches, is a comparatively small area of the field and St. Anne’s can continue to operate, and the buildings will be completely removed once no longer required.

#### Temporary part-time use of an area within Westfield Road Recreation Ground

- 6.10 The majority of objections received to this planning application relate to concerns for the loss of part of the Westfield Road Recreation Ground to school use. This application proposes that an area is demarcated by fencing and the area within would be temporarily changed to a mixed/dual use of recreation and education.

Residents and users of the Recreation Ground are understandably concerned about the impact this would have on the functionality of the park, whether the intensity is acceptable and whether it would revert to park use.

- 6.11 The Recreation Ground is subject to policies such as CS28 (Loss of Open Space) which seek to control public open space, its function and its openness and the policy states that planning applications will normally be refused where they would involve a loss of open space, or a reduction in their enjoyment for open space purposes. This proposal would be technically contrary to that policy.
- 6.12 The applicant has explained that it is necessary to demarcate a space as a school playing field and this will not need high railings or netting, but will require a segregated space. The applicant advises that it is for recreational purposes by pupils at break and lunchtimes as well as some PE lessons for younger pupils. Fencing is essential, regrettably, to contain and safeguard pupils with the resources available to the school. The outside space on The Heights' temporary site is too small to safely accommodate all of the pupils at break and lunchtimes. The fenced area is for use by the school only within school hours for break times and lunch times; Break: daily 10.50-11.15, Lunch: daily 12.15-13.15 and PE Monday and Wednesday 13.20-15.20. The fenced off area will be fully accessible to the public outside of these hours. This is proposed to be for general park use out of school hours, hence the mixed use. Other functions of the park would continue uninterrupted and officers are satisfied that the needs of walkers, picnicking, do-walking, etc, would not be adversely affected by the temporary part-use of this area.
- 6.13 The RBC Leisure and Recreation Service has advised that the area should be fitted with bow-top railings and gates and consideration given to preventing the ground on the route between the gates being churned up when it rains. But these items are proposed to be removed in their entirety and the land restored to its former condition on cessation of the use.
- 6.14 Some objectors are also concerned with the use of the tarmac area to the north of the Gosbrook Road site. Although this is not covered within this planning application, the applicant advises that tarmac area is subject to a community use agreement (between The Heights School and the Council's Leisure and Recreation service) which states the following; *'...the current agreement allows the school to use the tarmac area between the hours of 08:45 and 16:30 during term time. When the area is not in use by the school the asphalt area will be available for use by the public. Use by the school is expected to be 20 hours per week although this may increase with growth in pupil numbers or changing school need'*.
- 6.15 Officers confirm that the function of the park for general public enjoyment, use of paths, etc. will be able to continue during this temporary annexation of this area.
- 6.16 In summary, whilst there is conflict with policies CS28 and SA16, officers consider that provided that there is full reinstatement, in this case the harm caused due to the temporary loss of this area of the Recreation Ground are able to be outweighed by the significant need for the school to continue on this site for a continued temporary period and this is supported by Policy CS31 and statements in the NPPF. The remainder of this report discusses the other material planning considerations raised by this application.

(v) Flooding

- 6.17 A response from the EA is awaited at the time of writing. This section of the report will therefore discuss applicable planning policy and advise on the suitability of the proposal.
- 6.18 In terms of planning policy, the NPPF advises that local plans should take account of climate change over the longer term, including flood risk and new development should be planned to avoid increased vulnerability to climate change. Inappropriate development is to be steered away from areas at highest risk of flooding (paragraph 99) and local plans are to adopt a sequential, risk-based approach to development. Development should not be permitted (or allocated in plans) if there are ‘reasonably available’ sites appropriate for the proposed development in areas with a lower probability of flooding. The NPPF has been supplemented with a specific technical Planning Practice Guidance note (Flood Risk and Coastal Change) and officers have had regard to this guidance.
- 6.19 Policy CS35 (Flooding) of the Core Strategy was published before the NPPF but nevertheless is confirmed as being compliant with it. Policy CS35 steers development away from land at a high risk of flooding, where development would impede flood flows or capacity, or in any way increase risks to life and property from flooding. It also requires that any proposals for development or redevelopment within areas that lie in zones of medium or high flood risk will need to demonstrate that the sequential test has been applied and if appropriate, that the exceptions test has been passed. However, the supporting text to the policy also states that appropriate weight can be given to the redevelopment of land at risk of flooding which will provide a “significant regeneration benefit on previously developed land”.
- 6.20 The site lies within both Flood Zone 3a and Flood Zone 2. The principal risk of flooding is fluvial (from the Thames). A site-specific flood risk assessment (FRA) is required for all proposals for new development (including minor development and change of use) in Flood Zones 2 and 3. The developer has provided an updated FRA with the application.
- 6.21 Assessment of the original application/permission (see attached report) included a section on strategic site selection in relation to schools. In relation to this application, as it is an extension to an existing temporary school, it is considered that this cannot reasonably be provided anywhere else. Therefore, the aspects of location suitability previously considered (relationship to the School catchment, early deliverability of the proposal, ‘fit’ of the School values and cost and value for money) remain applicable to this extension. In this case, it is not considered that there would be a preferable site for this extension to take place, in terms of either planning policy or operation of the school.
- 6.22 On-site matters have been considered (the raising of floor levels, the continued allowance for flood flows beneath the building, consideration of safe access and the fact that a school will have 48 hours’ notice of a flood event in which to evacuate). The applicant confirms that all required compensatory/mitigation actions as required by permission 140940/FUL have been undertaken as approved and that floor levels in the new classroom block would be the same as for the existing modular classroom block
- 6.23 Overall, officers are satisfied that although there is intensification of this ‘more vulnerable use’ within Flood Zone 3 (and partly, Zone 2), the additional risk is

limited and not one which leads officers to believe that planning permission should be refused. The views of the Environment Agency are not known at this time, but any detailed concerns raised will be reported to you. However, this is not anticipated and therefore unlikely to significantly alter officers' advice of the general suitability of this extension and accordingly, it is advised that the proposal complies with Policy CS35 and the NPPF.

(vi) Traffic and parking

- 6.24 This is an accessible site in terms of Policy CS4, with good access to a range of transport modes. However, there are important issues raised with the further intensification of this school in this location. The former Caversham Nursery had 61 pupils when it closed in 2009, the projected capacity of this proposal will be up to 350 pupils. This is a very significant increase and this has the potential to affect travel patterns and disturbance in the area. Various objectors are concerned that the school has effectively outgrown its site. The Highway Authority therefore requested a transport statement to assess the implications of this increase in staff and pupils and how the travel/parking demand is proposed to be managed.
- 6.25 The school has now been operating since 2014 and it is clear that the school is making concerted efforts in order to attempt to control unsustainable car journeys via its school travel plan. In fact, the Highway Authority advises that the currently updated school travel plan is approved and through active encouragement of the plan, the School has recently been awarded a 'ModalShift STARS Bronze Award', the first and currently the only school in Reading to achieve this National standard.
- 6.26 However, the transport assessment indicates that - probably due to the school being outside its own catchment area - some 67.5% of pupils are either driven to the school or to an area near the school, for drop-off. There are reports that the number of pupils (currently 225) is putting pressure on the local road network and residents' parking areas and this would only intensify were this proposal to be granted permission. Transport Strategy has considered origin data for pupils and how the breakfast club and after-school club spreads the peak demand on the local roads.
- 6.27 The application proposes to increase cycle parking from 30 to 32 spaces in order to align with the Council's Parking Standards.
- 6.28 The school currently employs 25 members of staff full-time equivalent (FTE). By 2019/2020, this is anticipated to increase to 32.5 (FTE). Staff often need to travel from further away and carry a large amount of books and papers with them, hence they tend to require on-site parking or parking in close proximity to the school. Until now, the School has had an informal use agreement to use the nearby car park at St. Anne's Church, but at the time of writing, it is unclear if this arrangement will continue. The Highway Authority agrees with the applicant that given their current travel patterns, there is a need to provide 17 car parking spaces for staff and until the arrangements for this are known, officers cannot confirm if the Council's planning policies in respect of transport are complied with. Further discussion on the progress of this matter will be provided in the Update Report, but options currently include a S.106 agreement for the development to fund the adjustment of the Controlled Parking Zone(s) in the area. The Update Report will discuss this and other options and present the preferred approach.

(vii) Disturbance to neighbouring properties

### New modular building

- 6.29 There have been no concerns regarding the school from the occupants of the flats in Elizabeth House, which have until now been the nearest properties affected. RBC Environmental Protection advises that there has been a complaint to them regarding noise from intensification of use of the tarmac area north of the present school site. The complaint referred to increased noise because of the additional numbers of children making use of it after school as a result of the adjacent temporary school.
- 6.30 In this proposal, school times will be unchanged and arrangements for meals will remain unchanged (an external catering company is used). As with the previous application, no noisy plant/equipment is required, although noise control may be needed for any plant which is necessary and the Update Report will discuss whether the condition currently provided in the Recommendation box above requires adjustment. External spaces are unchanged and music lessons have not been occurring outside, as per the condition applied to the previous permissions. It is considered that the operation of the buildings is unlikely to have an impact on the residential amenity of the flats.
- 6.31 The new block would be sited within the grounds of St. Anne's School and this area is relatively contained, however, there are windows within the western elevation of the 136-158 Elizabeth House block, but these are some 20 metres from the south-east elevation of the new block and this is angled so officers are satisfied that there is no undue overlooking.

### School playing field

- 6.32 The proposed school playing field within the Recreation Ground would be around 60 metres from the nearest residential properties on Falkland Road and Cromwell Road, 50 metres from the nearest properties on Westfield Road and 46 metres from the nearest properties on the south side of Gosbrook Road. These measurements are all considered to be satisfactorily distant from these properties. Some objectors are concerned for the disturbance this will cause.
- 6.33 The applicant submitted a Site Suitability Assessment by RPS dated 28 March 2018. In this document noise at the site was considered. The noise assessment of 2014 was validated for 2018 with new recent measurements which concluded that the original assessment was sound.
- 6.34 The EP Team has reviewed the noise assessment and relevant to the impact on local residents is the section 'noise impact of the extension on surrounding area'. The report states that when the St Anne's School and The Heights School children were playing outside, the contribution of noise from The Heights to the overall noise of school children playing was minimal. The current application will increase the number of pupils making use of the outdoor space and increase noise during playtimes which may affect the existing noise levels. Noise levels near a school during playtimes will always be fairly high and a slight increase in pupils - although it may result in a small increase noise levels - will not significantly worsen the impact on neighbours. Due to the relatively short periods of time which these additional noise levels would occur, it is not considered that noise from pupils

during these periods are likely to result in significant impact upon neighbouring properties.. EP advises that a further noise assessment is not required.

#### External lighting

- 6.35 Lighting is proposed to be generally bulkhead/emergency lighting only. The EP Team is satisfied with the lighting proposals and considers that nuisance is unlikely and has no objections to the proposed development due to lighting. Officers advise control via a condition.

#### Construction impacts

- 6.36 The previous proposals considered construction carefully, principally due to impacts on protected trees. With the modular classrooms, construction is again considered to be short-lived (two consecutive days only is currently anticipated) and both RBC Transport Strategy and Environmental Protection teams are content with the Construction Method Statement which has been submitted in traffic and environmental terms. Access would be from the adjacent Elizabeth house site by forming a temporary access through the chain-link fence. This will need to be sealed up again for security and again made good at cessation of the use. Delivery of the modular units themselves would be via South View Avenue.
- 6.37 In summary in terms of noise and disturbance and with the conditions recommended (including those on the original permissions), officers consider that the construction and operation of the temporary school will generally have a relatively low impact on nearby residential properties when compared to the lawful use of the site as a nursery and the application complies with policies CS34 and DM4, as a suitable level of residential amenity will be maintained.

#### (viii) Design and layout

- 6.38 The current buildings on site and their external areas and current facilities are to remain in place for the extended application period being applied for.
- 6.39 The new modular block is similar in appearance to the existing buildings and would be a steel-clad building with Albatross Grey polyester powder coated panels, a flat ply membrane roof, white aluminium doors and white uPVC windows. This block will be sited in a more contained area and behind trees, unlike the present school buildings, which have clear views from the existing recreation ground. Officers consider that the siting and design of this proposal is suitable for a temporary period. With the conditions discussed, the proposal is therefore considered to be suitable in terms of the design and protection of open space policies CS7 and SA16.

#### (ix) Impact on trees and landscaping

##### Trees

- 6.40 The 82 Gosbrook Road site is subject to a Tree Preservation Order (TPO) which includes a Sycamore and two Ash trees to the north of the site and there is a further TPO Oak to the south (off-site) within the circulation area for the flats. No additional concerns for these trees are identified from the current application. Similarly no harm is advised to trees within the Recreation Ground. However, the Planning (Natural Environment) Team has some concerns with the application material and advises as follows.



- 6.41 The Tree officer advises that some trees and scrub clearance has taken place, but it is agreed that these are 'C' category trees which are not considered to be valuable and therefore present a constraint to the development.
- 6.42 The Tree Officer advises replanting along the existing north/north-east for implementation once the temporary building is removed and officers agree that this reinstatement is important to restore the character of the landscaped boundary. Subject to the above conditions and the detailed points of clarification required above, officers consider that the proposal will be acceptable in terms of trees and landscaping and the proposal would comply with policies CS38 and DM18.

#### Ecology

- 6.43 The new classroom building and associated hardstanding will be sited within the adjacent school's grassland fields, and the works will involve the removal of several trees. The ecology report (RPS, March 2018) states that one of the trees onsite has bat roosting potential - as per the tree protection plans, this tree will be retained. The Council's Ecologist agrees that the frequently mown school field is unlikely to be used by protected species. The report confirms that the grassland field to be affected comprises frequently-cut amenity grassland. However, the site is likely to be of some value to commuting and foraging bats, particularly along the bordering tree lines (some of which will border the new building and hardstanding area). As such, the Ecologist requests that a wildlife-sensitive lighting scheme is to be submitted. However, given the short duration of the use and the condition above which will serve to repair the landscaped boundary, it is accepted that limited disturbance will take place, but that it is not necessary to restrict lighting for this temporary period.
- 6.44 As per recommendations made in the report and in line with the NPPF, biodiversity enhancements should be incorporated into the development, to include bird and bat boxes and wildlife-friendly planting. Finally, the Ecologist requires that any vegetation clearance should be undertaken outside of the bird nesting season, unless with the on-site approval of an accredited ecologist.. [arctmc2]The above measures should be conditioned and Policy CS36 is complied with.

#### Other matters:

##### Sustainability

- 6.45 As previously approved, it is not considered that strict sustainability requirements should be applied and the general modern methods of construction and sustainability attributes of the units are considered to be suitable and comply with Policy CS1 in this instance. There is no SUDS scheme with this application, although a soakaway is proposed for surface water drainage and the drainage plan show permeable asphalt and this is suitable, given the ground coverage and this is considered to comply with Policy CS35. Given the temporary nature of the proposals, including the removal of hardstanding areas on cessation of the use, this is considered to be appropriate.

##### Contaminated land

- 6.46 Some site preparation is required for the modular building. The contaminated land assessment has identified lead and asbestos particles, which needs to be formalised into a remediation scheme. The proposal is to remove and dispose in the location where the proposed building footprint will be and to ‘encapsulate’ elsewhere to break the pollutant pathway. The Environmental Protection team concurs with this, but advises that this should be formalised into a remediation scheme and submitted for approval. Subject to these works being carried out, RBC Environmental Protection has no objections to the proposal, but conditions are required to ensure that remediation is carried out and any unforeseen contamination is dealt with appropriately. With these conditions, Policy CS34 is complied with.

#### Disabled persons’ access

- 6.47 Although the development is raised, the ground floor is fully accessible accommodation with ramped access which has anti-slip flooring and landings, slopes and kick-plates in a contrasting colour and a maximum gradient of 1 in 15. The first floor is not proposed to be fully accessible to disabled pupils. The Design and Access Strategy confirms that the new block will be constructed to achieve Part M of the Building Regulations. It is not considered to be reasonable to insist on a lift in this temporary proposal. Instead, the applicant has indicated that all facilities for disabled people can be made available on the ground floor and this is to be secured via condition. The development also has one dedicated disabled parking space. The proposal is therefore suitable in terms of policies CS5 and CS24.

#### Equalities Act

- 6.48 In determining this application, the Committee 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. In terms of the key equalities protected characteristics it is considered there would be no significant adverse impacts as a result of the development.

## 7. CONCLUSION

### 7.1 In summary:

- In the particular circumstances of the continued educational need, an extended temporary period for this school is accepted
- Harm to/loss of open space causes conflict with planning policy; but is on balance, considered to be suitable for this temporary period and full reinstatement will be secured
- The site is considered to be suitable in terms of additional flood risk and a substantive objection from the Environment Agency is not anticipated
- Conditions will continue to ensure that noise and disturbance to neighbouring properties will be controlled;
- The design of the buildings will have a limited additional impact on views from outside the site; and

- Harm to trees is low and reinstatement of the treeline is proposed.

7.2 Subject to confirmation of staff parking arrangements, officers recommend granting Regulation 3 planning permission, subject to a S106 agreement.

Case Officer: Richard Eatough

Plans:

E03620-A-PL-1000 Rev. x Site Location Plan

E03620-A-PL-1020 Rev. E Proposed Site Plan

5249-001 Rev. F General Overview [plans and elevations of new modular block]

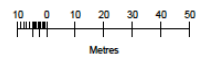
18108 Rev. B Drainage Layout



The development proposed meets the following three criteria set out in Sport England Planning Policy Statement - A Sporting Future for the Playing Fields of England:

- E2 The proposed development is ancillary to the principal use of the site as a playing field or playing fields, and does not affect the quantity or quality of pitches or adversely affect their use.
- E3 The proposed development affects only land incapable of forming, or forming a part of a playing pitch, and does not result in the loss or inability to make use of playing pitch (including the maintenance of adequate safety margins), a reduction in the size of the playing areas of any playing pitch or the loss of any other sporting / ancillary facilities on the site.
- E4 The playing field or playing fields, which would be lost as a result of the proposed development, would be replaced by a playing field or playing fields of an equivalent or greater quantity, in a suitable location and subject to equivalent or better management arrangements, prior to the commencement of the development.

- NOTES**
- 1 Proposed 2 storey temporary classroom block
  - 2 Form new opening in brick wall, steel gate and macadam path
  - 3 Hardlandscaping associated with new block (macadam)
  - 4 Area of park to be sectioned off for school use only ( 2165m2 for school playing field)
  - 5 Formation of temporary opening in chain link fence for contractors access



<p><b>Reading</b> The Heights Primary School Expansion on Temporary Site</p>		<p><b>Planning</b> Proposed Site Plan</p>	
<p>1. This planning application is made under the provisions of the Town and Country Planning Act 1990 (as amended) and the Town and Country Planning (General Regulations) 2001 (as amended).</p> <p>2. The proposed development is ancillary to the principal use of the site as a playing field or playing fields, and does not affect the quantity or quality of pitches or adversely affect their use.</p> <p>3. The proposed development affects only land incapable of forming, or forming a part of a playing pitch, and does not result in the loss or inability to make use of playing pitch (including the maintenance of adequate safety margins), a reduction in the size of the playing areas of any playing pitch or the loss of any other sporting / ancillary facilities on the site.</p> <p>4. The playing field or playing fields, which would be lost as a result of the proposed development, would be replaced by a playing field or playing fields of an equivalent or greater quantity, in a suitable location and subject to equivalent or better management arrangements, prior to the commencement of the development.</p>	<p>DATE: 21.03.18</p> <p>BY: MAC</p> <p>FOR: RB</p>	<p>PROJECT NO: E03620-A-PL-1020 SE</p>	<p>SCALE: 1:1000</p>

**REDS10**

REDS10 Ltd  
The Old Church  
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Widewater  
South Wey  
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www.reds10.com

NOTE: Unless specifically highlighted on the plan by REDS10 Ltd, all Small Power Standard Cabling, Security and Ancillary Systems are to be MICE Contract Change.

Do not make from this drawing. All measurements must be checked on site before manufacture.

**Project Status**

Rev	Description	Date
A	Site Visit from Ground	26/03/18
B	2D Package Added	05/03/18
C	Additional Door Added to Storage Corridor	25/03/18
D	New Windows Added	26/03/18
E	Changes Made For Fire Protection	13/03/18
	Plans and Specs Added	23/03/18

**Project**

Reading Heights

**Title**

General Overview

**Client**

Hampshire County Council

DESIGNED BY	DATE/REVISED BY	DATE
RP	SR	20/03/18
SCALE 0.6410	PROJECT NUMBER	
1:100	204	
DRAWING NUMBER	REV	
5249-001	F	

20/03/18 16:45



Views of existing across Westfield Road Recreation Ground (looking east) towards proposed location of new modular block

## UPDATE REPORT:

BY THE DIRECTOR OF ENVIRONMENT & NEIGHBOURHOOD SERVICES READING BOROUGH COUNCIL PLANNING APPLICATIONS COMMITTEE: 30 May 2018	ITEM NO.
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Ward: Caversham  
App No.: 180552/REG3  
Address: The Heights Primary School, 82 Gosbrook Road, Caversham, Reading  
Proposal: Extension to the existing planning approval ref 151283 until 31st August 2020. Erection of a new build 2 storey, 6 classroom modular unit on part of the St. Anne's School site, to allow the school to expand towards a capacity of 325 pupils on the temporary school site until 31st August 2020. Associated external works including the temporary annexation of a portion of the adjacent Westfield Road Recreation Ground for pupils' outdoor play area during school hours.  
End date: 7/6/2018

**RECOMMENDATION AMENDED TO:**

Subject to the satisfactory completion of a s.106 legal agreement/unilateral undertaking (as appropriate), delegate to the Head of Planning, Development and Regulatory Services (HPDRS) to GRANT planning permission by 7/6/2018. If the s.106 agreement is not completed by 7/6/2018, delegate to the HPDRS to REFUSE planning permission, unless the HPDRS indicates an extension of time.

Amended Heads of Terms as follows:

1. Parking management: a contribution of £6,000 towards a Traffic Regulation Order (TRO) in the area to facilitate an extension of the controlled parking zone (CPZ) in Lower Caversham. Payment on commencement of the development and index-linked from the date of permission; and
2. Staff parking provision to be secured to allow staff to park in the extended CPZ, using temporary concessionary permits (to be applied for by the applicant); or
3. In the event of the failure to secure temporary concessionary permits in 2 above, the applicant to provide demonstration that off-street public parking has been secured for the duration of the use via a public or commercial car park in the vicinity of the application site.
4. No occupation of the school buildings until clauses 1 and 2/3 above have been satisfied.

Conditions update:

3. Contaminated land: remediation strategy to be submitted, unless confirmation of suitability received from the Council's Environmental Protection team
15. Cycle plan now approved
16. Flooding: add minimum floor levels
- 24 Hours of use of classrooms: propose up to five events at weekends per School year.

## 1. FLOODING UPDATE

- 1.1 The Environment Agency has not provided a response to the application. It is assumed that their Standing Advice would apply and their advice in relation to previous applications has been reviewed. It is considered appropriate for conditions to be attached in relation to minimum floor heights so as not to impede floodwater flows, and for the development to proceed in accordance with the submitted FRA, in order to accord with Policy CS35 (Flooding). Condition 16 should be adjusted to reflect this.

## 2. TRAFFIC AND PARKING

- 2.1 RBC Transport Strategy has reviewed updated information from the applicant on traffic modelling in the area and agrees that impact on junctions is suitable. However, at the time of writing of the main Agenda report, it was hoped that staff parking may continue to take place from the St. Anne's

Church Hall car park, off South View Avenue, however, this option is no longer available.

- 2.2 Notwithstanding the School's efforts for sustainable journeying, Transport Strategy has agreed the required parking level for staff parking as 17 car parking spaces, which would ideally be provided on site, or otherwise as near as possible to the site.
- 2.3 The School will first seek to park staff cars nearby, but these are residential streets, where there are already issues with commuter parking occurring on those streets which are not already part of the CPZ. There is understood to be general support within the local area for an extension of the CPZ to allow control of the on-street parking and deter commuter parking, however, the making of the necessary Order would need to be funded and the development itself would contribute to parking pressures unacceptably if no strategy were to be put in place. Therefore the first part of the legal agreement would seek to extend the CPZ, subject to approval by the Council's Traffic Management Sub-Committee (TMSC). This is partly in recognition of the pressure which is being put on local streets as a result of the location of the School and members will recall that the £6,000 was an obligation which was 'put aside' to be called-in, as required and officers now consider that this is that time. It should be remembered that the extension of the CPZ would be permanent and should free up daytime parking space by removing unnecessary commuter parking.
- 2.4 The second part of the legal agreement is for the applicant to obtain temporary access to this freed-up space, for the remainder of the tie required for the School. The applicant is in the process of applying for 17 concessionary permits for teachers. These would be daytime/term-time only and only for the duration of the School's continued siting at the current site. However, the decision as to whether or not to grant these concessionary permits does not rest with this Committee and the permits application will be reported to the Council's Traffic Management Sub-Committee (TMSC) on 16 June. In the event that the TMSC rejects the application for permits, then the third part of the agreement requires the applicant to secure 'season ticket' parking for staff and to have demonstrated this.
- 2.5 RBC Transport Strategy agrees with the above and officers consider that these updated arrangements are suitable in terms of meeting the relevant transport policies, which inter alia include CS4, CS24, CS20 and DM12 and the Council's Parking Standards. The latest cycle parking plan has been approved.

### 3. CONSULTATIONS UPDATE

- 3.1 Berkshire Archaeology has not responded to the details regarding foundations for the fencing, as a precaution a condition is recommended for these details to be submitted to comply with Policy CS33.

- 3.2 Caversham and District Residents' Association (CADRA) hopes that when the temporary school leaves the site there will be conditions in place to ensure that the park is reinstated to its original condition. We would also seek a commitment to replanting three trees to replace those that that would be lost as a result of this proposal, and which currently screen Elizabeth House. *Noted and these matters covered in the main Agenda report. Leisure and Recreation satisfied that no park trees are affected by the proposal*
- 3.3 Matt Rodda MP (Reading East) believes the application is completely out of keeping with the park. In summary he considers that:
- The fencing off of part of the park will affect the residents' enjoyment of it
  - Sweeping views across the park will be interrupted by the fence
  - The fence is a semi-permanent structure and concerned for the length of time it may remain
  - Advises that Christchurch Meadows is unsuitable, being across a busy road and is overused
- 3.4 Yesterday, an email was sent to all members of the Committee by the Friends of Westfield Park, a community group recently formed in response to the latest extension application from The Heights Primary School. Officers consider that all the points therein are either covered in the main Agenda report or this update report or are otherwise not relevant material considerations to the assessment of this planning application.



#### 4. FURTHER OBJECTIONS RECEIVED

4.1 The following section addresses further issues in objections, where not covered in the main Agenda report. The current number of objections to the scheme received is 315.

Concern	<i>Officer response</i>
Concern for parents' cars idling and air pollution levels in Caversham showing that levels are currently above national limits. Reading Borough Council has a duty to review this data and act upon it for the well-being of the residents of the area.	<i>This is a matter which would be controllable under the Environmental Protection Act and not planning.</i>
Traffic to the school has increased. This is intolerable and unacceptable when the travel to school distances are comparatively short. No attempt has been made within this planning application to formalise parking arrangements for The Heights families and there are opportunities in car parks nearby. A high proportion of parents drive pupils to school and this is not acceptable.	<i>School travel plan is updated and is accepted. Travel data is accepted.</i>
Object to the knocking down of the wall and the making of the hardstanding area.	<i>The main Agenda report explains that these are reversible actions and conditions can require this.</i>
Disagrees with the statement in the School's Frequently Asked Questions sheet that 20% of the park is affected	<i>The main agenda report explains the effect on the park.</i>
This area also crosses the path which I believe is a public right of way and is widely used by pedestrians and cyclists.	<i>This is not a public right of way and RBC Parks and Recreation does not object to the temporary effect of the fenced off area on this pathway.</i>
Does not believe that another two years will be enough; what if the permanent site is not delivered?	<i>Each application must be considered on its individual merits.</i>
The application suggests that the site is very possibly going to continue to be used as an educational establishment after The Heights have moved. Concerned that if the park is annexed off this will remain in place and green space would be lost permanently.	<i>The main Agenda report explains that the D1 use would continue, but to be clear, this would only extend to the 82 Gosbrook Road site.</i>
Believes there are alternatives to the	<i>Application has been assessed on its</i>

submitted plans and there should be consultation on these.	<i>merits and it is not necessary for a range of alternatives to be analysed.</i>
Use Christchurch Meadows instead	<i>Applicant advises that Christchurch Meadows is already being used for P.E. lessons for older pupils, but a minimum area of school playground is still required for the school.</i>
Height of fence at 1.2 metres will attract antisocial behaviour and vandalism and be overbearing.	<i>Height will not obstruct surveillance. Bow-top metal fence should be resistant to vandalism.</i>
Annexed area offers no shade or natural areas for play.	<i>Area considered suitable for a playground by the LEA (applicant).</i>
Annexed area would require more maintenance and therefore cost, which is not accounted for.	<i>Maintenance liability is not a material consideration although RBC Parks and Recreation will control any additional temporary surfacing arrangements, as may be required.</i>
Westfield Park should be designated as a 'Local Green Space', as advised in the National Planning Policy Framework.	<i>The emerging local plan designates this as local green space, but little weight can be afforded to this document in development control decisions on planning applications at this time. The present designations in the adopted LDF documents must apply.</i>
Concerned that work was carried out to chop down trees and undergrowth in St Anne's playing field during the nesting season, which is contrary to ecologist advice and irresponsible behaviour.	<i>The clearance works carried out were not development and therefore not capable of control. HELEN D, anything else?</i>
Application consideration should be deferred for reasons of non-provision of staff parking/management plan	<i>Covered elsewhere in this update report.</i>
Application consideration should be deferred for reasons of the ownership boundaries of St Anne's playing field	<i>St. Anne's is owned by the Council. CHECK!</i>
Application consideration should be deferred due to considerations over site access routes for building work	<i>Covered elsewhere in this update report.</i>
Application consideration should be deferred for reasons of paperwork trail subject to a FOI request relating to Area 8 of the park which was privately funded by The Heights Parents Association and secured a community use agreement without public consultation or notification. This area should be considered within the	<i>Covered elsewhere and not related to the consideration of the planning application.</i>

planning application so the area annexed for use by The Heights can be considered in its entirety and therefore more accurately.	
Fence will lessen value of open space. Open space value set out in CABE documents and Council's own Open Spaces Strategy	<i>Minor effect on function and openness of park, as explained in main Agenda report.</i>
Schools are supposed to unite local communities, however The Heights' tenancy in Lower Caversham has put a huge stress on many of the local people	<i>Noted that the school has been on the temporary site and now proposes to take in land beyond the former nursery school site.</i>
Why should we lose public green space for a private school?	<i>This is a state school.</i>
On weekends the park on the opposite side of Gosbrook Road is taken up with football with cars parked all over the footpath outside Elizabeth House.	<i>Not connected to this planning application.</i>
The whole situation is unfortunate but is the result of poor and misguided governmental decisions. Local communities must not be penalised for poor national government decisions.	<i>The application is being considered on its individual planning merits. The public benefit of this school is set out in the main Agenda report.</i>

## 5. OTHER MATTERS

- 5.1 The applicant has advised that whilst the proposed school hours condition is usually suitable, it would preclude them from running other activities, e.g. school fetes, on various dates throughout the year. Officers are conscious of the disturbance that such events may cause and propose a similar condition to that used for other new schools in residential locations. Condition 24 hours of use of classrooms, now proposes up to five events at weekends per School year.
- 5.2 The applicant has supplied a remediation strategy for dealing with the results of the contaminated land report, but a response from the EP team is not available at the time of writing, therefore a pre-commencement condition is still required. Condition 3 requires this.
- 5.3 For completeness, the previous update report to application 151823 is appended to this update report.
- 5.4 The site location plan was missing from the main Agenda report, it is supplied below.

Case Officer: Richard Eatough

# Site Location Plan is E03620-A-PL-1010



# KENTWOOD



## COMMITTEE REPORT

BY THE DIRECTOR OF ENVIRONMENT AND NEIGHBOURHOOD SERVICES  
READING BOROUGH COUNCIL  
PLANNING APPLICATIONS COMMITTEE: 18<sup>th</sup> July 2018

ITEM NO. 12

Ward: Kentwood  
App No.: 180802/FUL  
Address: Meadow Park Academy, Norcot Road, Tilehurst, Reading  
Proposal: Erection of a single storey detached timber outbuilding to be used as an additional classroom  
Applicant: Meadow Park Academy  
Date validated: 16<sup>th</sup> May 2018  
Other Application: 8 week target decision date: 11<sup>th</sup> July 2018. An extension of time has been agreed to 20<sup>th</sup> July 2018.  
26 week date: 14<sup>th</sup> November 2018

### RECOMMENDATION

#### GRANT

##### Conditions to include:

1. Time limit - three years
2. Materials - in accordance with those stated on application form and plans
3. Approved plans
4. Sustainability Statement (development in accordance with)

##### Informatives to include:

1. Positive and proactive
2. Terms and conditions of permission
3. Building Regulations
4. Construction and demolition

## 1. INTRODUCTION

- 1.1 Meadow Park Academy is a primary school and was formerly known as Upcroft Primary School. The school is set back from Norcot Road with playing fields to the east, south and west of the site. The main access is from Pottery Road to the north east corner of the school.



## 2. PROPOSAL

- 2.1 The application is for a single storey modular classroom building linked to the existing school between the kitchen and the car park. The location is shown in red on the location plan above. The proposed building would be detached from the main building and would be constructed of timber with a cement render. The proposal would have a flat roof to match the existing school but would be lower in height. The proposal measures approximately 9m in width, 7m in depth and 3.3m in height. The proposal includes a covered walkway from inside the school to the modular classroom along with a service passage way along with a ramp and steps to the front.
- 2.2 The proposal will not result in an increase in pupil numbers and is for an additional classroom only.

## 3. PLANNING HISTORY

00/01252/REG3 (Civica Ref: 990707) - 3 No. single storey extensions to existing classroom block and installation of 3 No. temporary classroom units for the duration of the building works. Permitted 10/01/2001.

04/01358/REG3 (Civica Ref: 041210) - 2.4m high green palisade fence and gates to school boundary. Permitted 12/07/2005.

12/01376/CLP (Civica Ref: 120619) - Certificate of Lawfulness for proposed installation of entrance canopy. Permitted 09/10/2012.

## 4. CONSULTATIONS

- 4.1 Non-statutory:

Development Control Transport - raised no objection.



Natural Environment Trees - were disappointed that the trees and landscaping on the site of the proposed modular building had been removed. However as the site is located directly in front of the site entrance it would be desirable to condition some soft landscaping in and around the classroom extension to improve the amenity at the front of the building and an appropriate scheme would look to include additional replacement trees in a suitable location elsewhere within the school site to ensure there is no net loss of tree cover.

Environmental Health - raised no objection.

#### 4.3 Public consultation:

Properties at 1-41 (o) Wealdon Way and 7-19 (all) Tylers Place were consulted. No responses were received at the time of writing.

### 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 The following local and national planning policy and guidance is relevant to this application:

Reading Borough Core Strategy (January 2008):

- CS1 (Sustainable Construction and Design)
- CS7 (Design and the Public Realm)
- CS24 (Car / Cycle Parking)
- CS38 (Trees, Hedges and Woodlands)

Reading Borough Sites and Detailed Policies Document (2012):

- DM4 (Safeguarding Amenity)
- DM12 (Access, Traffic and Highway-Related Matters)

Supplementary Planning Documents

- Revised Parking Standards and Design (Oct 2011)
- Revised Sustainable Design and Construction (July 2011)

### 6. APPRAISAL - Planning Applications

#### (i) Legal context

Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that applications for planning permission be determined in accordance with the development plan unless material considerations indicate otherwise.

#### (ii) Main Issues

6.1 The main issues are considered to be:

- (i) The effect upon visual amenity and the surrounding area
- (ii) Impact on neighbouring amenity
- (iii) Traffic generation and parking

- (iv) Environmental Issues
  - (v) Other Matters
- (i) The effect upon visual amenity and the public realm
- 6.2 The proposed modular building would be single storey in height with a flat roof and would be similar in appearance to the existing school in terms of design. The proposed modular building is to the rear of the site and would not appear prominent when seen from Pottery Road and neighbouring properties and the general character and visual amenities of the area would be maintained. The existing car park would remain unaltered.
- 6.2.1 The site of the proposed modular building was originally grassed with hedging and trees with hard standing to the centre where there were 2 benches. All the landscaping has been removed however the applicant has been advised that a landscaping scheme is required which should include replacement trees. No landscaping scheme has been submitted at the time of writing the report and an update will be provided.
- 6.2.2 Subject to a satisfactory landscaping scheme being submitted the proposal would be in accordance with Core Strategy Policy CS7.
- (ii) Impact on neighbouring amenity
- 6.3 The closest neighbouring property is 27 Wealdon Way which is directly to the north of the proposed modular building. There is hedging and a number of small trees along the northern boundary and although the residents of this neighbouring property will notice the additional height and depth of the proposal there is unlikely to be any impact on the residents of this neighbouring property in terms of loss of light, loss of outlook or overbearing effects. There may be some additional noise associated with the children entering and leaving the building however in the context of the existing school this is not considered to result in significant harm to neighbouring properties in terms of noise or disturbance. The proposal is therefore in accordance with Policy DM4: Safeguarding Amenity in the Sites and Detailed Policies Document.
- (iii) Traffic generation and parking
- 6.4 The Planning Statement states that the proposed building will be used by existing staff employed at the school with no increase in staff or pupil numbers. No gain or loss in car parking spaces are proposed.
- 6.4.1 The proposed building will be constructed during the 2018 summer holidays therefore there should be no impact on staff parking or pupil safety during the construction works. The planning statement confirms that the site will be accessed directly from the existing car park to reach the construction site where a secure storage compound will be formed.
- 6.4.2 In view of the above, there are no transport objections.

(iv) Environmental Issues

6.5 The Council's policy requirement is that minor non-residential developments meet a BREEAM score of 'Very Good'. The submitted planning statement makes reference to sustainable development and details the benefits of the proposal. Taking into consideration the small scale of the development (63sqm) and the details provided in the planning statement it is not considered that a formal BREEAM assessment is required in this instance. However the proposal would still need to meet the objectives of policy CS1 (Sustainable Design and Construction) by providing a sustainable building if built out in accordance with the principles as set out in the planning statement. A planning condition is recommended to ensure that these principles are followed.

(v) Other Matters

6.6 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.

6.6.1 In terms of the key equalities protected characteristics it is considered there would be no significant adverse impacts as a result of the development.

6.6.2 The Community Infrastructure Levy (CIL) was implemented by the Council from April 1st 2015. Although the proposed scheme would be CIL liable development, because education facilities attract a zero CIL charge in the Borough there would be no CIL payable for this scheme.

## 7. CONCLUSION

The proposed development is considered acceptable in planning terms subject to relevant conditions and informatives.

Plans:

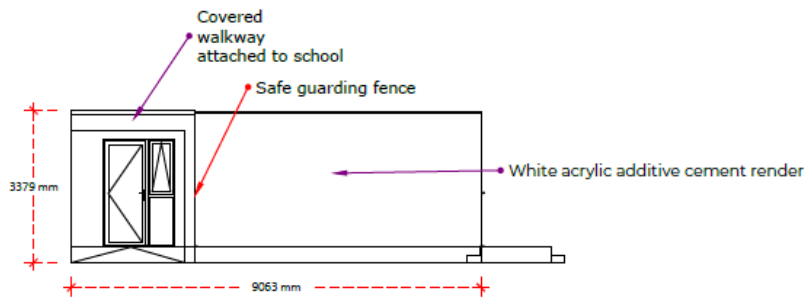
Block Plan

Proposed Elevations

Proposed Floor Plan

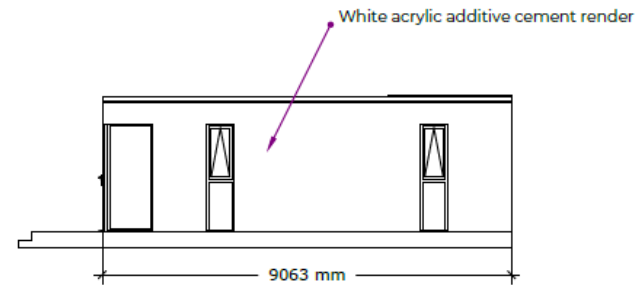
Received by the local planning authority on 16<sup>th</sup> May 2018

Case Officer: Claire Ringwood



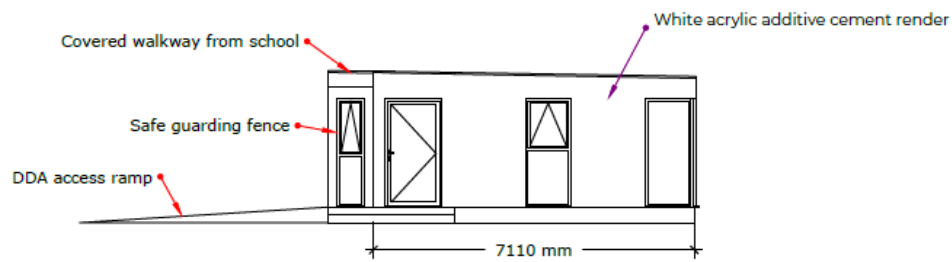
**FRONT (S) ELEVATION**

scale: 1:100



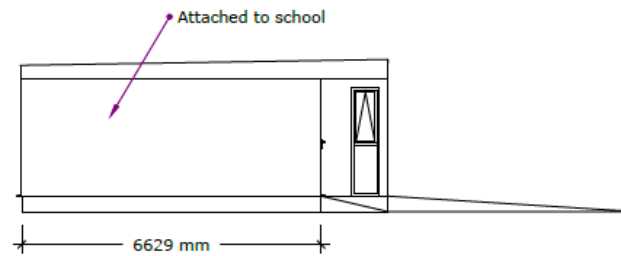
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scale: 1:100



**REAR (N) ELEVATION**

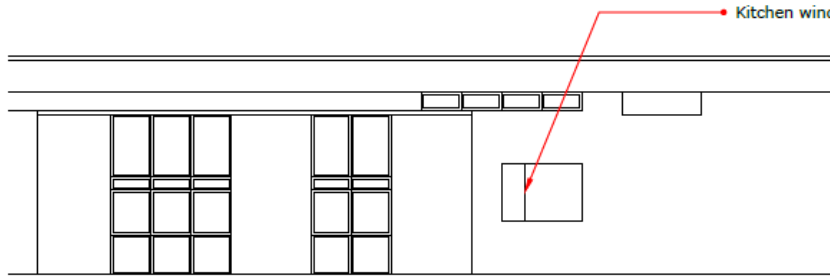
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**LEFT (W) ELEVATION**

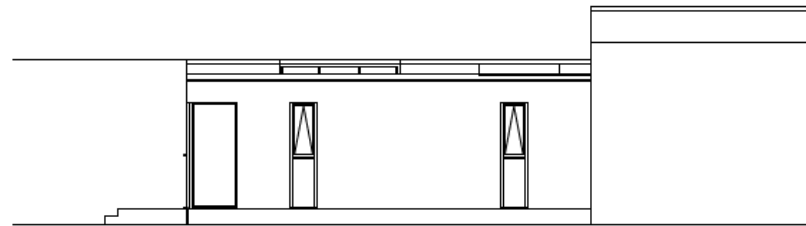
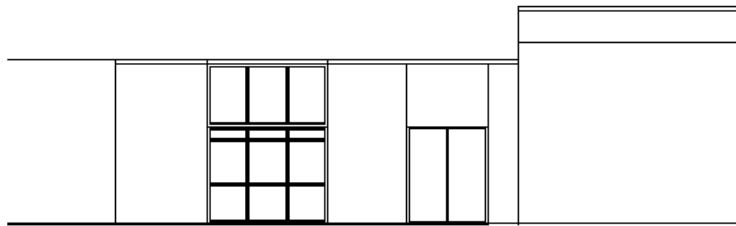
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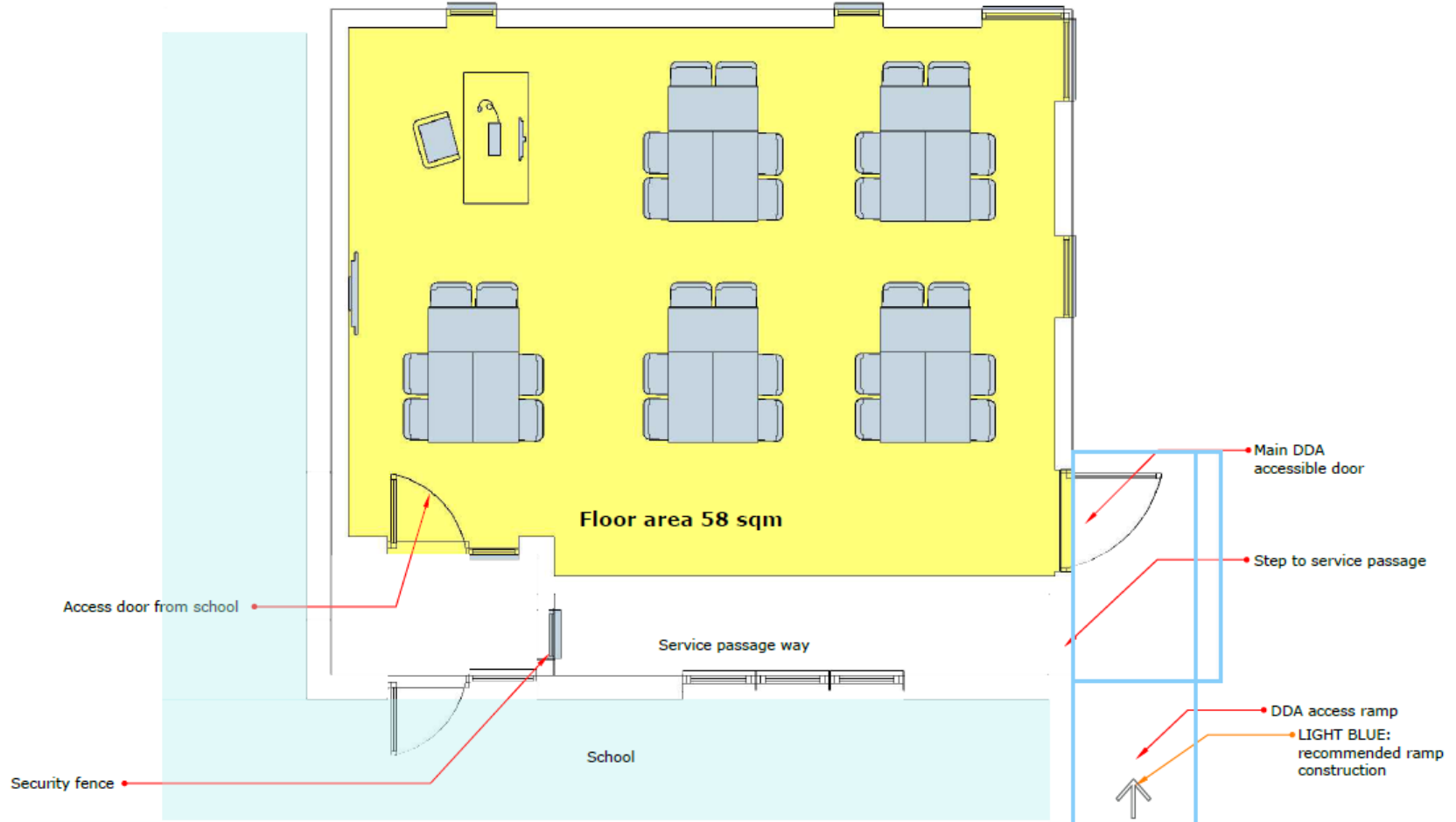
**EXISTING EAST ELEVATION**  
scale: 1:100  
A  
01

**PROPOSED EAST ELEVATION**  
scale: 1:100  
B  
01



**EXISTING NORTH ELEVATION**  
scale: 1:100  
C  
01

**PROPOSED NORTH ELEVATION**  
scale: 1:100  
D  
01



**FLOOR PLAN**

1:50 scale









## COMMITTEE REPORT

BY THE DIRECTOR OF ENVIRONMENT & NEIGHBOURHOOD SERVICES  
READING BOROUGH COUNCIL  
PLANNING APPLICATIONS COMMITTEE: 18 July 2018

ITEM NO. 13

Ward: Kentwood  
App No.: 180867/REG3  
Site Address: 773 Oxford Road, Reading  
Proposal: Part retrospective: Single storey rear extension  
Applicant: Reading Borough Council Property Services  
Date valid: 25<sup>th</sup> May 2018  
Target Determination Date: 20<sup>th</sup> July 2018 (agreed extension to 27<sup>th</sup> July 2018)

### RECOMMENDATION:

Delegate to the Head of Planning, Development and Regulatory Services to GRANT Full Planning Permission subject to no substantive new objections being received by 24<sup>rd</sup> July 2018.

### Conditions:

1. Time limit for implementation
2. Materials to match
3. Approved plans

### Informatives:

1. Terms and conditions
2. Building control
3. Encroachment
4. Positive and proactive

## 1. INTRODUCTION

- 1.1 The application relates to a two storey semi-detached dwelling located on the south west side of Oxford Road. The surrounding area is predominantly residential, with this part of Oxford Road comprised mainly of semi-detached and terraced dwellings, many of which have been extended.
- 1.2 This minor application is reported to Planning Applications Committee as Reading Borough Council is the applicant.

## Location Plan (Not to scale)



### 2. PROPOSAL

- 2.1 The proposal seeks planning permission for a single storey rear extension. The extension would have a depth of 1m and width of 4.2m. The roof would be pitched and hipped back towards the main dwelling, measuring 2.2m to the eaves and 3.5m at its highest point. The external materials proposed would match those of the host property. As it was noted on the site visit that works had started the description of the development has been changed to record that the application is part retrospective.

### 3. PLANNING HISTORY

- 3.1 None.

### 4. CONSULTATIONS

- 4.1 Public consultation  
No's 771 and 775 Oxford Road have been notified of the application and a site notice has also been displayed at the site.

No neighbour letters of representation have been received at the time of writing this report.

### 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. The Development Plan for Reading relevant to the application site comprises the Reading Local Development Framework 'Core Strategy' 2008 (Altered 2015) and 'Sites and Detailed Policies Document' 2012 (Altered 2015).

- 5.2 The 'National Planning Policy framework' ('NPPF') 2012 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) (Core Strategy and Sites and Detailed Policies Document) 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:

National Planning Guidance

National Planning Policy Framework: Chapter 7. Requiring Good Design

Reading Borough Local Development Framework Core Strategy (2008) Policies

CS7 (Design and the Public Realm)

Sites and Detailed Policies Document (2012) Policies:

DM4: Safeguarding Amenity

DM9: House Extensions and Ancillary Accommodation

Supplementary Planning Guidance - A Design Guide to House Extensions (2003)

## 6. APPRAISAL

Design, impact on the host dwelling, character of the area and street scene

- 6.1 Due to its modest scale, the overall increase in the actual footprint of the dwelling would not be unduly excessive. The extension would be subservient to the host property with materials to match which is appropriate. Sufficient amenity space would remain about the dwelling such that the extension would not result in a cramped appearance nor unacceptable loss of amenity space. Given its location at the rear of the property, and not readily visible from the public domain, the extension is not considered to result in any adverse effect on the either the character of the host property or the visual amenities of the wider area.
- 6.4 The proposal is therefore considered to be in accordance with Policy CS7 of the Core Strategy 2008 (altered 2015) and Policy DM9 of the Sites and Detailed Policies Document 2012 (altered 2015).

Impact on neighbouring amenity

- 6.5 The neighbouring properties potentially affected by the proposals are No's 775 and 771 Oxford Road, located to the north west and south east of the site respectively.
- 6.6 There would be a distance of at least 1.5m to both common boundaries and the extension would not breach a 45 degree line to any neighbouring

habitable room window. Whilst visible, the extension would be modest in scale and is not considered to result in any adverse effect in terms of loss of light, privacy or overbearing impact.

- 6.8 The proposal is therefore considered to be in accordance with Policies DM4 and DM9 of the Sites and Detailed Policies Document 2012 (altered 2015).

## 7. CONCLUSION

The proposed development is considered acceptable in planning terms and for the reasons given above.

### Plans:

Drawing No: Location Plan OXR-L1

Drawing No: Block Plan OXR-BP1

Drawing No: Site Plan Proposed OXR-SP2

Drawing No: Ground Floor Plan Proposed OXR-AP2A

Drawing No: Rear and Side Elevations Proposed OXR-E2A

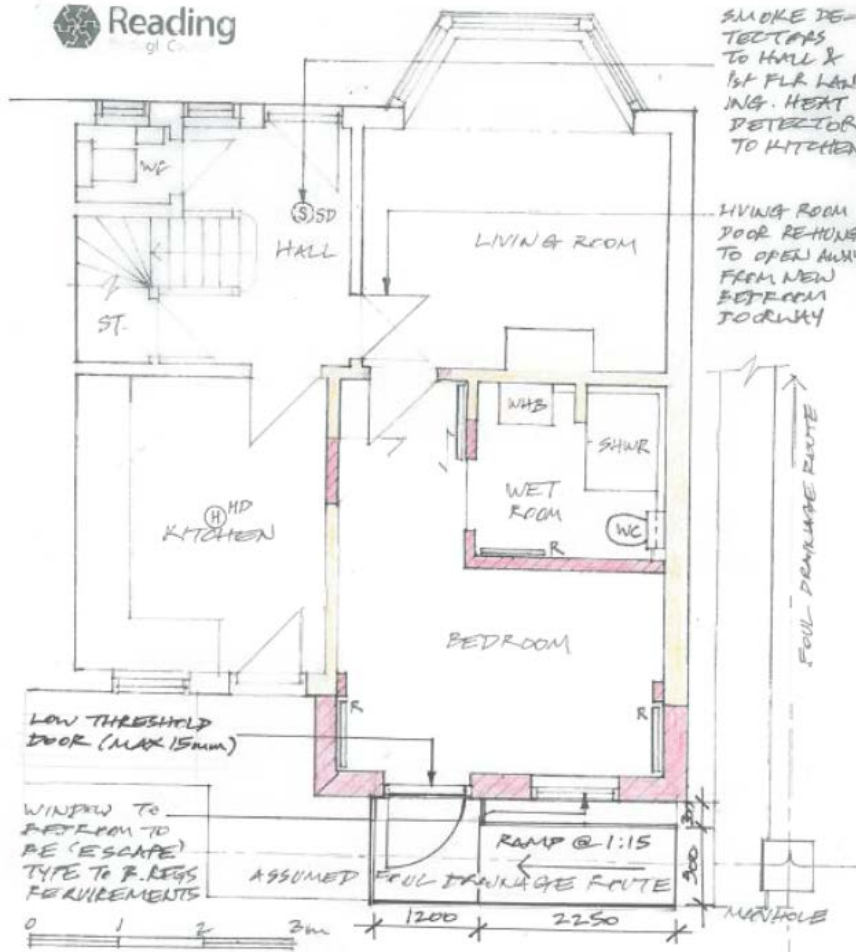
Received 25<sup>th</sup> May 2018

Case Officer: Ethne Humphreys



Proposed Block Plan

TTS OXFORD ROAD, LEADING RG30 6TU



PROPOSED EXTENSION -  
GROUND FLOOR PLAN SCALE 1:50 OCT '17

DGN. OXR - AP2A REC PROPERTY SERVICES

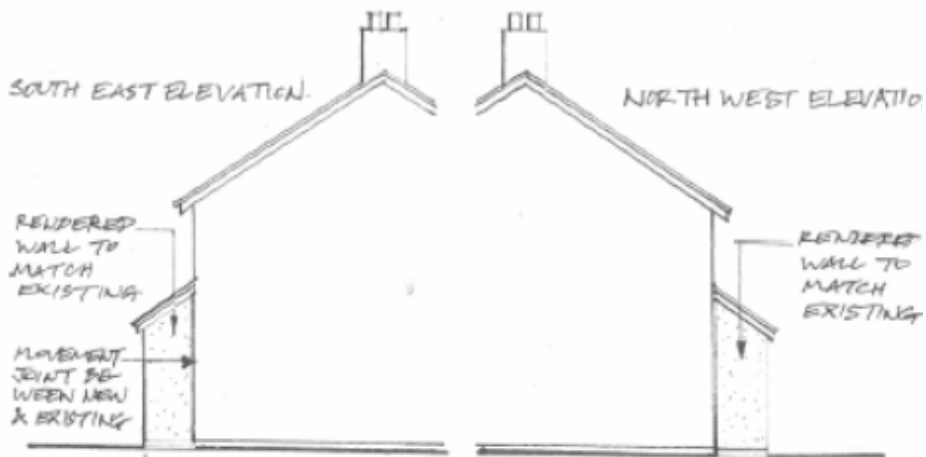
REV A (23.5.18): DOOR INSTEAD OF WINDOW TO BEDROOM.

Proposed Floor Plan

773 OXFORD ROAD, READING RG30 6TU



PROPOSED REAR ELEVATION



ELEVATIONS AS PROPOSED 0 1 2 3 4 5m

DRG N. OXR-E2A OCTOBER 2017 1:100

Reading RBC PROPERTY SERVICES

Proposed Elevations





# NORCOT



COMMITTEE REPORT

BY THE DIRECTOR OF ENVIRONMENT & NEIGHBOURHOOD SERVICES  
READING BOROUGH COUNCIL  
PLANNING APPLICATIONS COMMITTEE: 18 July 2018

ITEM NO. 14

Ward: Norcot

App No.: 161507/OUT

Address: 2-6 Water Road and 158 Dee Road

Proposal: Demolition of 4 existing dwelling houses 2,4,6 Water Road and 158 Dee Road and erection of 6 no.4 bedroom and 5 no. 3 bedroom dwellings and car parking.

Applicant: Mrs K Fielden

Date validated: 15 September 16

Major Application: 13 week target and 26 weeks target extended - now to 30 August 2018.

RECOMMENDATION

GRANT Full Planning Permission, subject to conditions and informatives and subject to the satisfactory completion of a S.106 legal agreement or REFUSE permission should the legal agreement not be completed by 30 August 2018 unless a later date is agreed by the Head of Planning, Development & Regulatory Services,

The Section 106 Legal Agreement to secure the following:

At least 2 of the dwellings to be secured as affordable housing and £75,000 to be paid towards providing affordable housing elsewhere in the Borough. Houses to be provided before 6<sup>th</sup> private house sold and payment made before first occupation of any private house. Default financial payment towards off-site affordable housing should units on site not be acquired by RSL.

CONDITIONS TO INCLUDE - as shown on the appended report.

- 1.1 Consideration of this application was due to take place at the last Planning Applications Committee on 27 June 2018 but was deferred before being discussed to allow Councillors time to carry out an unaccompanied site visit to the property for further information relevant to their reaching a decision.
- 1.2 The officer recommendation is set out above (with target timescale extended) and the full report from the previous committee is appended.

Ward: Norcot

App No.: 161507/OUT

Address: 2-6 Water Road and 158 Dee Road

Proposal: Demolition of 4 existing dwelling houses 2,4,6 Water Road and 158 Dee Road and erection of 6 no.4 bedroom and 5 no. 3 bedroom dwellings and car parking.

Applicant: Mrs K Fielden

Date validated: 15 September 16

Major Application: 13 week target and 26 weeks target extended - now to 30 July 2018.

#### RECOMMENDATION

GRANT Full Planning Permission, subject to conditions and informatives and subject to the satisfactory completion of a S.106 legal agreement or REFUSE permission should the legal agreement not be completed by 2018 unless a later date is agreed by the Head of Planning, Development & Regulatory Services,

The Section 106 Legal Agreement to secure the following:

At least 2 of the dwellings to be secured as affordable housing and £75,000 to be paid towards providing affordable housing elsewhere in the Borough. Houses to be provided before 6<sup>th</sup> private house sold and payment made before first occupation of any private house. Default financial payment towards off-site affordable housing should units on site not be acquired by RSL.

#### CONDITIONS TO INCLUDE

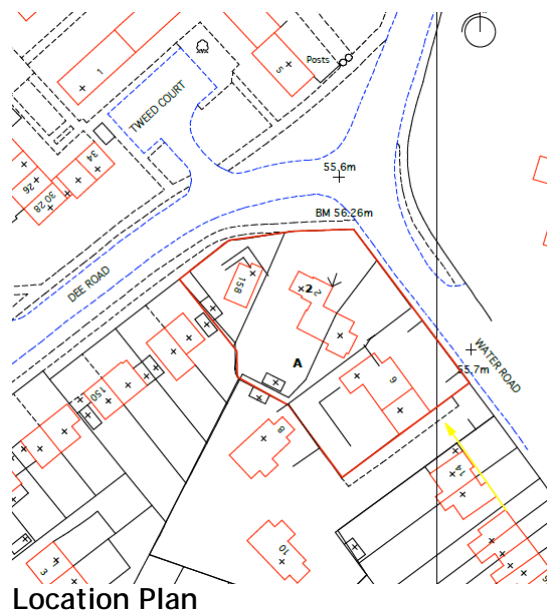
1. TL2 Outline - time limit - reserved matters
2. TL3 Outline - time limit - commencement
3. TL6 Outline - details of reserved matters (Landscaping).
4. AP1 The standard approved plans condition
5. AP2 The standard submission of plans as reserved matters
6. M2 The standard materials to be approved condition
7. L8 Landscape reserved matters condition
8. L9 The standard tree protection
9. L10 Landscape boundaries condition to include retention of boundary adjacent to no.8 Water Road.
10. PD2 No additional windows (in side elevations)
11. CO1 Construction/demolition - standard hours
12. CO2 Construction Method Statement
13. CO3 Establishing if site is contaminated
14. CO5 Remediation to be implemented if contamination found
15. CO6 To cover new contamination being identified
16. CO7 Noise and dust controlled during construction
17. CO8 No Bonfires allowed
18. SU1 Pre-commencement sustainable drainage details
19. SU2 Sustainable Drainage - completed in accordance with the submitted and approved details.
20. DC1 Vehicle parking provided and retained in accordance with approved plans
21. DC2 Vehicle access provided and retained in accordance with approved plans
22. DC6 Bin storage provided and retained in accordance with approved plans

## INFORMATIVES TO INCLUDE

1. The applicant is advised that the development lies adjacent to a potentially contaminated site (former brick kiln). Due to the nature of the historic land use there is the potential of contaminated land being present. The developer must be aware that any ground or enabling works may bring receptors into contact with the aforementioned contaminants. The developer may wish to satisfy themselves that the details of the construction proposals take the necessary account of the possibility of contaminants from that source.
2. IF1 Positive and Proactive Working - approval
3. IF2 Pre-commencement conditions
4. IF4 S106
5. IF5 Terms
6. IF7 Complaints about construction
7. I11 Community Infrastructure Levy (CIL)

## 1. INTRODUCTION

- 1.1 The application site comprises four existing dwellings. 2 and 4 Water Road are Victorian properties, and 6 Water Road is understood to date from the early 1900s. 158 Dee Road is a post war property.
- 1.2 The site is located adjacent to the junction of Dee Road, Water Road and Grovelands Road. The surrounding area comprises a mixture of dwelling houses and flats. The Dee Park Regeneration Area is located on the far side of Dee Road.



## 2. PROPOSAL

- 2.1 The outline proposal seeks permission to demolish the existing properties and erect 11 dwellings (6 no.4 bedroom and 5 no 3 bedroom dwellings). The original submission was for 12 no. 4 bed houses. All matters apart from landscaping are to be determined at this stage. Access to 8 of the dwellings will be taken from Water Road, at a distance of approximately 42 metres from the junction of Water Road, Dee Road and Grovelands Road. 3 of the dwellings will be accessed from Dee Road, at a distance of 37 metres from the junction.

Proposed Drawings & Documents:  
100.PL1B Typical layouts 2 x 4 Bedroom house  
100.PL2A Side elevation 3 Bedroom house  
100.PL.3B Typical layouts 2 x 3 Bedroom house  
100.PL4B Main elevations 4x4 Bedroom House  
100.PL5A Layout plans, corner 4 Bedroom Semi detached  
100.EL6A Elevations 4 Bedroom corner house  
100.EL1E Site elevational sections sheet 1  
100.EL2F Site elevational sections sheet 2  
500.SP1 Site plan existing  
500.RP3 Site plan environmental  
3037.LD.1 Rev G Site layout landscape and drainage  
Visuals of proposed scheme 1- 5  
Design and Access statement  
ARBORICULTURAL SURVEY - SJA TREES  
ECOLOGY SITE REPORT Stage 1 and 2  
VIABILITY STUDY - CONFIDENTIAL

Amended CIL information form providing for an estimated payment of around £64,000 with the final figure subject to the usual reliefs or exemptions, such as for affordable housing, set out in the CIL Regulations.

### 3. PLANNING HISTORY

- 10-02105-PREAPP - Pre-application advice for proposed redevelopment of existing properties to provide 7 x 4-bedroom houses and 8 x 3 bedroom houses. Observations sent.
- 141022/FUL. Demolition of 4 houses and erection of 2 No. three bedroom and 12 No. four bedroom houses with associated landscaping, parking and access. Withdrawn.

### 4. CONSULTATIONS

#### 4.1 Statutory:

No statutory consultations were required given the nature of the application.

#### 4.2 Non-statutory:

- RBC Transport Development Control  
The site is located within Zone 3, Secondary Core Area, of the Council's adopted Parking Standards and Design SPD. Typically these areas are within 400m of a Reading Buses high frequency 'Premier Route', which provides high quality bus routes to and from Reading town centre and other local centre facilities.

The application site is located within close proximity to premier bus route 15 with frequent bus services every 30 minutes that run to and from the town centre. The site is, therefore, accessible to good public transport links, town centre services and employment areas.

In accordance with the adopted SPD, the development would be required to provide a parking provision of 2 spaces per 3/4 bedroom dwellings equating to 22 parking spaces in total. The proposed layout provides the required

number of parking spaces to the correct dimensions of 2.4m wide x 4.8m long with a 6m forecourt depth.

Access to the existing properties is taken in the form of several dropped crossings located on Water Road and Dee Road. This is to be revised so that one shared access point is provided from Dee Road and one shared access point is provided on Water Road.

Visibility splays and sight lines allow traffic on the minor road to see cyclists, vehicles and pedestrians on the main road. Visibility splays have been illustrated on the General Site Plan (Revision G) but the splays have not been illustrated correctly as is not measured along the nearside kerb line of the main arm. Therefore, I have undertaken my own assessment.

The required visibility can be achieved although it is evident that the visibility splay goes across third party land which provides access to no.8 Water Road. The applicant has confirmed that the boundary walls will be a maximum of 600 mm high which will ensure that adequate sight lines are maintained. No landscaping is proposed within the visibility splay which will ensure that the visibility from the access is maintained.

It has been confirmed that the 2 dwellings fronting onto Dee Road will utilise existing dropped crossing onto Dee Road. No street furniture or lamp columns will need to be relocated. The existing dropped kerb on the corner of Dee Road/Water Road will be stopped up and the verge reinstated to the satisfaction of the Local Highway Authority.

It is indicated that refuse collection will take place on-street as per the current arrangements. The location and size of the stores has been based on the Waste management guidelines. The stores are fitted with horizontal split sliding sectional shutters to avoid opening doors out onto the footway.

In accordance with the SPD, each dwelling should be provided with 2 cycle parking spaces which can be provided within a garden store for each property. However, I am happy to deal with this by way of condition.

- RBC Environmental Health:  
The applicant is advised that the development lies adjacent to the site of an historic brick works, which has the potential to have caused contaminated land and the proposed development is a sensitive land use. Conditions were recommended to ensure that future occupants are not put at undue risk from contamination.
- Even though this outline planning application reserves landscaping to be approved at a later stage advice from the Natural Environment Team was sought:  
The development site is located in a prominent location at the three-way junction of Water Road with Dee Road and Grovelands Road. This is visually a very open and green highway junction with wide verges and lawn areas on all sides and development set well back from the highway.

On the approach from Grovelands Road, trees form a prominent feature of the landscape both to the front of the dwellings and as a backdrop to the existing houses where the mature tree cover of Lousehill Copse is visible - part of the identified Wooded Ridgeline of West Reading and a designated

Major Landscape Feature. Planning policy CS37: Major Landscape Features and Strategic Open Space states that 'Planning permission will not be granted for any development that would detract from the character or appearance of areas designated as a Major Landscape Feature'.

The mature tree cover to the rear of the existing properties which is currently visible above and between the gaps between dwellings, enhances the treed suburban residential character of the local area. The continuous terraced block of development and increased ridgeline of the proposed new dwellings will block far reaching views of the mature tree cover to the rear of the site. This height and density of the proposed development will be detrimental to the verdant and open and comparably spacious street character which is enhanced by the views of mature trees growing in the wider landscape. This application proposes the removal of all trees within the site with very limited opportunity for substantial new planting. Although new planting is proposed, trees are unlikely to establish well in a hard landscaped area or where they do survive it is likely future occupants will want them to be removed where they cause damage to hard surfaces or become a nuisance to parked cars from leaf drop, mildew or bird droppings.

The front of the site would be almost completely laid with hard standing for parking and access with bin stores immediately adjacent to the highway. The loss of grass and soft landscaped garden areas at the front will increase the sense of overdevelopment in the site when viewed from the public highway to the detriment of the wider landscape. Without adequate provision for new planting and areas of soft landscaping to the front of the site this harm will be permanent. The site is within a 10% or less canopy cover area as defined in our Tree Strategy and as such landscaping, incorporating trees, should be an integral part of any proposal.

The most significant trees on site are two Leyland Cypress and two Silver Birch. Although I accept the Leyland Cypress are not the most desirable trees for many residential properties, the Silver birch are healthy trees of good form and I would not want to see them felled in order to improve the development potential of the site.

My colleague Sarah Hanson, expressed concern during consideration of an earlier application ref. 141022 about works within the RPAs of the two Birch on the frontage of 6 Water Road as she also felt these were two good, prominent trees.

A TPO was therefore served on Tuesday 4th October in order to protect these two Silver Birch - TPO No. 20/16. The TPO will ensure the trees cannot be felled in order to overcome any tree related objections to this application and can also be used to ensure any tree protection measures can be rigorously enforced if planning permission is granted to develop the site in the future with the trees retained.

*Officer note: The proposed development layout has been amended to address these and other concerns. Comments on the amended layout are:*

I can confirm that the plan addresses the points discussed with the arb consultant and therefore I have no objection to the proposal subject to recommended conditions and informatives. I would like to see the tree protective fencing extended as far as is feasible to protect future landscape areas, as recommended in BS 5837:2012.



#### 4.3 Public consultation:

47 properties were consulted by neighbour consultation letter. A site notice was displayed. 3 objections to the original application were received. They are identical letters raising the following:

- Objectors are under the impression that 2, 4 and 6 Water Road are listed buildings.
- Proposal will create additional traffic.
- Proposal could create dangerous traffic conditions.
- Proposal could generate noise.
- Proposal could result in loss of privacy to neighbours.
- Development will be out of keeping with its surroundings.

A further consultation was undertaken following the receipt of the amended plans. 5 objections were received, 3 from previous objectors using the same letter to raise the same concerns and two new ones from the bungalows behind the property raising concerns about the impact on their outlook and privacy.

## 5. RELEVANT PLANNING POLICY AND 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. Material considerations include relevant policies in the National Planning Policy framework (NPPF) - among them the 'presumption in favour of sustainable development'.

The following local and national planning policy and guidance is relevant to this application:

### 5.1 National Planning Policy Framework

- Part 4 - Promoting sustainable transport
- Part 6 - Delivering a wide choice of high quality homes
- Part 7 - Requiring good design
- Part 11 - Conserving and enhancing the natural environment

### 5.2 Reading Borough Local Development Framework Core Strategy

- CS4 (Accessibility and the Intensity of Development)
- CS7 (Design and the Public Realm)
- CS15 (Location, Accessibility, Density and Housing Mix)
- CS16 (Affordable Housing)
- CS24 (Car/Cycle Parking)
- CS33 (Protection and Enhancement of the Historic Environment)
- CS36 (Biodiversity and Geology)
- CS38 (Trees, Hedges and Woodlands)

### 5.3 Sites and Detailed Policies Document

- SD1 (Presumption in Favour of Sustainable Development)
- DM4 (Safeguarding Amenity)
- DM5 (Housing Mix)
- DM6 (Affordable Housing)
- DM10 (Private and Communal Outdoor Space)

DM11 (Development of Private Residential Gardens)  
DM12 (Access, Traffic and Highway Related Matters)  
DM18 (Tree Planting)

#### 5.4 Reading Borough Council Supplementary Planning Guidance

- Planning Obligations under Section 106 of the Town and Country Planning Act 1990 (Supplementary Planning Guidance).
- Parking Standards and Design (Supplementary Planning Document).
- Affordable Housing SPD

## 6. APPRAISAL

### Main Issues

The main issues are:

- i. Principle of redevelopment
- ii. Visual impact of the proposal
- iii. Residential amenity of neighbours and new occupiers
- iv. Trees
- v. Transport
- vi. Affordable Housing
- vii. Other matters

#### i. Principle of redevelopment

6.1 The application site lies within a suburban area of Reading and in a location relatively well served by amenities and on a bus route. None of the properties on site are listed and while they do have some merit in terms of their appearance the 4 dwellings on this c.3ha site make inefficient use (14 dwellings per hectare) of this sustainable site. The proposed scheme of 11 houses comprising 2 pairs of semi-detached houses and a terrace of 7 houses will give a density of 38 dwellings per hectare. This is still in the lower end of the range of target densities for accessible urban areas contained in Core Strategy CS15. However, Policy DM5 supports new housing provision of units larger than 3 bedrooms and all of the dwellings will meet this. The redevelopment of the site for additional residential development is therefore considered acceptable in principle and the rest of this report assesses the proposal against other material considerations.

#### ii. Visual impact of the proposal

6.2 Whilst this is an outline planning application, appearance is one of the reserved matters sought for approval at this stage. It is therefore considered appropriate for the LPA to satisfy itself that an acceptable design is likely to be achieved.

6.3 The site is currently occupied by 4 dwellings. 158 Dee Road is a 1970s property that is of no particular merit. 2 and 4 Water Road are a pair of Victorian properties with gables facing the junction. These properties are highly prominent, particularly in views along Grovelands Road. 6 Water Road is a large detached Edwardian property but less prominent than numbers 2 and 4.

6.4 The Council's Conservation consultant has confirmed that, whilst they have some merit, the three Water Road properties are not of sufficient quality to warrant inclusion on the Council's List of Locally Important Buildings and Structures. Nonetheless, they do make a positive contribution to the character of

the area and therefore any replacement should be of a good design which takes the opportunities available for improving the character and quality of the area.

6.5 The plans submitted for application 141022/FUL proposed three storey buildings in two terraces of four houses along Water Road, and two pairs of semi-detached houses along Dee Road. Whilst terraced and semi-detached properties are common in the area, officers considered that these dwellings would fail to integrate with the surrounding built form in terms of the built up coverage of each plot and building heights. The application proposed that the houses would be finished with a cream clay composite at ground floor level, with coloured render at first floor level and wooden boarding at second floor level. This palate of materials was considered to be an inappropriate contrast to the traditional brick of surrounding buildings. The design was considered to be confused, and of a low quality, and this was one of the reasons for refusing this application.

6.6 Plans originally submitted for the present application proposed a terrace of 8 x 3 storey dwellings on Water Road, a pair of 3 storey dwellings facing directly toward the junction and a pair of 3 storey dwellings on Dee Road. The second floor would be located within the roofspace, with rendered gables front and back. The roof would be in the form of a gambrel (a symmetrical two-sided roof with two slopes on each side, often known as a ‘Dutch Roof’). Officers were concerned that these plans failed to overcome the concerns identified during the previous application, and that the proposal would still fail to integrate with the surrounding area.

6.7 After a number of iterations amended plans have been received reducing the number of proposed dwellings to 11 and introducing a mix of sizes which is considered acceptable.



Proposed



Existing

6.8 The design of the existing houses on Dee Road uses relatively shallow roofs and the proposed houses on Dee Road will be taller than those on Dee Road. However, the new houses will be at a lower level than the existing houses which will allow this difference in height to not be particularly pronounced.

#### iii. Residential amenity of neighbours and new occupiers

6.9 The proposed houses will be set further back from Water Road than the existing properties. Their rear elevations will be positioned approximately 7.2 metres beyond the existing rear wall of 6 Water Road. However, the side boundary of 14 Water Road is approximately 10.2 metres from the new houses, on the far side of the access to 8 and 10 Water Road. Therefore the proposal will not have a detrimental impact on occupants of number 14 as a result of loss of light or being overbearing.

6.10 There is a significant planted screen on the boundary between No.8 and the application site and there are no side windows in the north east elevation of 8 Water Road. The potential for loss of privacy caused by overlooking from rear facing windows in the new dwellings is therefore reduced with these new windows being at least 10 metres from the boundary with No. 8.

6.11 The proposed Dee Road dwellings will be sited closer to 156 Dee Road than the current property at 158. However, the only windows in the flank wall of 156 Dee Road facing the application site are obscure glazed so the rooms they serve are unlikely to be habitable. The proposed houses would not extend significantly beyond the rear of no 156. The proposal is therefore not considered to have a detrimental impact on the occupants of this property in terms of loss of light or being overbearing.

6.12 The amenity space for the proposed dwellings range in size from 44 square metres to over 90 square metres so not all meet the basic size standards expected. However, this is balanced against the provision of landscaping and off road parking at the front of the site, which is why the plots have been pushed back into the site, and officers consider the gardens to be large enough to allow a reasonable level of amenity for future residents. It is also relevant that Prospect Park lies a short distance away at the top of Water Road.

6.13 The internal layout of the proposed dwellings, and the room sizes, are of an acceptable size. The dwellings will provide a good quality of accommodation.

6.14 Officers conclude that the proposal is not in conflict with the aims of Policy DM4 in terms of safeguarding the amenities of existing and future residents.

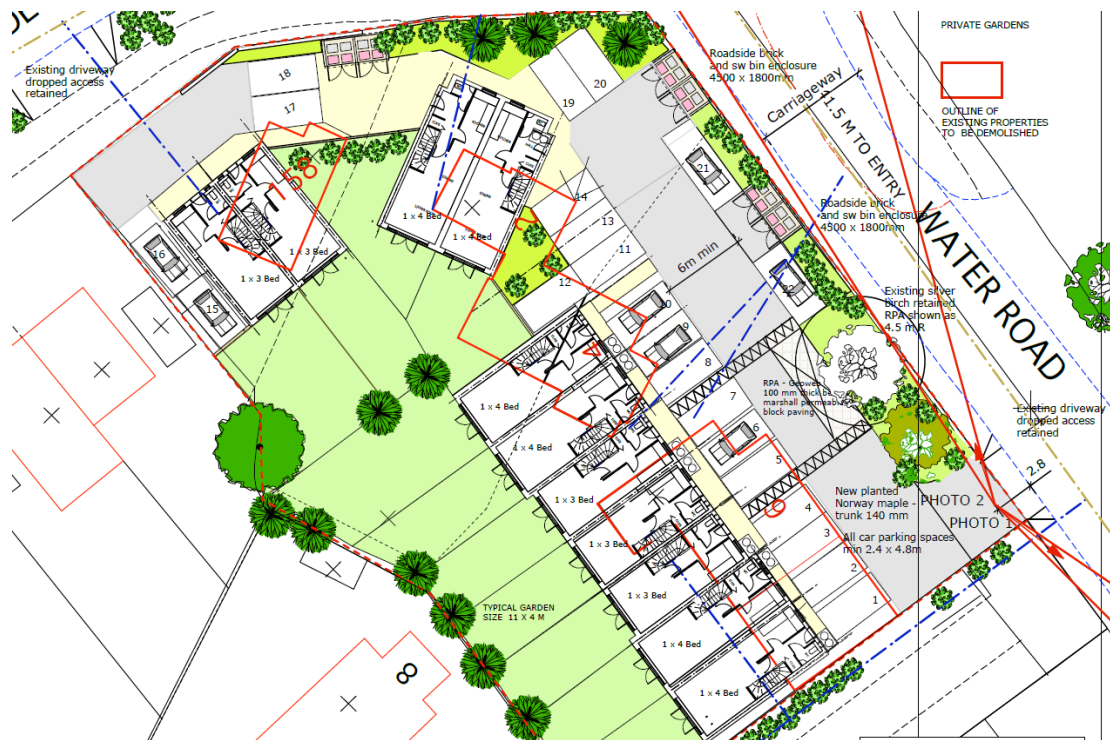
#### iv. Trees

6.15 The development site is located in a prominent location at the three-way junction of Water Road with Dee Road and Grovelands Road. This is visually a very open and green highway junction with wide verges and lawn areas on all sides and development set well back from the highway.

6.16 The Consultant Arboriculturalist drew attention to the mature tree cover to the rear of the existing properties and the potential for character to be harmed by a tall continuous terraced block of development. The amended scheme has reduced the length of the terrace from 34 metres to 29 metres and dropped the height of the dwellings by one metre. In accordance with the serving of the TPO on the two Silver Birches on the frontage the layout now retains both of these trees and more planting is proposed. It can now be confirmed that the proposal adequately addresses the landscaping protection and enhancement policies.

## v. Transport

6.17 The Transport Strategy officer (see comments above) has confirmed that the access arrangements for the new houses are acceptable and comply with our policies and guidance. Conditions are recommended to deal with matters of detail.



## v. Affordable Housing

6.18 Officers have negotiated with the applicant over how the development could remain viable and still make an acceptable affordable housing offer. Notwithstanding that the original offer was nil the negotiated outcome is that 2 of the houses (2 x 3 bed units on Dee Road) will be offered as affordable housing to a Registered Social Landlord and £75,000 will be paid to go towards providing affordable housing elsewhere in the Borough. Officers can confirm that this formula is policy compliant and will be secured with a S106 Agreement. This agreement will also include a default clause to secure finance in lieu of the 2 dwellings should an RSL (or the Council) not show interest in acquiring the units.

## vi. Other Matters

### 6.10 Equalities impact assessment

In determining this application the Committee is required to have regard to its obligations under the Equality Act 2010. The key equalities protected characteristics include age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, gender, 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.

In terms of the key equalities protected characteristics it is considered there would be no significant adverse impacts as a result of the development.

## 7. CONCLUSION

The proposed residential redevelopment is considered to comply with the relevant Development Plan Policies as assessed above. It is therefore recommended that

approval be granted, subject to the completion of a S106 Agreement and the recommended planning conditions.

Case Officer: Julie Williams



WATER ROAD ELEVATION GROUP 1 - 3 BEDROOM



GARDEN ELEVATION GROUP 1 - 3 BEDROOM



SECTION THROUGH 3 BED UNIT ON ELEVATION OF 4 BED UNIT

General Construction Specifications:

Frame:  
Fly Road timber frame with integral insulation to inner panel. Vapor check inside and out.

Floors:  
Clear spanning timber joist sections and ply fixed to form loadbearing floor.

External Walls:  
Ground and first floor facing bricks, cables to render fixed on timber frame.  
Cavities: top & bottom  
Or bricks to match rear elev.  
Group 3 corner joint to have render panel returns to front.

Roofs:  
Cement stone tiles on membrane and battens over insulated ply spanning panels and chimneys.

Walls:  
Black UPVC gutters and 100 mm dia downpipes.

Windows:  
Triple glazed casement or timber clad metal core frames. Slanted.  
French windows:  
Triple glazed metal core, timber clad and slanted.

- B: Roof design altered to duo pitch and lowered. Roof lights removed to front elev. 24.3.17
- A: Dormers removed from 2 storey houses to front elevations & rooflights added in place. 24.2.17

PLANNING APPLICATION

REVISED

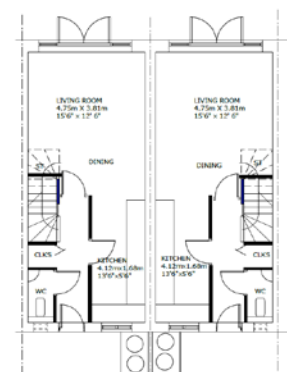
PDF ARCHITECTURE

2,4,6 WATER ROAD READING REDEVELOPMENT

PLANS GROUND FIRST & SECOND FLOOR 3 BEDROOM HOUSES GROUP 1/4

SCALE: 1/100 DATE: 18.01.17 DRAWN: [Name] CHECKED: [Name]

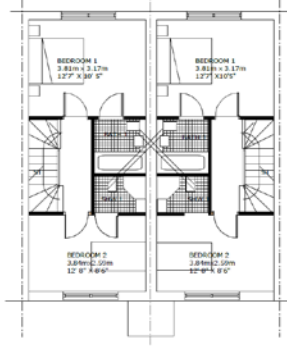
Project No: 1003 Date: 18.01.17 Rev: A



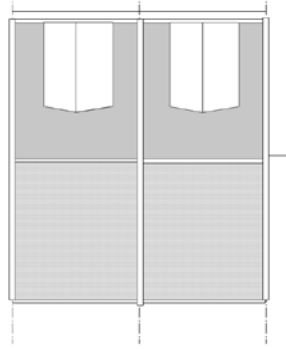
GROUND FLOOR PLAN LAYOUT - 3 BED GROUP 1



SECOND FLOOR PLAN LAYOUT - 3 BED GROUP 1



FIRST FLOOR PLAN LAYOUT 3 BED GROUP 1



ROOF PLAN GROUP B - 3 BED GROUP 1

General Construction Specifications:

Frame:  
Fly Road timber frame with integral insulation to inner panel. Vapor check inside and out.

Floors:  
Clear spanning timber joist sections and ply fixed to form loadbearing floor.

External Walls:  
Ground and first floor facing bricks, cables to render fixed on timber frame.  
Cavities: top & bottom  
Or bricks to match rear elev.  
Group 3 corner joint to have render panel returns to front.

Roofs:  
Cement stone tiles on membrane and battens over insulated ply spanning panels and chimneys.

Walls:  
Black UPVC gutters and 100 mm dia downpipes.

Windows:  
Triple glazed casement or timber clad metal core frames. Slanted.  
French windows:  
Triple glazed metal core, timber clad and slanted.

- B: Roof design altered to duo pitch and lowered. Roof lights removed to front elev. 24.3.17
- A: Dormers removed from 2 storey houses to front elevations & rooflights added in place. 24.2.17

PLANNING APPLICATION

REVISED

PDF ARCHITECTURE

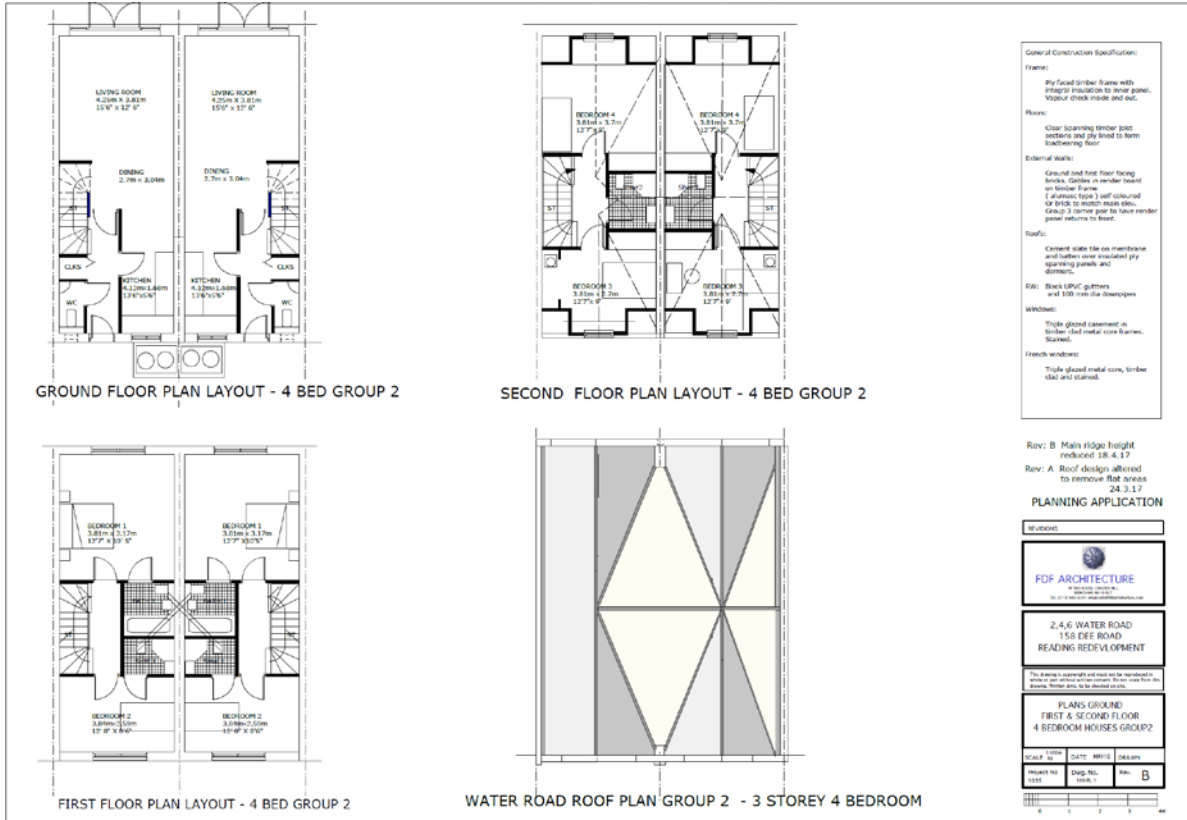
2,4,6 WATER ROAD 158 DEE ROAD READING REDEVELOPMENT

PLANS GROUND FIRST & SECOND FLOOR 3 BEDROOM HOUSES GROUP 1/4

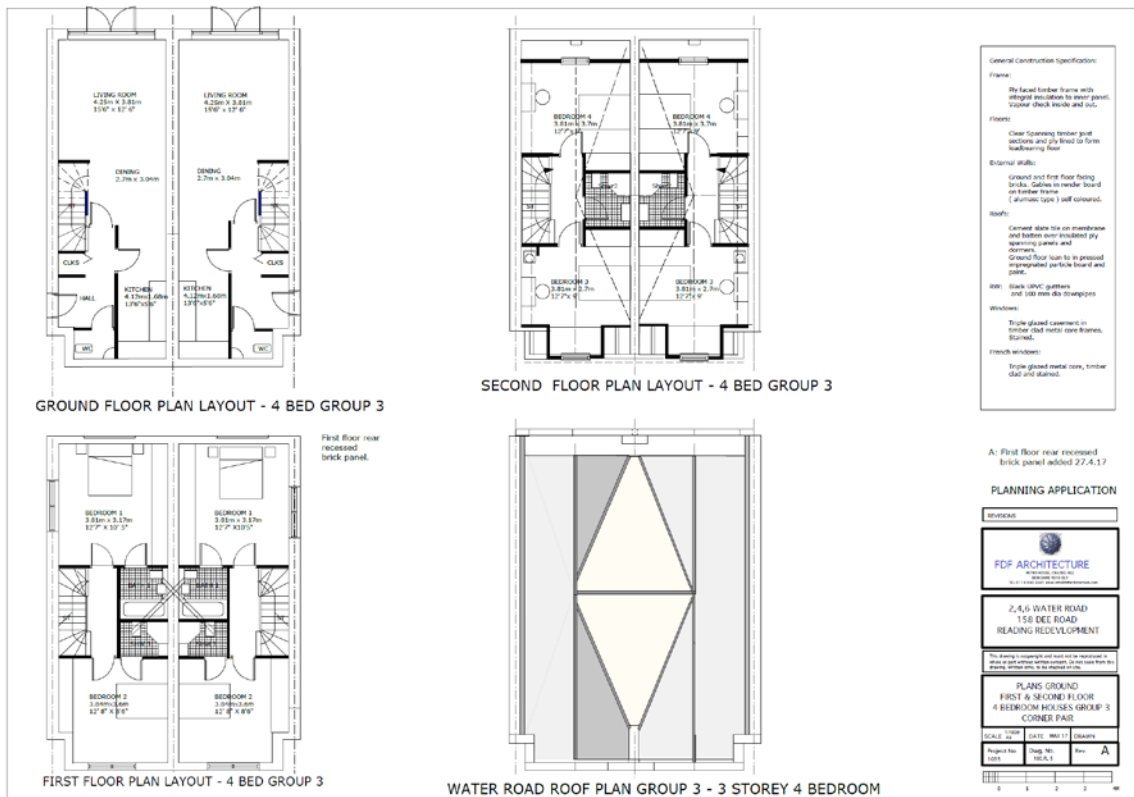
SCALE: 1/100 DATE: 18.01.17 DRAWN: [Name] CHECKED: [Name]

Project No: 1003 Date: 18.01.17 Rev: B

Three Bedroom units in mid terrace and proposed facing Dee Road



End blocks of terrace



Pair of 4 Bedroom corner units facing onto roundabout





<b>Z, A &amp; B WATER ROAD READING REDEVELOPMENT</b>	
<b>MAIN ELEVATIONS PROPOSED SHEET 1</b>	
Project No: 2021/001 Date: 15/01/2022	Page No: 2 Rev: 0



<b>Z, A &amp; B WATER ROAD, 155 DEE ROAD READING REDEVELOPMENT</b>	
<b>MAIN ELEVATIONS PROPOSED SHEET 2</b>	
Project No: 2021/001 Date: 15/01/2022	Page No: 2 Rev: 0

Elevations



VIEW 1A  
FROM NORTH



VIEW 2  
FROM SOUTH



VIEW 3A  
FROM EAST

2,4,6 WATER ROAD 158 DEE ROAD READING RG30  
AERIAL VIEWS OF PROPOSALS

## COMMITTEE REPORT

BY THE DIRECTOR OF ENVIRONMENT & NEIGHBOURHOOD SERVICES

READING BOROUGH COUNCIL

ITEM NO. 15

PLANNING APPLICATIONS COMMITTEE: 18 July 2018

Ward: Norcot

App No: 180849/OUT

Address: Land Adjacent Thorpe House, Colliers Way, Reading

Proposal: Outline application for residential redevelopment to provide a maximum of 14 dwelling units. Demolition of dwelling at 16 Kirton Close to provide access. (Appearance, Landscaping, Layout and Scale reserved for future consideration).

Applicant: Thames Valley Retirement Homes

Date valid: 6 June 2018

Application target decision date: 5 September 2018

26 week date: 5 December 2018

### RECOMMENDATION

REFUSE Outline Planning Permission for the following reasons:

1. The proposed development would result in the loss of open space that has not been previously developed and which makes a positive contribution to the character, appearance and environmental quality of the area due to its openness, undeveloped character and green vegetated appearance. As such the proposed development would be contrary to Policies CS7 and CS28 of the Reading Borough LDF Core Strategy 2008 (altered 2015).
2. The amount of development proposed within the main body of the site would require a scale of building (or buildings) that would appear as an incongruous, jarring and poorly integrated feature within the context of the notably modest scale of development in adjacent streets. The minimal distance that would be likely to exist between the building(s) and north eastern and south western site boundaries would result in an overly cramped appearance, further adding to the visual harm. For these reasons the development would represent an overdevelopment of the site, fail to respond positively to its local context, and fail to reinforce local character and distinctiveness. The proposal would therefore harm the character and appearance of the area, contrary to Policies CS7, CS15 and CS28 of the Reading Borough LDF Core Strategy 2008 (altered 2015).
3. The proposed removal of the dwelling at 16 Kirton Close and its replacement with an access roadway and vehicle parking area would result in the loss of continuity and enclosure within the established street scene which is characterised by a regular built form of a distinctive style and appearance. The proposed access would result in a disjointed and visually stark arrangement of access road and vehicle parking to the detriment of the existing streetscene and contrary to Policy CS7 of the Reading Borough LDF Core Strategy 2008 (altered 2015).

4. The proposal would generate traffic crossing an existing footpath / cycle path, without giving priority to pedestrians and cyclists. This would result in an increased risk of accidents to users of the footpath and would be in conflict with Core Strategy Policy CS20 and Sites and Detailed Policies document Policy DM12.

5. The proposal includes the unnecessary and unjustified removal of a TPO-protected tree of amenity value (Norway Maple T1 of TPO; T540 of tree survey) at the northern corner of the site. As such the proposal fails to preserve and not harm the character and appearance of the site and area within which it is located, including the wider contribution to visual amenity provided by mature trees. The proposals are therefore contrary to Policies CS7, CS38 and DM18.

6. The application fails to demonstrate that the proposed amount of development can be accommodated without harm to the amenity of occupiers of neighbouring dwellings caused by a loss of privacy to windows and gardens due to overlooking; overbearing effects resulting from the likely scale and proximity of the building; and disturbance from vehicle movements adjacent to Thorpe House. As such the proposal is contrary to Policies DM4 and CS15.

7. The application fails to demonstrate that the proposed amount of development can be accommodated in a manner which provides adequate outlook, daylight, sunlight and private outdoor amenity space for future occupiers. As such the proposal would be harmful to the amenity of future occupiers, contrary to Policy DM4.

8. In the absence of a completed legal agreement to secure an acceptable contribution towards the provision of Affordable Housing, the proposal fails to contribute adequately to the housing needs of Reading Borough and the objective of creating mixed and balanced communities and as such is contrary to Policy CS16, Affordable Housing Supplementary Planning Document (2013) and para. 50 of the NPPF.

9. In the absence of a completed legal agreement to secure an acceptable mitigation plan or equivalent contribution towards the provision of Employment, Skills and Training for the construction phase of the development, the proposal fails to contribute adequately to the employment, skills or training needs of local people with associated socioeconomic harm, contrary to Policies CS3, CS9, DM3 and the Employment Skills and Training SPD (2013).

#### Informatives

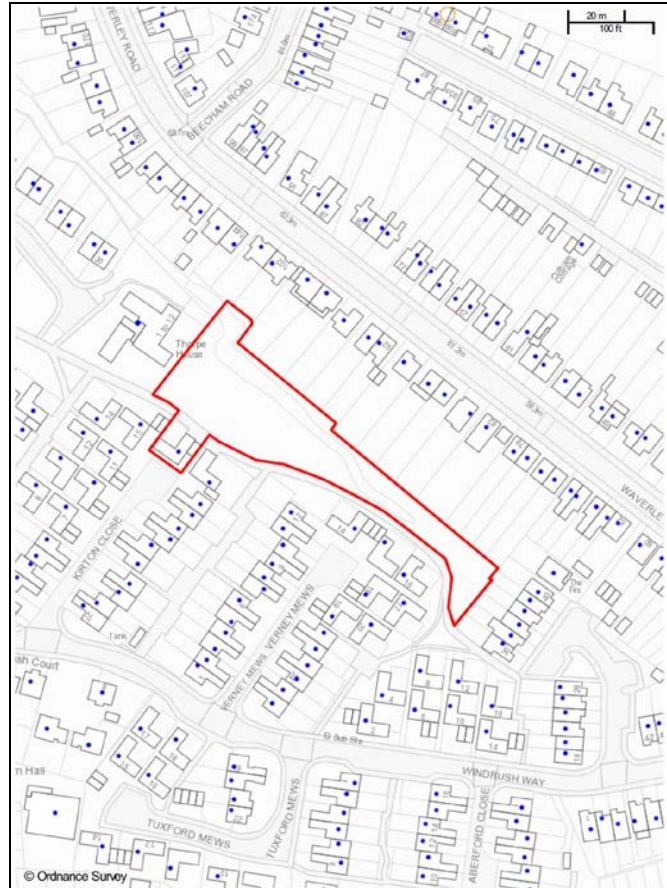
1. Positive and Proactive Approach
2. Refused Drawings

## 1. INTRODUCTION

- 1.1 The site is located at the edge of an estate of mid-twentieth century housing to the north of Water Road. The site lies to the rear of Thorpe House, a two-storey block of flats. An embankment exists to the northern edge of the site, rising to meet the rear garden boundaries of houses in Waverley Road.
- 1.2 A public footpath runs to the southern edge of the site serving as a traffic free route linking the residential streets within the estate, which are arranged perpendicular to the path to the south.
- 1.3 The application site itself comprises open land with mown grassed areas along the footpath with overgrown areas towards the embankment. The embankment is well treed, including a number of trees subject to a TPO close to Thorpe House. At the

time of writing the land was in the process of being enclosed by a hoarding comprising timber sheets attached to timber posts secured into the ground by concrete.

- 1.4 The site also includes a section of the public footpath and the entire curtilage of number 16 Kirton Close, a bungalow.



Site location plan



Site Photograph (18 June 2018) - view north west towards Thorpe House

## 2. RELEVANT PLANNING HISTORY

- 131179/PREAPP - Pre-application enquiry relating to proposed 2 x three bed, five person linked dwellings and 2 x three bed, four person dwellings (one linked plus one pair of semi's). Use of amenity area for recreational use). Observations sent.
- 161305/PREAPP - Proposed residential development - Observations sent
- 162105/CLP - Erection of fence, not exceeding 2 metres in height above ground level, around perimeter of open space. Certificate of Lawfulness granted.
- 171219/OUT - Outline application for residential redevelopment to provide a maximum of 18 dwelling units. Demolition of dwelling at 16 Kirton Close to provide access. (Appearance, Landscaping, Layout and Scale reserved for future consideration). Refused (PAC 6 December 2017)

## 3. PROPOSALS

3.1 Outline Planning Permission is sought for up to 14 dwellings.

3.2 'Appearance', 'Landscaping', 'Layout' and 'Scale' are reserved for future consideration (see Appendix 1 for further details of these). The applicant has submitted a set of indicative drawings showing how the proposed 14 dwellings might be accommodated within the site. The drawings indicate two blocks of flats of two storeys orientated parallel to the existing footpath with an approximate ridge height of 10 metres.

3.3 Access is proposed for consideration at Outline stage (the current application) and is shown as being achieved through the demolition of the existing bungalow at 16 Kirton Close and provision of a new access and parking area (18 parking spaces) as a continuation of Kirton Close.

3.4 Information Submitted with the Application:

### Drawings

PL-100B Location Plan, received 26 June 2018

SK-1401E Proposed Site Layout, received 26 June 2018

SK-400C Proposed Front Elevation (indicative) received 24 May 2018

### Documents

Arboricultural Method Statement by ROAVR dated 18 May 2018

Ecological Appraisal 2763.F0 dated 30 May 2017

Transport Statement 40574/5501/TS002 Rev: V3.0 Dated 21 March 2018

Design and Access Statement Rev B dated May 2018

Preliminary Drainage Strategy by STM Environmental, dated 29 March 2018

## 4. CONSULTATIONS

### Thames Water

4.1 Thames Water would advise that if the developer follows the sequential approach to the disposal of surface water TW would have no objection. Where the developer proposes to discharge to a public sewer, prior approval from Thames Water Developer Services will be required. Should you require further information please

refer to the website: <https://developers.thameswater.co.uk/Developing-a-large-site/Apply-and-pay-for-services/Wastewater-services>

- 4.2 We would expect the developer to demonstrate what measures he will undertake to minimise groundwater discharges into the public sewer. Groundwater discharges typically result from construction site dewatering, deep excavations, basement infiltration, borehole installation, testing and site remediation. Any discharge made without a permit is deemed illegal and may result in prosecution under the provisions of the Water Industry Act 1991. Should the Local Planning Authority be minded to approve the planning application, Thames Water would like the following informative attached to the planning permission: "A Groundwater Risk Management Permit from Thames Water will be required for discharging groundwater into a public sewer. Any discharge made without a permit is deemed illegal and may result in prosecution under the provisions of the Water Industry Act 1991. We would expect the developer to demonstrate what measures he will undertake to minimise groundwater discharges into the public sewer. Permit enquiries should be directed to Thames Water's Risk Management Team by telephoning 02035779483 or by emailing: [wwqriskmanagement@thameswater.co.uk](mailto:wwqriskmanagement@thameswater.co.uk). Application forms should be completed online via [www.thameswater.co.uk/wastewaterquality](http://www.thameswater.co.uk/wastewaterquality).
- 4.3 Thames Water would advise that with regard to waste water network and waste water process infrastructure capacity, TW would not have any objection to the above planning application, based on the information provided

*Water Comments*

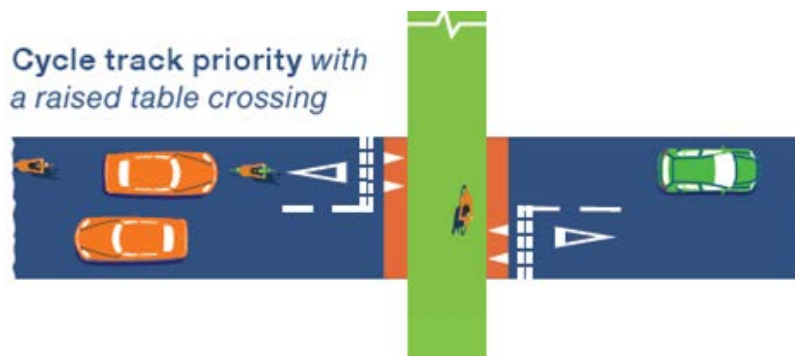
- 4.4 On the basis of information provided, Thames Water would advise that with regard to water network and water treatment infrastructure capacity, TW would not have any objection to the above planning application. Thames Water recommends the following informative be attached to this planning permission. Thames Water will aim to provide customers with a minimum pressure of 10m head (approx 1 bar) and a flow rate of 9 litres/minute at the point where it leaves Thames Waters pipes. The developer should take account of this minimum pressure in the design of the proposed development.

**RBC Transport**

- 4.5 This application consists of a residential redevelopment to provide a 14 x 1 & 2 bedroom units which includes the demolition of a dwelling at 16 Kirton Close to provide access to the site and parking area. This application has been assessed on the basis of the description being standard residential units.
- 4.6 The site is located within Zone 3, Secondary Core Area, of the Council's adopted Parking Standards and Design SPD. Typically these areas are within 400m of a Reading Buses high frequency 'Premier Route', which provides high quality bus routes to and from Reading town centre and other local centre facilities. In accordance with the adopted Parking Standards and Design SPD, the development would be required to provide a parking provision of 1.5 parking spaces for each residential unit which would equate to 21 parking spaces. In addition to this 1 visitor space per 4 dwellings is also required therefore the total number of spaces required for the development would be 26. Plans submitted illustrate off road parking provision for 18 cars which falls short of the Council's standard.
- 4.7 Plans indicate that vehicular access to the site is proposed to be gained via Kirton Close, following the demolition of an existing residential dwelling. The level of movement created by the proposed units caused concern regarding the potential interaction between pedestrian traffic/cycles and vehicles. Priority of right of

way should be that of pedestrians and cycles using the footway and not vehicles otherwise it would be detrimental to the safety of pedestrians using the public footway.

- 4.8 Having viewed car ownership statistics on a ward level, the car ownership figures stated in the Applicant's Transport Statement are acceptable; therefore Transport do not have any concerns regarding the proposed level of provision; however the issue regarding the access point still remains. A comparison was made by the Applicant between Dee Park development and this application site; however Dee Park had existing roads and car parking areas with access point to parking areas which were also used as informal crossing points. Dee Park however has additional dedicated path(s), which would accommodate the main pedestrian footfall and therefore remove the need for pedestrians to cross at these facilities. For this application, the path in question is a main path and as such should be given priority over vehicular traffic. The layout should therefore be provided as illustrated below, (the applicant has been advised of this previously); a similar design has been included within the Transport Statement as a potential option.



- 4.9 The trip rate data has been assessed and it is noted that some of the sites selected are not comparable to the application site and one has been removed from TRICS altogether. However, Transport have reviewed TRICS and the trip rates Transport have calculated are similar to those provided by the applicant and therefore Transport are satisfied that they represent a comparable level of trips for the proposed development. The level of trips would be an insignificant increase within the peak periods and therefore is deemed acceptable.
- 4.10 The driveway access to the rear of the parking bays has been illustrated at 7.5m in width which is in excess of the 6m forecourt depth required to accommodate access and egress to the parking bays themselves. This is also well in excess of the 4.8m width specified within Manual for Streets to accommodate a car passing a larger vehicle.
- 4.11 The tracking diagrams also appear to suggest a realignment of the kerb edge on the Western side of Kirton Close, however this will impact on the parking areas for 11-17 Kirton Close which does not appear to have been assessed. It would also need to be assessed whether any realigned road layout would be able to accommodate the turning of a delivery vehicle, although it is appreciated that a new turning area is proposed within the site this would be on non-adopted land and therefore a turning area must be retained.
- 4.12 There is an existing Lamp Post close to the proposed location of the access point on Kirton Close. Any costs relating to the relocation of the lamp column would be



met by the Applicant following the application of a licence from the Highways Departments and communication with the utilities company.

- 4.13 As previously advised there are trees on the proposed development site and therefore the Natural Environment Officer will need to be consulted with regards to development on site that would affect the tree roots of these trees.
- 4.14 Tracking diagrams have been provided and this identify that a suitable turning area can be provided on the site.
- 4.15 In accordance with the Council's Parking Standards and Design SPD, a 1/2 bedroom flat should be provided with 0.5 secure and covered cycle storage spaces and a development of 14 x 1-2 bedroom flats should be provided with 7 storage spaces. The Design and Access statement confirms that the development will be provided with 14 secure cycle parking which exceeds the Councils standard.
- 4.16 The bin storage and collection area have been illustrated on submitted plans. Bin storage should comply with Manual for Streets and British Standard 5906: 2005 for Waste Management in Buildings to avoid the stationing of service vehicles on the carriageway for excessive periods. It is recommended that the Councils Refuse and Waste Management team should be contacted to ensure the correct capacities of bins are provided.

#### RBC Natural Environment - Trees and Landscape

- 4.17 With reference to Proposed Site Plan SK-101E and Arboricultural Method Statement dated 18 May 2018 from ROAVR:
- 4.18 The site is subject to TPO 42/14 which includes 5 trees (4 Acer and 1 Quercus).
- 4.19 The site plan labels 'Replacement Specimen trees' in the north corner of the site without making reference to the proposed removal of these two TPO trees (T1 & T2 of TPO) and refers to 'crown reduction existing TPO trees' with reference to two off-site trees in the Waverley Road gardens, neither of which are included in the TPO. The site plan should include clear, accurate information.
- 4.20 The AMS refers to Site Plan Rev D when Rev E has now been submitted. Having compared the two plans, there appears to be little difference so from an arboricultural point of view the change is not significant. The AMS recommends the removal of T1 & T2 on arboricultural grounds but confirms that neither require removal to implement the proposals as shown. However the previously submitted AIA (under 171219/OUT) (starting on Page 23 of the AMS) states that (5.2) 'Trees T1 and T2 may require removal to facilitate any new construction to the south of the existing footprint as it would prove problematic to avoid the suggested root protection areas'. Following receipt of the AIA last year, T1 (T540) & T2 (T541) were assessed and it was agreed that it would be reasonable to remove T2 due to its poor condition, but that T1 should remain. As the removal of T1 is not necessary in order to implement the scheme as shown, it is considered that its removal is not justified and it would be inappropriate to grant permission for its removal.
- 4.21 The Tree Protection Plan (TPP) has a label stating 'offsite trees categorised G4' for the trees in the Waverley Road gardens (92-96) but does not show these (despite the Site plan showing these) and does not include G4 in the tree survey table of the AIA. It is noted that the site plan states 'crown reduction' of these trees but no further information is provided; they do not appear to be so close as

to warrant a reduction. Clarification is required. If pruning is justified, I would expect this to be included in the AIA or AMS.

- 4.22 As stated for the previous application, RBC Natural Environment are not comfortable leaving layout and landscaping (particularly the former) given the tree constraints/issues on site.

*RBC Ecologist*

- 4.23 The application site comprises an area of land to the rear of Thorpe House on Colliers Way, containing amenity grassland, scrub and woodland with a public footpath along the southern boundary. It is proposed to construct up to 18 dwellings as well as demolish 16 Kirton Close to provide vehicular access. The results of the Preliminary Ecological Appraisal (ECOSA, ref: 2763.D0, May 2017) are discussed below.

*Bats*

- 4.24 Although the house at 16 Kirton Close has not been assessed in the preliminary ecological appraisal for its bat roost potential, it is unlikely that the house could support roosting bats as it is a flat-roofed single-storey building unlikely to have features potentially suitable for use by roosting bats.
- 4.25 The preliminary ecological appraisal confirms that the trees on site have no features suitable for use by roosting bats. Overall, however, the report concludes that the site is of “moderate” suitability for use by commuting or foraging bats. As such, it is recommended that a bat-sensitive lighting scheme and other enhancements (native planting and bat roosting provision) are incorporated into the development to ensure that despite a loss of grassland and scrub, the favourable conservation status of bats may be maintained.

*Other protected species*

- 4.26 Located within an urban area (and isolated from Palmer Park by a number of residential roads and garden boundaries), the site is of limited value to badgers, reptiles or great crested newts (GCN), and no evidence of these species was recorded during the preliminary ecological survey. However, the scrub and trees on site may be used by nesting birds, and any vegetation clearance must be undertaken outside of the bird nesting season to ensure that they are not harmed or disturbed during the works.
- 4.27 In addition, the site possesses, and is connected to, habitat suitable for use by hedgehogs. As such, an appropriate landscaping scheme should be submitted to include details of how hedgehogs will be able to continue to travel across the site, as well as the locations of any hedgehog houses (as suggested in the ecological report).

*Summary*

- 4.28 There is a risk that the development may impact upon nesting birds, commuting and foraging bats, and hedgehogs (protected and priority species). The preliminary ecological appraisal recommends a number of precautionary measures that, if implemented, would safeguard said species. Subject to the conditions below, there are no objections to this application on ecology grounds.
- Condition 1: Landscaping details, to include biodiversity enhancements and routes for wildlife.
- Condition 2: Lighting scheme to be submitted demonstrating that the external lighting will not adversely impact upon commuting and foraging bats or other wildlife.

Condition 3: Vegetation removal and other works that may disturb active bird nests is to be undertaken outside the bird-nesting season (March - August inclusive).

#### RBC Parks

- 4.29 The area of land to the east of Thorpe House does provide a sense of openness and some visual amenity. There is clearly a contribution made to the feeling of openness by this site and building on it is likely to have a negative impact on the visual amenity. What the area is crying out for is an improvement in the way space is managed and maintained locally.
- 4.30 The under-management/maintenance of the site prevents the value of this area being realised. There appears to be a historic but not excessive problem with fly-tipping or disposal of waste. There is some material present on site but given the way much of it is overgrown, it would appear the issue is more about failure to maintain the area or remove rubbish than this being an extensive problem.
- 4.31 The area to the extreme east would not be suitable for a play area of any meaningful size or be able to support extensive use given its close proximity to housing. There would be a difficulty in ensuring adequate buffer zones for the existing neighbouring properties are met given the constraints with the shape of the land. It is suspected that designing a safe space that is adequately overlooked would also be difficult.
- 4.32 Assuming that the proposal is for 14 residential dwellings, given the configuration of the site and the narrow strip of land identified as public open space to the east of the proposed dwellings, the provision of both a LAP and LEAP is not possible in this instance. It is totally unsuitable for a children's play area and given its close proximity to existing housing, does not comply with recommended guidelines. Ideally, open space should be an integral part of any development, usually forming a central feature and overlooked by the fronts of houses. Given the constraints with this awkwardly shaped and leftover area of land, should the development be permitted, the only suitable option would be for the land to be laid to grass, landscaped and maintained (not by the Council) by a management company as public amenity space. But even this would be problematic given the history of the site.
- 4.33 The provision of meaningful play areas on site is therefore not achievable and so we will be seeking a financial contribution by way of a Section 106 agreement towards off-site provision at nearby Prospect Park, which will serve the needs of the new residents.

#### RBC Anti-Social Behaviour Team

- 4.34 Advice given under 171219/OUT was as follows  
"There have been no area-based ASB reports recorded between Jan 16 and now (Waverley Road, Kirton Close, Colliers Way).
- 4.35 This area has not been on the ASB team radar at all for ASB - the last time was about 10 years ago."

[Officer note: The ASB team have made a number of visits to the site in recent weeks due to complaints regarding the behaviour of persons erecting the timber fence.]

#### Berkshire Archaeology

- 4.36 There are no archaeological issues with this application as the site is located within the area of the Brick and Tile works and quarry pits which are likely to have removed any archaeological deposits in this area.

#### RBC Environmental Protection

##### *Contaminated Land*

- 4.37 Where development is proposed, the developer is responsible for ensuring that development is safe and suitable for use for the intended purpose or can be made so by remedial action.
- 4.38 The development lies on the site of an historic brick field which has the potential to have caused contaminated land and the proposed development is a sensitive land use.
- 4.39 Ideally a 'phase 1' desk study should be submitted with applications for developments on sites with potentially contamination to give an indication as to the likely risks and to determine whether further investigation is necessary. This was not submitted.
- 4.40 Investigation must be carried out by a suitably qualified person to ensure that the site is suitable for the proposed use or can be made so by remedial action.
- 4.41 Conditions to secure further investigation and remediation are recommended to ensure that future occupants are not put at undue risk from contamination.
- 4.42 Conditions restricting hours of construction, and controls on noise, dust and bonfires during construction are recommended.

#### Ward Councillor Response

- 4.43 Norcot ward councillors confirm that they object to the application:  
*"Norcot ward councillors are opposed to this application for the following reasons:*
- *We believe this would lead to an unacceptable loss of green space enjoyed by many local people. The amenity space is enjoyed by a wide range of local people but is particularly important to the families living in the flats of Thorpe House.*
  - *We believe it is unacceptable for access to these flats and its parking to cross a well used footpath which is a public right of way. This is a footpath often used as a safe route to school by local children. We believe this vehicular crossing of a well-established right of way would be unsafe.*
  - *We object to any development of this piece of land but also believe this is a significant over development with too much squeezed on too small a site*
  - *We do not believe that Kirton Close is a suitable access road for the flats and that could be an unsafe change to a road designed as a cul-de-sac."*

#### Public Consultation Responses

- 4.44 33 Objections and one letter of support have been received. Summarised below:
- Traffic through Kirton Close - disturbance and hazard to existing residents.
  - Pupils of at least 6 schools use the pathway behind the close as safe access to these schools. The proposed development would prove dangerous during the construction work and after completion.
  - The access would cross a public footpath used by children.

- The small area of green is the only place left in the vicinity for wildlife. Small children also use the green and pathway for play. Green lung. Green space disappearing far too quickly.
- The land provides a pleasant, tranquil green open space between densely urban West Reading and the more modern housing around Colliers Way and Windrush Way. It is a valuable and welcome amenity space which deserves to be preserved.
- Additional traffic will provide extra pollution.
- Traffic impact on surrounding streets, including junction with Water Road.
- The destruction of this Close may result in other ill advised development.
- It will change the character of residential estate which is made up of number of closes and sets a bad precedent.
- The site is very small for such a large number of properties.
- Not enough parking for residents and visitors.
- There will be potential more traffic and parked cars, increasing the likelihood of a collision or road accident.
- There are no pavements in Kirton Close.
- Loss of light to neighbours.
- Currently we experience high volume of cars from non residents who think it ok to park on Windrush Way. Even painting the double yellow lines around corners did not stop parking there.
- Properties at the end of Kirton Close, Appleby End, some flats in Thorpe House and some properties in Waverly Road would be overlooked by the new development.
- It will change the character of the area. I live in a bungalow and this is an area with a lot of bungalows not with inappropriate height buildings like the ones detailed in this application.
- The proposed development is dense, tall and overbearing on adjacent properties. It is cramped and crowded and inappropriate to the site. It would obliterate the green space.
- Concerned about the potential loss of trees and natural screening on the bank at the rear of Waverley Road.
- The children's playpark directly behind us is not wanted.
- The trees behind 100 Waverley Road are protected and endangered bats are often seen in the area.
- There are men living in a tent behind 100/102 Waverley Road. They are working for the developers putting up fencing. They are using obscene language which my children can hear. They have dogs which bark all hours of the day and night keeping us awake. This is anti-social.
- The only vandalism we have had recently is the unreasonable actions and anti-social behaviour of one of the applicant's contractors whilst erecting a security barrier around the site under permitted development. This has seen several visits by Police, dog wardens and council officers to the site, only to be met with abuse by that worker. This fencing has also been poorly built and will not stop intrusion if that was the aim.
- The layout of current housing may result in noise funnelling down between properties.
- The proposed development would result in the loss of open space that has not been previously developed and which currently makes a positive contribution to the character, appearance and environmental quality of the area due to its visual attractiveness, openness, undeveloped character and green vegetated appearance. The developer has tried to intimidate local residents, denying access to the space both physically and visually, by enclosing this area with fence that has the aesthetic

appeal of construction hoarding. This will lead to an increase in crime and anti-social behaviour such as fly tipping and graffiti.

- Loss of privacy and light to neighbours. Perception of overlooking.
- Inadequate parking provision based on census data gathered over 7 years ago.
- The proposed building is taller than those surrounding it and would stand out too much.
- Site too small to fit 14 houses
- The land has been overgrown and left in an uncut condition for many years. I have walked past it on my way to school over many years. It is a good thing that this site has been put forward for much needed homes in the area.

## 5. LEGAL AND PLANNING POLICY CONTEXT

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 Accordingly this application has been assessed against the following policies:  
National Planning Policy Framework  
National Planning Practice Guidance

### Reading Borough Local Development Framework: Core Strategy (2008) (Altered 2015)

CS1	Sustainable Construction and Design
CS2	Waste Minimisation
CS3	Social Inclusion and Diversity
CS4	Accessibility and Intensity of Development
CS5	Inclusive Access
CS7	Design and the Public Realm
CS9	Infrastructure, Services, Resources and Amenities
CS14	Provision of Housing
CS15	Location, Accessibility, Density and Housing Mix
CS20	Implementation of Reading Transport Strategy
CS22	Transport Assessments
CS24	Car / Cycle parking
CS29	Provision of Open Space
CS31	Additional and Existing Community Facilities
CS34	Pollution and Water Resources
CS36	Biodiversity and Geology
CS38	Trees, Hedges and Woodlands

### Sites and Detailed Policies Document (2012) (Altered 2015)

SD1	Presumption in Favour of Sustainable Development
DM1	Adaption to Climate Change
DM2	Decentralised Energy
DM3	Infrastructure Planning
DM4	Safeguarding Amenity
DM6	Affordable Housing
DM10	Private and Communal Outdoor Space
DM12	Access, Traffic and Highway-related Matters

DM18	Tree Planting
DM19	Air Quality

Supplementary Planning Documents  
 Sustainable Construction and Design 2011  
 Revised Parking Standards and Design 2011  
 Employment Skills and Training SPD 2013  
 Affordable Housing SPD 2013  
 Planning Obligations Under S106 SPD 2015

## 6. APPRAISAL

### Landscape Character and Open Space

- 6.1 Policy CS28 states that “development proposals that will result in the loss of open space or jeopardise its use or enjoyment by the public will not be permitted”. Supporting text to the policy in paragraph 9.8 explains that *“As a visual amenity, even without public access, people enjoy having open space near to them to provide an outlook, variety in the urban scene, or as a positive element in the landscape”*.
- 6.2 The 2 metre high timber panel fence currently being constructed appears as an unwelcome intrusion into the space. It would prevent public access while it remains in place. However its presence does not change the use of the land and a sense of openness remains with an absence of development, and views to tree canopies, beyond (a building on the site would erode these qualities to a greater extent). It is considered that the fence which has been constructed has a temporary appearance and is unlikely to have a long lifespan. It is also noted that Planning Permission would be required for any alternative use of the land. For these reasons it is considered that the fence does not provide convincing justification for the loss of the open space to be accepted as the contribution of the space in terms of visual amenity, openness and vegetated character are likely to remain in the long term. Whilst the actions of the landowner in erecting a poor quality fence have diminished the aesthetic qualities of the site to a degree, it is considered that the site continues to provide visual relief and a landscaped setting for the more densely developed group of houses at the eastern end of the estate (Appleby End, Kirton Close, Verney Mews etc) and continues to form an important part of the distinctive character of the local area.
- 6.3 The indicative proposals suggest that in order to accommodate 14 dwellings, a substantial scale of building(s) would be required. The current indicative proposal omits the second floor accommodation shown previously and indicates two buildings separated by a small gap. It is apparent that despite the reduction from 18 to 14 dwellings the amount of development proposed would require a building and associated hard surfacing which would fill much of the space in visual terms and would appear as a stark and visually dominant feature within the space. It is considered that the proposals would harm the visual amenity value of the undeveloped vegetated and open area, which provides a significant degree of visual relief to the otherwise largely continuous block of housing within the housing estate to the south.
- 6.4 It is apparent that notwithstanding land ownership matters, local residents have enjoyed access to the space for informal recreation until recently, and have done so for a significant period of time. The erection of the fence would appear to prevent its informal recreational use. This does not affect the visual harm

identified above and, as referred to above, the fence appears to be of questionable durability.

- 6.5 The proposals are therefore contrary to Policies CS28 and CS7. As with the previous refused scheme, it is unclear how any new dwellings could be provided within this space without causing the harm identified, although it remains the case that any alternative proposal would be assessed on its own merits.

#### Dwelling Mix

- 6.6 Policy DM5 applies to this proposal and seeks 50% of the new dwellings as 3-bed or larger, with the majority taking the form of houses. The scale, appearance and layout of the dwellings is only indicative at this stage (these matters are 'reserved'). However the extent to which the amount of development proposed (a maximum of 14 dwellings) could be accommodated within the site whilst also complying with this policy is a relevant consideration at Outline stage. The proposals indicate that these would take the form of 2 bed and 1 bed flats. It is noted that indicative floorplans have not been submitted and it is therefore possible that a larger building (or buildings) than indicated would be required to accommodate the amount of development currently proposed. Also it is probable that a larger building (or buildings) than currently indicated would be required if the development is to comply with the policy requirement for three bedroom dwellings and the requirement for the majority of these to be houses.

#### Built Form and Character

- 6.7 Although the proposal is shown indicatively as two buildings, the overall spread of the buildings across the site would be very similar to the previous, refused scheme. The height remains at a ridge height of approximately 10 metres above ground level, despite the second floor/attic accommodation being omitted.
- 6.8 As identified under 171219/OUT, the existing surroundings of the site are characterised by a distinctly modest scale of development with building heights being a maximum of two domestic storeys, with a number of distinctive single storey buildings adjacent to the site.
- 6.9 The indicative proposals demonstrate that in order to achieve the amount of development sought, the height and mass of the building would need to be an almost continuous two storeys for a length of around 55 metres on a NW-SE axis. It is considered that this would appear as an incongruous, isolated and visually jarring feature within this context. This would be particularly apparent where viewed in close proximity to the adjacent single storey houses and when viewed from the junction of Kirton Close and Windrush Way. It is also considered that the minimal distance that would likely remain between the building(s) and northern and southern site boundaries following development would result in an overly cramped appearance, adding to the visual harm.
- 6.10 Policy DM5 has a bearing on character as it requires over 50% of the dwellings to be of 3 bedrooms or more, and the majority of dwellings to be in the form of houses rather than flats. In order to comply with this policy a Reserved Matters application for Scale and Layout could require a larger building (or group of buildings) than that currently shown indicatively under the current application. This would result in a further increase in the harm identified above.
- 6.11 The proposals involve the demolition of 16 Kirton Close and its replacement with a roadway and five parking spaces arranged on the plot (the design of the Access is not a Reserved Matter in this case and therefore the access, turning and parking arrangements are for detailed consideration at Outline stage). The bungalow at 16



Kirton Close is currently sited at the head of the cul-de-sac and provides an appropriate sense of enclosure and a visual end-stop to the close; a characteristic shared with similar development at Appleby End and Verney Mews to either side. Policy CS7 requires new development to contribute positively to (amongst other objectives), “*Character (sense of place)*” and “*Continuity and enclosure*”. The explanatory text to the policy explains that this may include “*regular building lines*”, “*regular heights*”, “*distinctive style and appearance*” and this “*should not be damaged or lost by insensitive new development*”. It is considered that demolition of this dwelling would disrupt this existing character leaving an unsightly gap in the streetscene and removing a key element in the continuity and enclosure that characterises the existing streetscene. Further visual harm would result from the proposed replacement of the existing dwelling with a somewhat disjointed and visually stark arrangement of access road and vehicle parking.

6.12 Details of boundary treatments and other enclosures are not included (these would form part of the ‘Landscaping’ Reserved Matter). It is reasonable to expect that provision of walls and fences to provide defensible space for the new dwellings would further harm the open character of the area.

6.13 For these reasons it is considered that the proposals would be contrary to Policies CS7, CS15 and CS28.

#### Access and Transport

6.14 The detailed comments of the Highways Authority are set out in Section 4 above. For the reasons set out in these comments, it is considered that the proposal would be detrimental to the safety of pedestrians and cyclists using the public footway.

6.14 The proposals are therefore considered to be contrary to Policies CS20, CS22, and DM12.

#### Amenity of Neighbours

6.15 Although Scale, Layout and Appearance are Reserved Matters, the amount of development proposed, and the narrowness of the site suggest that the proposal would need to rise to at least two storeys and would extend close to the boundary of houses in Kirton Close and Verney Mews. The indicative height has not reduced significantly because the 4 flats now omitted were largely contained within the roofspace of the previous scheme (171219/OUT).

6.16 It is reasonable to assume that the development would require windows within the principal elevation fronting the footpath and it is considered that this arrangement would result in occupiers of adjacent dwellings in Kirton Close and Verney Mews having a strong perception of being overlooked. It is also possible that the proposal would result in overlooking to dwellings in Thorpe House and rear gardens of Waverley Road, depending on the final design.

6.17 As discussed above, it may be necessary to provide a building, or buildings, of greater scale than that shown indicatively in the submitted drawings in order to achieve the 14 dwelling figure, subject to the final internal design of the dwellings, and if an appropriate mix and type of housing is to be provided. It is considered that the design of the current *indicative* proposal would result in harm to neighbouring amenity due to an overbearing effect on occupiers of Thorpe House, Kirton Close and Verney Mews and loss of privacy. However it should also be noted that an increase in the size of the building due to detailed design requirements (room sizes, access arrangements, internal layout requirements etc),

and/or the need to comply with the dwelling mix requirements of Policy DM5 could significantly worsen these effects.

- 6.18 The proposed access and parking arrangements would result in vehicles parking and maneuvering within close proximity of the rear windows of Thorpe House which serve habitable rooms and which look out onto the site. It is considered that this arrangement would result in harmful noise and disturbance to occupiers of Thorpe House due to engine noise, use of car doors and headlights (depending on a the type of boundary treatment). It is not considered reasonable to expect the existing timber-board fence to provide long term screening; it has a distinctly temporary appearance.
- 6.19 The proposal is considered to be contrary to Policies DM4 and DM10 on this basis.

#### Amenity of Future Occupiers

- 6.20 The indicative site layout gives no indication as to the interior layout of the proposed dwellings, and on the basis of previous drawings (submitted under 171219/OUT) this could involve single aspect, north facing dwellings with outlook onto an embankment. Light is further restricted in this area by a number of large existing trees. It is not readily apparent how the amount of development proposed might be arranged differently and it is therefore considered that the proposals fail to demonstrate that the proposed development would provide a suitable quality of daylight and sunlight or outlook for future occupiers, especially on the northern side of the site.
- 6.21 It is not clear how suitable demarcation of public and private space could be achieved in order to provide acceptable private amenity space for future occupiers, without resulting in further harm to the openness of the space and the character of the area.
- 6.22 For these reasons it is considered that the proposal would be contrary to Policies DM4 and DM10.

#### Trees and Landscaping

- 6.23 The detailed comments of the Council's Tree Officer are set out in Section 4 above.
- 6.24 Based on these comments it is considered that it has not been demonstrated that it would be appropriate to remove all the trees that have been identified for removal, particularly T1, the Norway Maple adjacent to Thorpe House.
- 6.25 The vegetated embankment is a characterful feature of the site and contributes positively to the visual amenity of the open space and wider area of housing (it remains readily visible over the new boundary fence). It has not been demonstrated that this can be successfully retained. It has also not been demonstrated that existing trees and vegetation can be successfully retained and reinforced with new tree and shrub planting as part of a landscaping scheme.
- 6.26 Given the concerns regarding insufficient daylight to north-facing rooms set out above it is considered that it has not been demonstrated that the amount of development proposed can be accommodated without future pressure to prune or fell trees of amenity value due to overshadowing from their canopies.
- 6.27 For these reasons the proposals are considered to be contrary to Policies CS7, CS38 and DM18.

### **Sustainability**

- 6.28 The Code for Sustainable Homes requirements of Policy CS1 generally no longer apply to the proposals as the scheme has been withdrawn. This is with the exception of energy requirements. 50% of the units would need to demonstrate a 19% improvement in the Dwelling Emission Rate over the Target Emission Rate for the type of dwelling. This could be reasonably secured by condition.
- 6.29 Other aspects of Policy CS1 and DM1 still apply and should be addressed in a sustainability statement. This could be made subject to condition at Outline stage, to be resolved as part of consideration of the detailed design and Reserved Matters stage.
- 6.30 A Drainage Strategy has been submitted in accordance with national guidance and policies CS1, CS35 and DM1.

### **Ecology**

- 6.31 The comments of the Council's Ecologist are set out in Section 4 above. There are no ecology objections in principle, subject to conditions securing appropriate wildlife-friendly landscaping, details of external lighting and controlling the clearance of vegetation during the bird nesting season. The proposals are considered to accord with Policy CS36 on this basis.

### **Contaminated Land**

- 6.32 The detailed comments of the Council's Environmental Protection team are set out in Section 4 above. These recommend conditions to secure further investigation to ensure that the development is safe and suitable for use for the intended purpose or can be made so by remedial action. It is considered that this can reasonably be secured by condition at Outline stage.
- 6.33 Other matters relating to hours of working, noise and dust during construction and control of bonfires would also be appropriate to control by condition.
- 6.34 It is considered that the proposals comply with Policy CS34.

### **Anti-social Behaviour and Fly-tipping**

- 6.35 The applicant claims that the land is blighted by anti-social behaviour and fly-tipping. However the claim regarding anti-social behaviour is not supported by advice received from the Council's Anti-social Behaviour Team. Fly tipping has occurred on the site although several site visits relating to the previous and current applications confirm that the land appears reasonably free of obvious debris that would affect its character. This situation has only changed recently with complaints made to the ASB team and Police regarding the behaviour of the persons employed to erect the fence around the site. This is not considered to be representative of the use of the land up to this time. The Council's Parks section confirm that there appears to be a historic but not excessive problem with fly-tipping or disposal of waste and identify the main issue as the failure to maintain the area or remove rubbish than this being an extensive problem. In terms of a reasonable assessment of the issue it is apparent that ASB is not a significant concern and it possible that improving vehicular access to the site could increase the potential for fly tipping. For these reasons it is considered that these matters should not be afforded significant weight when determining the application.

### **Affordable Housing**

- 6.36 The proposals would be required to provide 30% of the total number of units on site as Affordable Housing in accordance with Policy DM6. The applicant has not sought a reduction in this requirement. If the planning application were to be

approved a S106 legal agreement would be required at this Outline stage to secure the amount of affordable housing to be provided on site to include a mechanism to secure the precise units, the mix and the tenure types once the detailed design is known at Reserved Matters stage.

#### S106 and CIL

- 6.37 In addition to Affordable Housing requirements set out above, the scheme would fall in the Major category and would be required to provide an Employment Skills and Training Plan for the 'Construction Phase', or equivalent financial contribution. Both options could be secured via S106 agreement at Outline stage, to include a mechanism to determine the exact amount sought at Reserved Matters stage (dependent on the final amount of floorspace proposed) based on the formula:  $\text{£}2,500 \times \text{Gross internal floor area of scheme (m}^2) / 1000\text{m}^2$
- 6.38 Policies CS3, CS9, DM3 and the Employment Skills and Training SPD (2013) apply.
- 6.39 CIL would apply to the proposals, subject to the usual reliefs or exemptions set out in the CIL Regulations. It is not possible to calculate the CIL charge until full floorspace details are provided at Reserved Matters stage.

#### Equality

- 6.40 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. It is considered that there is no indication or evidence (including from consultation on the current application) that the protected groups would have different needs, experiences, issues and priorities in relation to this particular planning application.

#### 7. CONCLUSION

- 7.1 It is considered that the proposals would result in harmful loss of open space and would represent an overdevelopment of the site, harmful to the character of the area.
- 7.2 The proposed building would result in harm to the amenity of neighbouring occupiers and it has not been demonstrated that a suitable quality of amenity can be achieved for future occupiers.
- 7.3 The access arrangements would harm highway safety.
- 7.4 Harm to a tree of amenity value would occur as a result of the proposed removal of T1, Norway Maple.
- 7.5 S106 matters relating to the provision of Affordable Housing and Employment Skills and Training have not progressed to completion.
- 7.6 The application is recommended for refusal as set out in the above report.

Case Officer: Steve Vigar

## APPENDIX 1

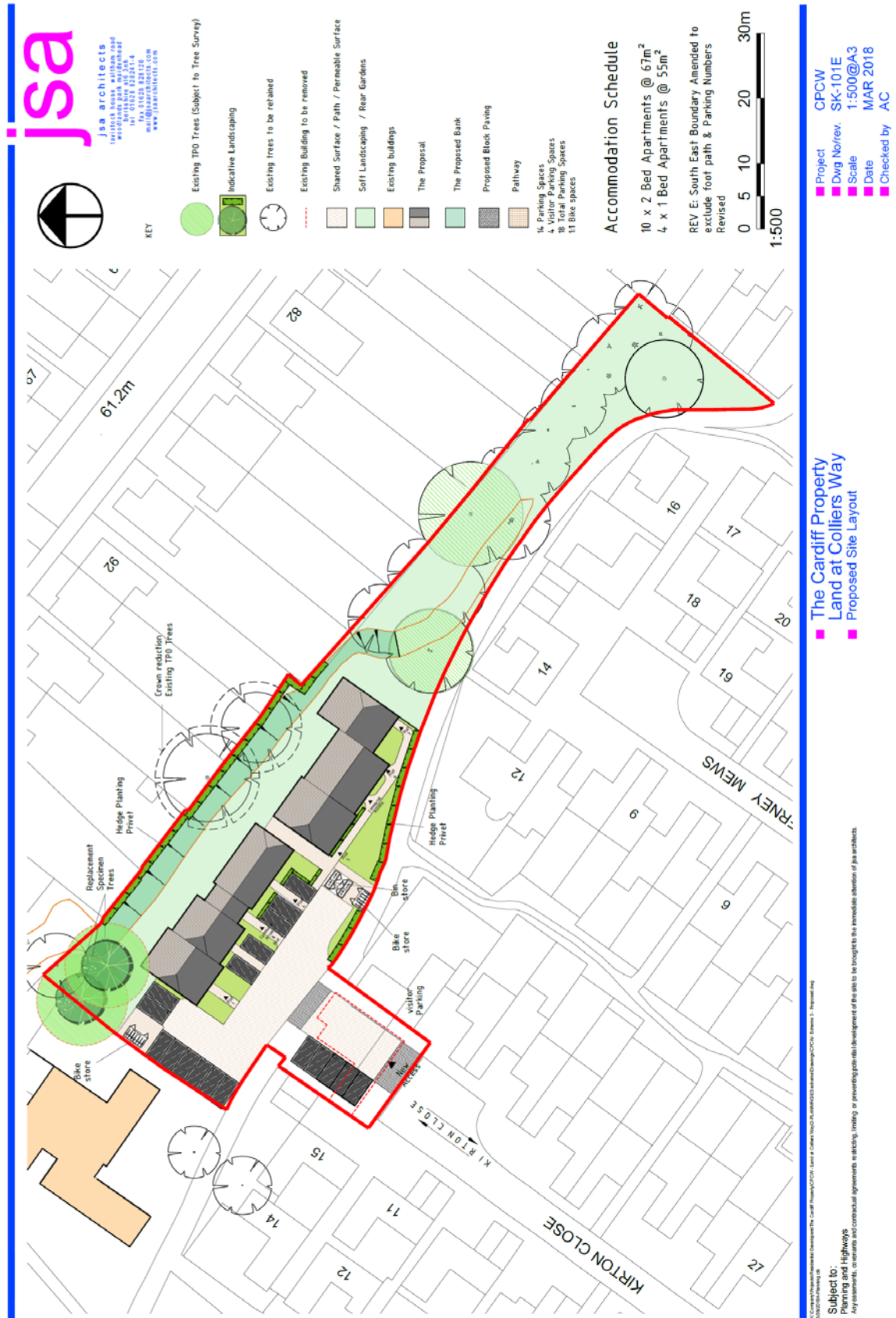
Paragraph: 006 Reference ID: 14-006-20140306 of the National Planning Practice Guidance provides the following definitions for the various Reserved Matters that can be reserved for later determination.

Reserved matters are those aspects of a proposed development which an applicant can choose not to submit details of with an outline planning application, (i.e. they can be 'reserved' for later determination). These are defined in [article 2 of the Town and Country Planning \(Development Management Procedure\) \(England\) Order 2015](#) as:

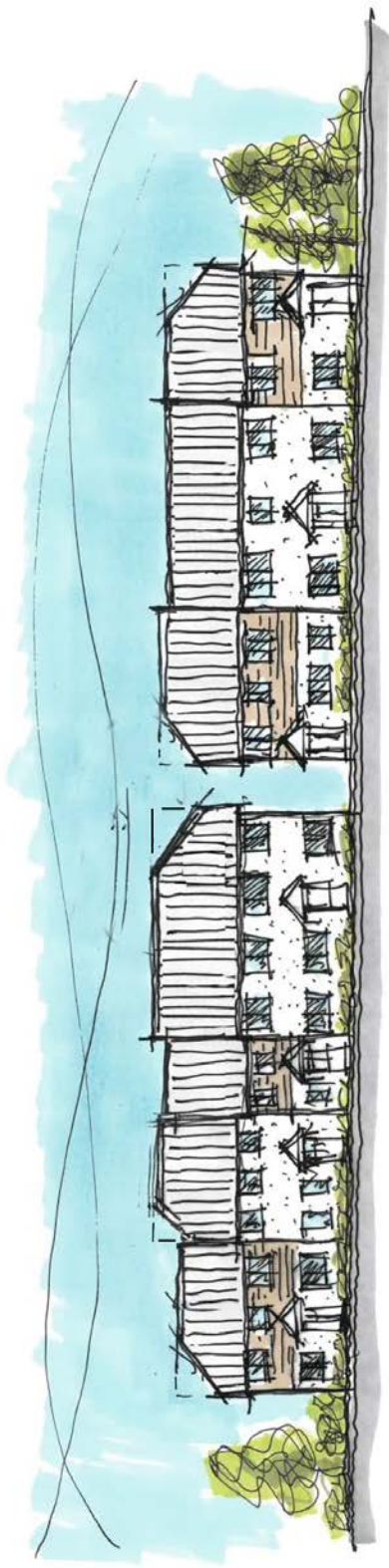
- 'Access' - the accessibility to and within the site, for vehicles, cycles and pedestrians in terms of the positioning and treatment of access and circulation routes and how these fit into the surrounding access network.
- 'Appearance' - the aspects of a building or place within the development which determine the visual impression the building or place makes, including the external built form of the development, its architecture, materials, decoration, lighting, colour and texture.
- 'Landscaping' - the treatment of land (other than buildings) for the purpose of enhancing or protecting the amenities of the site and the area in which it is situated and includes: (a) screening by fences, walls or other means; (b) the planting of trees, hedges, shrubs or grass; (c) the formation of banks, terraces or other earthworks; (d) the laying out or provision of gardens, courts, squares, water features, sculpture or public art; and (e) the provision of other amenity features;
- 'Layout' - the way in which buildings, routes and open spaces within the development are provided, situated and orientated in relation to each other and to buildings and spaces outside the development.
- 'Scale' - the height, width and length of each building proposed within the development in relation to its surroundings.

APPENDIX 2 - Application Drawings (selection only)

Full details at [http://planning.reading.gov.uk/fastweb\\_PL/welcome.asp](http://planning.reading.gov.uk/fastweb_PL/welcome.asp)



Proposed Site Plan (indicative except for access arrangements)



Indicative front (SW) elevation



Project: GPCW  
 Dwg No/rev: SK-400C  
 Scale: 1:200@A3  
 Date: MAR 2018  
 Checked by: AC

The Cardiff Property  
 Land at Colliers Way  
 Proposed Front Elevation

Subject to:  
 Full Site and Building Survey  
 Planning and Highways  
 Any easements, covenants and contractual agreements restricting, limiting or preventing potential development of the site to be brought to the immediate attention of the architect.

**APPENDIX 3 - Site Photos**



Site as at October 2017 (prior to fence being erected)



Site as at 18 June 2018 - View east from footpath





Site as at 18 June 2018 view west from footpath



View north along Kirton Close from junction with Windrush Way



# REDLANDS



## COMMITTEE REPORT

BY THE DIRECTOR OF ENVIRONMENT AND NEIGHBOURHOOD SERVICES  
READING BOROUGH COUNCIL  
PLANNING APPLICATIONS COMMITTEE: 18 July 2018

ITEM NO. 16

Ward: Redlands

App No.: 180144/FUL

Address: 25 Redlands Road, Reading

Proposal: Demolition of a single-storey rear projection, followed by the construction of a single-storey rear extension, internal modifications and refurbishment to facilitate change of use from a single dwelling house with detached garage (C3a) to 5no. self-contained flats (C3a) with associated car parking, bin and cycle storage.

Applicant: Mr Paul Kilshaw

Minor Application 8 week target decision date: 21 March 2018. Extended to 31 August 2018

### RECOMMENDATION

Delegate to the Head of Planning, Development & Regulatory Services to GRANT Full Planning Permission, subject to conditions and informatives and subject to the satisfactory completion of a S.106 legal agreement, or REFUSE permission should the legal agreement not be completed by 31 August 2018 unless a later date is agreed by the Head of Planning, Development & Regulatory Services.

The Section 106 Legal Agreement to secure the following:

£13,000 - towards the provision by the Council of Affordable Housing in the Borough. Payable prior to first occupation and index-linked from the date of permission.

### CONDITIONS TO INCLUDE:

1. TL1 - Full - time limit - three years.
2. Approved Drawings.
3. Materials for external works to be approved before development commences.
4. Provision of bin stores in accordance with approved drawings, prior to occupation.
5. DC1 - Vehicle parking spaces to be provided in accordance with approved plans
6. The covered bicycle storage spaces shown on the approved drawings shall be provided and equipped with secure Sheffield cycle stands prior to occupation of the dwellings to which they relate.
7. Pre-commencement submission and approval of hard and soft landscaping details.
8. Hard and soft landscaping to be implemented in accordance with the approved plans and documents before occupation.
9. Details of materials to be used for the external boundary treatments to be approved and thereafter the boundary changes shall be implemented in accordance with the approved plans and details before occupation and thereafter so maintained.
10. Maintenance of planted materials for 5 years with replacement if required.
11. Pre-commencement submission of Arboricultural Method and Tree Protection Plan.
12. The accommodation hereby approved shall not be occupied until a management plan covering the internal and external communal areas, including the maintenance of the landscaping, use of bin stores and responsibility for refuse and recycling collection arrangements, has been submitted to and approved by the Local Planning Authority. Thereafter the approved management plan shall be adhered to.
13. The existing timber framed windows, doors and chimney stacks shall be retained and if needed to be replaced shall be replaced like for like or to a specification that has first been agreed by the local planning authority.

14. The layout, number and size of units to be retained as shown on the approved plans.
15. The residential flats hereby approved shall not be occupied until the Council has been notified in writing of the full postal address of the units.
16. Prior to any agreement being entered into for a new occupation of, or transfer of any interest in, the residential flats hereby approved the prospective occupier/transferee shall be informed of the prohibition on entitlement to a car parking permit for any existing residential parking permit schemes and future schemes on adjacent and surrounding streets. All material utilised for advertising or marketing the residential flats for letting or sale shall make it clear to prospective tenants and occupiers that there is no automatic right to a parking permit.
17. Hours of working - construction and demolition phase.
18. No bonfires on site during demolition or construction.

**INFORMATIVES TO INCLUDE:**

1. Terms and conditions.
2. Building regulations.
3. Pre-Commencement conditions
4. Encroachment
5. Sound Insulation to meet Building Regulations requirements
6. Damage to the highway
7. No parking permits for occupiers
8. Works affecting the highway
9. Environmental protection information regarding the control of nuisance during construction and demolition.
10. Housing Act requirements
11. Insulation requirements to achieve those set out in Building Regs Part E
12. CIL
13. Positive and proactive.

## 1. INTRODUCTION

- 1.1 This application was discussed at the last Planning Applications Committee on 27<sup>th</sup> June 2018 but was deferred to allow the applicant time to address the comments made by Councillors about the appearance of the front boundary on to Redlands Road, the provision of bins and the management of the site when occupied.

## 2. AMENDED PLANS and ADDITIONAL INFORMATION

- 2.1 The applicant has responded with amended plans to detail the proposed changes to the external boundary and bin provision as follows:

The drawings have been prepared to illustrate the proposed replacement Redlands Road boundary treatment which is to match the approach used on No. 1 Marlborough Avenue. We have also proposed on the site plan that the dilapidated timber closeboard fence which runs around the corner and along Elmhurst Road is to be replaced to match existing.

The local objectors may take exception to the fence instead of railings however we suggest that this is a more appropriate boundary treatment for the site's location adjacent to the busy road junction and will provide a smart and uniform appearance to this short stretch of the street by matching the boundary treatment at No.1 Marlborough Avenue. Unfortunately we no longer live in a world of quiet, un-polluted streets.

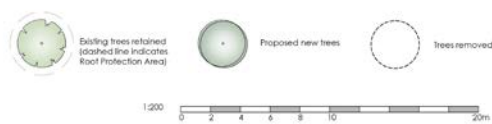
Queries were raised about our bin provision and we have confirmation from RBC waste management that we should provide a maximum of 3no. 360 litre refuse bins and 3no.360 litre recycling bins. The site plan has been amended accordingly.

The drawing may be scaled with reference to the scale bar for planning application purposes only. Do not scale for any other purpose, use only annotated dimensions. All dimensions are to be checked by parties using the drawing, and any errors or omissions are to be reported to Weston & Co Architects Ltd.

Rev	Date	Note	Author	Checker
A	13/03/2018	Tree & FFA notes, cycle store	AS	CTW
B	10/04/2018	Revised to address RSC comments	AS	CTW
C	16/09/2018	Eggs window added to Unit 5	AS	CTW
D	06/01/2018	Revised to RSC requirements	AS	CTW



PROPOSED SITE PLAN



Project	Refurbishment & Change of Use 25 Redlands Road Reading RG1 5HX	Drawing	Proposed Site Plan
Client	Mr Paul Kishaw	Job/Draw Number	17009-PL-5
Discipline	Planning	Rev.	D
Scale	1/200	Sheet Size	A3
Author	AS	Checked	CTW
Date	16/01/2018	 www.weston-co.com	

17009-PL-5D\_Proposed Site Plan

This drawing may be scaled with reference to the scale bar for planning application purposes only. Do not scale for any other purpose, use only annotated dimensions. All dimensions are to be checked by parties using the drawing, and any errors or omissions are to be reported to Weston & Co Architects Ltd.

Rev	Date	Note	Author	Checker



EXISTING FRONT BOUNDARY ELEVATION (REDLANDS ROAD)



PROPOSED FRONT BOUNDARY ELEVATION (REDLANDS ROAD)

Project	Refurbishment & Change of Use 25 Redlands Road Reading RG1 5HX	Drawing	Existing & Proposed Boundary Elevations
Client	Mr Paul Kishaw	Job/Draw Number	17009-PL-9
Discipline	Planning	Rev.	-
Scale	1/100	Sheet Size	A3
Author	AS	Checked	CTW
Date	04/07/2018	 www.weston-co.com	



17009-PL-9\_Existing & Proposed Front Boundary Wall

2.2 The Council's standard conditions for managing residential developments where there are communal facilities that need to be managed (in this case bins and outdoor areas) have been discussed with the applicant. There is agreement to these as well as agreement to a condition to ensure that the existing external details (windows, doors and chimney stacks) are retained.

2.3 These changes have been consulted on with the deadline ending 17<sup>th</sup> July 2018.

### 3. Conclusion

3.1 Officers consider that the proposed front boundary treatment design is acceptable in that it is consistent with the design used at the adjacent property and will achieve a balance between the appearance of the site and protecting the new occupiers from noise, fumes and other nuisance emanating from the adjacent junction. It is also proposed to replace the worn fence with a new close boarded fence to the Elmhurst Road boundary. The additional detail for the bin storage area is also acceptable.

3.2 The recommended additional conditions (shown in bold type above) are reasonable and necessary for this proposed development and location to ensure that the property continues to make a positive contribution to the appearance and character of the conservation area in accordance with development plan policy for residential conversions and works in conservation areas.



BY THE DIRECTOR OF ENVIRONMENT AND NEIGHBOURHOOD SERVICES  
 READING BOROUGH COUNCIL  
 PLANNING APPLICATIONS COMMITTEE: 27 June 2018

ITEM NO.9

Ward: Redlands

App No.: 180144/FUL

Address: 25 Redlands Road, Reading

Proposal: Demolition of a single-storey rear projection, followed by the construction of a single-storey rear extension, internal modifications and refurbishment to facilitate change of use from a single dwelling house with detached garage (C3a) to 5no. self-contained flats (C3a) with associated car parking, bin and cycle storage.

Applicant: Mr Paul Kilshaw

Minor Application 8 week target decision date: 21 March 2018. Extended to 27 July 2018

#### RECOMMENDATION

Delegate to the Head of Planning, Development & Regulatory Services to GRANT Full Planning Permission, subject to conditions and informatives and subject to the satisfactory completion of a S.106 legal agreement, or REFUSE permission should the legal agreement not be completed by 27 July 2018 unless a later date is agreed by the Head of Planning, Development & Regulatory Services.

The Section 106 Legal Agreement to secure the following:

£13,000 - towards the provision by the Council of Affordable Housing in the Borough. Payable prior to first occupation and index-linked from the date of permission.

#### CONDITIONS TO INCLUDE:

19. TL1 - Full - time limit - three years.
20. Approved Drawings.
21. Materials
22. Provision of bin stores in accordance with approved drawings, prior to occupation.
23. DC1 - Vehicle parking spaces to be provided in accordance with approved plans
24. The covered bicycle storage spaces shown on the approved drawings shall be provided and equipped with secure Sheffield cycle stands prior to occupation of the dwellings to which they relate.
25. Pre-commencement submission and approval of hard and soft landscaping details.
26. Hard and soft landscaping to be implemented in accordance with the approved plans and documents.
27. Maintenance of planted materials for 5 years with replacement if required.
28. Pre-commencement submission of Arboricultural Method and Tree Protection Plan.
29. Prior to occupation a management agreement to be submitted to and approved by the Local Planning Authority, which covers the details of use of the car parking
30. Prior to occupation a management agreement to be submitted to and approved by the Local Planning Authority, which covers the details of the maintenance of the landscaping.
31. The layout, number and size of units to be retained as shown on the approved plans.
32. The residential flats hereby approved shall not be occupied until the Council has been notified in writing of the full postal address of the units.
33. Prior to any agreement being entered into for a new occupation of, or transfer of any interest in, the residential flats hereby approved the prospective occupier/transferee shall be informed of the prohibition on entitlement to a car parking permit for any

existing residential parking permit schemes and future schemes on adjacent and surrounding streets. All material utilised for advertising or marketing the residential flats for letting or sale shall make it clear to prospective tenants and occupiers that there is no automatic right to a parking permit.

34. Hours of working - construction and demolition phase.
35. No bonfires on site during demolition or construction.

**INFORMATIVES TO INCLUDE:**

14. Terms and conditions.
15. Building regulations.
16. Pre-Commencement conditions
17. Encroachment
18. Sound Insulation to meet Building Regulations requirements
19. Damage to the highway
20. No parking permits for occupiers
21. Works affecting the highway
22. Environmental protection information regarding the control of nuisance during construction and demolition.
23. Housing Act requirements
24. Insulation requirements to achieve those set out in Building Regs Part E
25. CIL
26. Positive and proactive.

## 1. INTRODUCTION

- 1.1 Consideration of this application was due to take place at the last Planning Applications Committee on 30<sup>th</sup> May 2018 but was deferred before being discussed to allow Councillors time to carry out an accompanied site visit to the property for further information relevant to their reaching a decision. The visit took place on 21 June 2018.
- 1.2 The officer recommendation is set out above (with target timescale extended) and the full report from 30<sup>th</sup> May 2018 is appended.

BY THE DIRECTOR OF ENVIRONMENT AND NEIGHBOURHOOD SERVICES  
 READING BOROUGH COUNCIL  
 PLANNING APPLICATIONS COMMITTEE: 30 May 2018

ITEM NO.14

Ward: Redlands

App No.: 180144/FUL

Address: 25 Redlands Road, Reading

Proposal: Demolition of a single-storey rear projection, followed by the construction of a single-storey rear extension, internal modifications and refurbishment to facilitate change of use from a single dwelling house with detached garage (C3a) to 5no. self-contained flats (C3a) with associated car parking, bin and cycle storage.

Applicant: Mr Paul Kilshaw

Minor Application 8 week target decision date: 21 March 2018. Extended to 8 June 2018

#### RECOMMENDATION

Delegate to the Head of Planning, Development & Regulatory Services to GRANT Full Planning Permission, subject to conditions and informatives and subject to the satisfactory completion of a S.106 legal agreement, or REFUSE permission should the legal agreement not be completed by 8<sup>th</sup> June 2018 unless a later date is agreed by the Head of Planning, Development & Regulatory Services.

The Section 106 Legal Agreement to secure the following:

£13,000 - towards the provision by the Council of Affordable Housing in the Borough. Payable prior to first occupation and index-linked from the date of permission.

#### CONDITIONS TO INCLUDE:

36. TL1 - Full - time limit - three years.
37. Approved Drawings.
38. Materials
39. Provision of bin stores in accordance with approved drawings, prior to occupation.
40. DC1 - Vehicle parking spaces to be provided in accordance with approved plans
41. The covered bicycle storage spaces shown on the approved drawings shall be provided and equipped with secure Sheffield cycle stands prior to occupation of the dwellings to which they relate.
42. Pre-commencement submission and approval of hard and soft landscaping details.
43. Hard and soft landscaping to be implemented in accordance with the approved plans and documents.
44. Maintenance of planted materials for 5 years with replacement if required.
45. Pre-commencement submission of Arboricultural Method and Tree Protection Plan.
46. Prior to occupation a management agreement to be submitted to and approved by the Local Planning Authority, which covers the details of use of the car parking
47. Prior to occupation a management agreement to be submitted to and approved by the Local Planning Authority, which covers the details of the maintenance of the landscaping.
48. The layout, number and size of units to be retained as shown on the approved plans.
49. The residential flats hereby approved shall not be occupied until the Council has been notified in writing of the full postal address of the units.
50. Prior to any agreement being entered into for a new occupation of, or transfer of any

interest in, the residential flats hereby approved the prospective occupier/transferee shall be informed of the prohibition on entitlement to a car parking permit for any existing residential parking permit schemes and future schemes on adjacent and surrounding streets. All material utilised for advertising or marketing the residential flats for letting or sale shall make it clear to prospective tenants and occupiers that there is no automatic right to a parking permit.

51. Hours of working - construction and demolition phase.
52. No bonfires on site during demolition or construction.

#### INFORMATIVES TO INCLUDE:

2. Terms and conditions.
3. Building regulations.
4. Pre-Commencement conditions
5. Encroachment
6. Sound Insulation to meet Building Regulations requirements
7. Damage to the highway
8. No parking permits for occupiers
9. Works affecting the highway
10. Environmental protection information regarding the control of nuisance during construction and demolition.
11. Housing Act requirements
12. Insulation requirements to achieve those set out in Building Regs Part E
13. CIL
14. Positive and proactive.

## 1. INTRODUCTION

- 1.1 The existing property is a large detached early 20<sup>th</sup> Century house with on-site parking at the front, accessed off Redlands Road with garden wrapped round the east side of the house alongside Elmhurst Road and extending to the rear. The site lies in the Redlands Conservation Area but the house is not Listed.



Site location plan



View of 25 Redlands Road

- 1.2 The property was last used as and is laid out as a family home. The plan above shows the relationship of the property to adjacent houses and streets and the closeness to the traffic light controlled junction. Redlands Road and Christchurch Roads are bus routes. On the far side of Elmhurst Road is the University of Reading campus.

## 2. PROPOSAL

2.1 Permission is sought to convert the house to 1 x 2 bed and 3 x 1 bed flats and to convert the garage to a 1 bed studio. The filling in of an undercroft area and a single storey extension to the rear is also proposed (amended plans show the size of the single storey extension proposed reduced and the existing front elevation of the garage retained). This minor category planning application was called in to be determined by Planning Applications Committee by Councillors Gavin and Josh Williams in response to concerns raised by neighbours.

2.2 The floorspace would be as follows:

### *Ground floor -*

- Flat 1 - 1 bed - 30 sqm
- Flat 2 - 2 bed - 62.5 sqm
- Garage - 1 bed studio - 27.5 sqm

### *First Floor -*

- Flat 3 - 1 bed - 39 sqm
- Flat 4 - 1 bed - 43.5 sqm

2.3 3 no. car parking spaces are proposed using the existing vehicular access.

2.4 An area of communal amenity space as well private space for the garage studio and 2 bed flat. Additional planting proposed.

2.5 Cycle store and bin area proposed.

### Plans.

Drawing 17009-PL-1 Location / Proposed Block Plans

Drawing 17009-PL-2 Existing Site Plan

Drawing 17009-PL-3 Existing Floor Plans

Drawing 17009-PL-4 Existing Elevations

Drawing 17009-PL-5 Rev B Proposed Site Plan

Drawing 17009-PL-6 Rev A Proposed Floor Plans

Drawing 17009-PL-7 Rev A Proposed SW & SE Elevations

Drawing 17009-PL-8 Rev A Proposed NW, NE & Garage Elevations

### Statements:

Heritage Statement

Design & Access (DAS) statement (updated on 16/5/18).

2.6 The DAS explains; *“The existing dwelling on the site has a floor area of 189.5 sq.m (G.I.A.) with an additional 31.1sq.m. (G.I.A.) provided by the detached garage. The total floor area of the proposed residential development is 230.2 sq.m (G.I.A.). The additional 9.6 sqm within the proposal will be provided by the single-storey rear extension and enclosed loggia, however there is only a 5.3 sqm enlargement to the building footprint. The proposed development provides 154.0 sq.m of shared amenity space, 37.0 sq.m of private terrace area to Unit 2 and 21.8sq.m of private terrace area to Unit 5. Secure and covered storage for 4no. bicycles and appropriate bin storage area are also proposed with access at the front of the property, as suggested on pre-application advice report.”*

3. PLANNING HISTORY

None apart from pre-app enquiries last year exploring the options of converting the property to a large HMO or self-contained flats.

4. CONSULTATIONS

Statutory:

None required

Non-statutory:

RBC Natural Environment (Trees/Landscape):

As advised at pre-app, the proposal is acceptable in principle subject to landscaping/mitigation for tree loss being acceptable. I note that 3 new trees are indicated, one being to the rear of the garage as a direct replacement for one to be felled and another two in the shared garden directly adjacent to the north-east elevation.

The proposed tree to the rear of the garage will be in a terraced area, as opposed to a grass area, so the tree pit design will need careful consideration. Given the proximity of the other two trees in the shared lawn area to the building, the species choice will be limited to small species, hence any public amenity gained from these in the future will be negligible.

It was suggested at pre-app that consideration be given to tree planting in a more prominent location, which in this case would be on the Redlands Road frontage. However, the proposed parking and access (although the access point is not clear) would preclude this.

I assume the existing boundary treatment on the Redlands Road frontage will be remaining? It is not clear from the proposed plans.

In relation to retained trees, the cycle store is proposed between two trees and most likely within their RPAs. Consideration will therefore need to be given to the construction of this to avoid root disturbance. The applicant should also confirm whether any pruning is required, e.g. crown lifting, to provide clearance from the cycle store - without this being included in the planning application, a separate Section 211 (for tree works in a conservation area) will need to be submitted. Retained trees will need to be protected during construction so a tree protection plan will be required, to accompany a brief Arb Method Statement to deal with the cycle store, railings and any other ground works within RPAs.

It would be preferable to get a response to the cycle store queries prior to a decision. However if you are minded to approve the application on current information conditions will be required.

(Officer note: The applicant has provided the following response which has been confirmed as an acceptable approach: *The cycle store structure will only be lightweight as it appears to be a covered arbour type structure. Whether there are post holes dug, or pads used to support proprietary feet, the impact will be minimal providing they are installed sympathetically. No-dig surfacing is commonplace and there are a variety of methods available. Alternatively a prefabricated shed structure may be used, these can simply be located upon paving slabs to minimise excavation.*

*Whichever option chosen the method statement will reflect this and include procedures for looking after roots accordingly.*

*The pruning is a valid point and cannot be taken for granted, and once the structure has been finalised, the pruning can be specified and incorporated within the submission to meet the condition below).*

**Ecology:**

The application site comprises a detached dwelling where it is proposed to convert the property into 5 flats, involving the demolition and replacement of a single-storey rear extension. Considering the extent of the works and structures to be affected, it is unlikely that bats or other protected species will be adversely affected by the proposals. As such, there are no objections to this application on ecological grounds.

**RBC Transport Strategy:**

This application proposal is for construction of a larger single-storey rear extension, internal modifications and refurbishment to facilitate change of use from a single dwelling house with detached garage (C3a) to 5no. self-contained flats.

The site is located in Zone 2, Primary Core Area, of the Revised Parking Standards and Design SPD. This zone directly surrounds the Central Core Area and extends to walking distances of 2 kilometres from the centre of Reading. A frequent service of public transport is available along Christchurch Road which provides a good frequency of services to and from the town centre. The site is within cycling distance of Reading town centre, and walking distance of local services.

In accordance with the adopted Parking Standards and Design SPD, the development would be required to provide a parking provision of 1 space per 1-2 bedroom flat equating to 5 parking spaces.

The plans illustrate that the development would utilise the existing access from Redlands Road and parking for 3 vehicles can be accommodated on-site which is below the Council's adopted parking standards.

The development site is located in an area designated as a Residents Parking Permit Area; Zone 15R and the property is not included within the scheme as it has on-site parking. The applicant has stated that;

“It is requested that the additional 2no. car spaces be provided by entitlement to 2no. on-street car parking permits allocated to the remaining two flats not served by onsite car parking.”

Under the Borough's current parking standards, this proposal would generate additional pressure for parking in the area which is not acceptable. Therefore, there should be an assumption that any future occupants of the proposed flats will not be issued with resident parking or visitor permits which would be covered by condition and an informative applied. This will ensure that the development does not harm the existing amenities of the neighbouring residential properties by adding to the already high level of on street car parking in the area.

In accordance with the Borough's Parking Standards and Design SPD, a minimum provision of 0.5 cycle storage spaces should be provided per unit. Cycle storage

has been proposed and at the front of the property within a covered store and equipped with Sheffield type stands which is acceptable.

Bin storage should comply with Manual for Streets and British Standard 5906: 2005 for Waste Management in Buildings to avoid the stationing of service vehicles on the carriageway for excessive periods. The bin store is conveniently located at the front of the site which will provide easy access for refuse collection.

There are no transport objections subject to recommended conditions being used.

### Environmental Health

No objections subject to the garage door windows to the studio flat 5 (in the converted garage) being capable of being opened to provide ventilation there are no objections to the proposal. The developer should be advised that they would need to meet Building Regs. for thermal insulation and means of escape for all of the new flats.

### CAAC

*"This property is located within the Redlands Conservation Area (CA) but the documentation provided with the application does not include a heritage statement or deal adequately with the impact of this change on the CA. We object to this application for the following reasons:*

#### *1. HERITAGE*

*1.1 A heritage statement should be provided dealing with heritage matters in detail.*

*1.2 Maps of the area indicate that house was built at the end of the nineteenth century and the garage was added at a later date probably added in the 1920s.*

*1.3 The CA appraisal mentions that one of the negative features of the area is 'loss of original brick walls and/or railings e.g. replacement of railings with brick walls and/or timber fencing'. This is what has happened in relation to this property. The opportunity should be taken in any refurbishment of the property to replace fencing with railings and/or hedges.*

#### *2. EXTERNAL FEATURES*

*2.1 The design and access statement (para 8) suggests that windows facing the garage will be filled in. This will affect the appearance of the property visible from the street and is not appropriate in the CA.*

*2.2 The proposed conversion of the garage is problematic in relation to the impact it will have on the character and appearance of the conservation area.*

*2.3 All materials and external features replaced should not only 'match existing' but be specified by condition to be appropriate to the age and setting of the property. This may mean the upgrading of some existing features in order to enhance the character of the conservation area.*

#### *3. PARKING AND TRAFFIC*

*3.1 The property is situated on a three-way corner plot with Elmhurst Road a few yards away from a busy junction, which makes the property difficult and potentially dangerous for vehicles parking on the drive to go in and out.*

*3.2 There are traffic lights immediately in front of the property.*

*3.3 Although it is not in use, there is a bus stop on Elmhurst Road at the side of the property.*

*3.4 The proposal is to park three cars on the site and for two parking permits to be allocated. In practice there is likely to be more than car per flat. The fact that*



residents have guests also puts more parking needs on the local streets. How visitor parking is to be accommodated needs to be addressed.

3.5 Because of the location of the property at this dangerous road intersection it is suggested that consideration is given to moving the vehicular access to the property to Elmhurst Road.

#### 4. AMENITY FOR OCCUPIERS

4.1 This substantial home is situated on what is today a very noisy street corner. A creative solution should be found to protect all occupiers from external noise from passing traffic and pedestrians on this busy route to and from the University.

4.2 The planned five unit conversion and extension of the house and garage is an overdevelopment on this cramped site. The total area proposed is 257.3 sqm and although the dimensions of the flats and rooms within are not shown in the plans this equates to 21.4 sqm per person for 12 people. The area of existing house is 189.5 sqm, which if occupied by a family of 6 would have been 31.6 sqm per Person.

4.3 The occupants of the proposed converted garage would bear the brunt of noise from vehicles coming and going and parking in front of their bedroom windows. Neither does this unit have any screening from noise in the form of a fence or hedges.

4.4 The provision for bins on the front drive adds to the crowding and cramped space for parking and manoeuvring of vehicles (see below).

4.5 A landscaping plan should be required by condition to enhance the grounds of the property and protect it from traffic noise and pollution.

#### 5. IMPACT ON THE NEIGHBOURHOOD

5.1 Because of its proximity to the University, the property is within the area covered by an article 4 direction which requires planning permission for all HMO conversions.

5.2 The conversion proposed has six bedrooms which could result in up to 12 adults living in a large family house. Whilst this is a flat conversion and not an HMO the principle of over intensification of use and the detrimental impact that this could have on the mix of properties in the neighbourhood is the same.

#### 6. CONCLUSION

6.1 Whilst understanding that this property might be problematic as a single family dwelling because of the current location, the solution proposed is not the right one. It fails to preserve or enhance the conservation area in which it is situated.

6.2 The attempt to squeeze 5 units into the available space cannot be supported because of the detrimental impact it will have on the neighbourhood in terms of parking and density of occupation. The area is covered by an Article 4 in relation to HMOs because of its proximity to the University.

6.3 The conversion of the garage, which requires the blocking up of windows on that side of the house and by virtue of its location at the vehicular and pedestrian entrance to the plot, is a step too far.”

#### Neighbour Notification:

Nos. 2 & 4 Marlborough Avenue; 84 Elmhurst Road; 1 Shinfield Road & 72 Redlands Road were consulted and a site notice displayed.

There have been 16 objections to the original proposal and 13 further objections following consultation on the amended scheme. The main areas of concern are:

- Impact on the character and appearance of the conservation area through the change of use and the use of the garage for residential accommodation.
- Parking problems in the area - this scheme will make matters worse.
- Impact on the traffic using the busy junction and the hazard of turning into and out of the site.
- Loss of family dwelling to flats.

## 5. RELEVANT 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) published in March 2012 - among them the 'presumption in favour of sustainable development'. However the NPPF (and the draft NPPF 2018) does not change the statutory status of the development plan as the starting point for decision making.
- 5.2 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.
- 5.3 Accordingly, the National Planning Policy Framework and the following development plan policies and supplementary planning guidance are relevant:

### Reading Borough LDF Core Strategy 2008 (Altered 2015)

- CS1 Sustainable Construction and Design
- CS2 Waste Minimisation
- CS4 Accessibility and the intensity of development
- CS5 Inclusive Access
- CS7 Design and the Public Realm
- CS18 Residential Conversions
- CS20 Implementation of the Reading Transport Strategy
- CS24 Car/Cycle Parking
- CS33 Protection and Enhancement of the Historic Environment
- CS34 Pollution and Water Resources
- CS36 Biodiversity and Geology
- CS38 Trees, Hedges and Woodland

### Sites and Detailed Policies Document 2012 (Altered 2015)

- SD1 Presumption In Favour Of Sustainable Development
- DM1 Adaptation to Climate Change
- DM4 Safeguarding Amenity
- DM8 Residential Conversions
- DM10 Private and Communal Outdoor Space
- DM12 Access, Traffic and Highway-Related Matters
- DM18 Tree Planting
- DM19 Air Quality

### Supplementary Planning Guidance

- Revised Parking Standards and Design SPD (2011)
- Revised SPD Planning Obligations under Section 106 (2015)
- Residential Conversions (2013)

## 6. APPRAISAL

### 6.1 The main issues to be considered are:

- a) Principle of conversion
- b) Impact of physical changes on conservation area
- c) Parking and transport issues
- d) Impact on amenities of adjoining occupiers and future occupiers
- e) Impact on trees and landscaping
- f) Future management of the site
- g) Affordable housing and CIL

### a) Principle of conversion

6.2 Policies CS18 & DM8 seek to manage the conversion of houses to flats or HMO use in order to protect the existing housing stock as well as the amenity and character of the surrounding area, particularly in terms of intensification of activity. For future residents they also, with the adopted SPD, seek to ensure that there is adequate privacy, external amenity space, on-site car/cycle parking and bin storage areas.

6.3 The starting point is to check that the original house meets the basic policy size threshold to be considered for conversion. The SPD states that “The property to be converted to a flat or large HMO should have four or more bedrooms or measure more than 120 square metres gross. When calculating the floor area of the property the measurement should be based on the external dimensions as at 1st July 1948 or when built (whichever is the later)”. The existing house at 25 Redlands Road meets the minimum size criteria. The other criteria relate to residential amenity of new occupiers and neighbours, impacts on parking and traffic, impacts on landscaping and future management of amenities. As the property is in a conservation area the merits of the site and whether the proposed alterations would harm that character and appearance of the conservation area also needs to be considered.

### b) Impact on character of the conservation area

6.4 The house is an attractive feature on the junction and contributes positively to the character and appearance of the Redlands Conservation Area. Recent legal cases have established that within the terms of the Planning (Listed Buildings and Conservation Areas) Act 1990 the general power to grant planning permission is expressly subject to Section 72(1), which provides that the local authority has a statutory duty: ‘with respect of any building or other land in a conservation area... special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area’. In the case of developments in conservation areas ‘preserving’ is taken to mean ‘doing no harm’.

6.5 The proposed conversion would require only modest changes to the external appearance of the house by replacing an existing single storey rear extension with a new, slightly larger one, enclosing an open sided area at the rear and making alterations to the garage to make it acceptable for residential use but amended to keep the existing traditional style garage doors to retain its existing appearance when seen from the street.

6.6 Many objectors are particularly aggrieved by the principle of converting the garage to habitable use in this conservation area. However, dwellings in conservation areas benefit from having mostly the same permitted development rights as dwellings in other parts of the Borough including being able to convert

outbuildings or garages to habitable use. In this case the applicant wants to make the garage an independent unit and, bearing the above extract from the Act on development in a conservation areas in mind, officers are satisfied that the proposed conversion of the garage or the main house would not detract from the appearance of the existing building or harm the character or appearance of the conservation area. The proposed conversion is therefore in accordance with policies CS7 and CS33.

c) Parking and transport issues

6.7 The comments from transport officers are provided above. In essence the usual concerns that inadequate on-site parking facilities will lead to on street parking are addressed by the parking permit scheme in force in the area. Overspill parking will be strongly regulated against and the recommended conditions will ensure that occupiers of the flats are made aware of this when considering purchasing a flat.

6.8 Objectors have raised concerns about lack of parking and the problems that might occur when traffic queuing at the traffic lights block to access. However, in full use this family home could easily have been served by 3 cars so it is not reasonable to claim that the proposed development would make access to the site significantly worse than it is now. Transport officers have confirmed that there is no change to the existing access arrangements and its proximity to the junction remains the same. There is already a large area of hardstanding which could accommodate 3 vehicles, manoeuvring in and out of the access. To ensure that vehicles can enter and leave the site in forward gear, a small enlargement to the driveway is proposed. In view of this, the parking layout is deemed acceptable.

6.9 The applicant had originally stated that 'It is requested that the additional 2no. car spaces be provided by entitlement to 2no. on-street car parking permits allocated to the remaining two flats not served by onsite car parking.'

6.10 Transport colleagues have clarified that there should be an assumption that any future occupants of the proposed flats will not be issued with resident parking or visitor permits. The applicant has responded in the amended DAS to confirm 'It is proposed for 3no. car parking spaces to be provided on site at the front of the property accommodated by a small enlargement to the driveway. Given the sustainable location of the site with good access to amenities, employment opportunities, public transport and secure and sheltered cycle storage, we suggest that the shortfall of 2no. car spaces from the council's standards should present no major issues for potential residents of these 2no. one-bedroom flats who would be informed that there would be no entitlement for car parking'.

6.11 Officers are therefore satisfied that the proposed level of car and cycle parking is acceptable and that the proposed conversion is unlikely to have a significant impact on the functioning of the adjacent traffic junction in accordance with policies CS24 and DM12. Conditions are recommended and a construction method statement will be required to demonstrate how traffic associated with the construction stage will be managed to minimise nuisance caused to users of the road and residents close by.

d) Impact on amenities of adjoining occupiers and future occupiers

6.12 Policy DM4 (Safeguarding Amenity) states that development should not cause a significant detrimental impact to the living environment of existing or new residential properties in terms of privacy and overlooking, access to sunlight and daylight, visual dominance and overbearing, noise and disturbance, artificial

lighting, crime and safety etc. The single storey rear extension has been amended to reduce the size and officers are satisfied that the amenities of neighbours will not be harmed by these works. The internal room sizes are adequate and the indicated stacking of rooms above rooms also is acceptable and there is good access to natural light for all occupiers.

- 6.13 At least one of the units (flat 2) is suitable for family occupation with two bedrooms. It is located on the ground floor with access to an area of private outdoor space.
- 6.14 It is accepted that the property will be occupied by more people than previously but as this is a large 5 bedroom house it is possible that at least 6 people could have easily lived here. There is no evidence to suggest that occupiers of 5 self-contained flats would be any noisier than a large family would be.
- 6.15 The neighbours at 2 Marlborough Avenue have raised a concern about the converted garage on their shared boundary and whether the structure is capable of being converted. They also have concerns about noise and disturbance arising from the residential use of the garage. Officers can advise that the structural soundness of the garage is a matter for the developer to be satisfied about. Regarding concerns about noise and disturbance these need to be seen in the context that as there are no planning restrictions on the residential use of the garage or activities in the garden were the property to remain as a single family home it is unlikely that the proposed conversion would lead to more disturbance for neighbours.
- 6.16 The conclusion reached is that the proposed conversion is unlikely to harm the residential amenity of neighbours and overall policy DM4 is complied with.



- e) Affordable Housing & CIL
- 6.17 An acceptable level of contribution has been offered which meets the criteria set out in the Affordable Housing SPD in accordance with Policy DM6 (Affordable Housing) of the Reading Borough Council Sites and Detailed Policies Document 2012

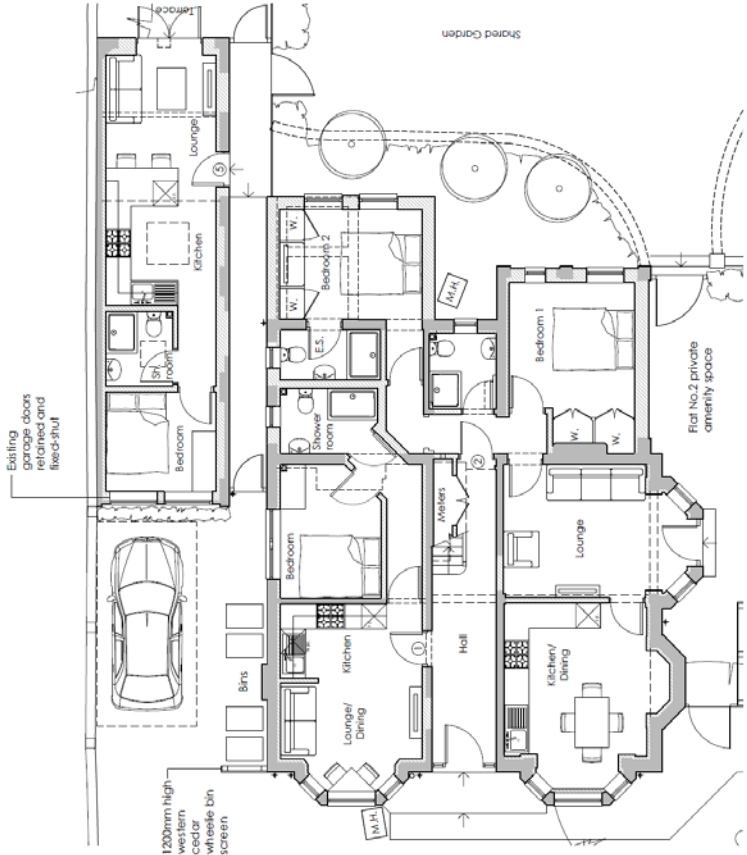
(Altered 2015). A CIL payment is also required for the small amount of additional floorspace proposed to enable the residential conversion to proceed.

## 7. CONCLUSION

- 7.1 Notwithstanding the objections received from neighbours the application has been assessed for compliance with adopted planning policies and guidance and has been found to be acceptable in all respects. The proposed conversion and minor physical alterations will not harm the appearance of the building nor the contribution that it makes to the character and appearance of the conservation area. The parking provision is accepted as workable given the parking restrictions in place and the impact on the functioning of the junction unlikely to be worse than were the house in full occupation by a family.
- 7.2 The recommendation is to grant planning permission subject to a S106 agreement being completed and conditions applied.

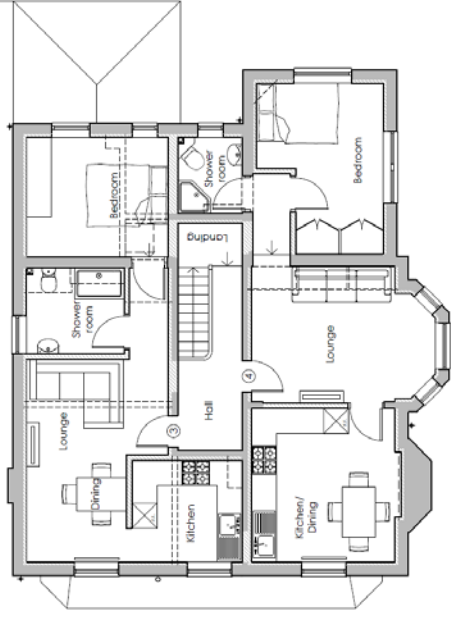
Case Officer: Julie Williams

Rev.	Date	Notes	Author	Checked
A	04/03/18	Revised to address REC comments	AS	CTW




PROPOSED GROUND FLOOR PLAN

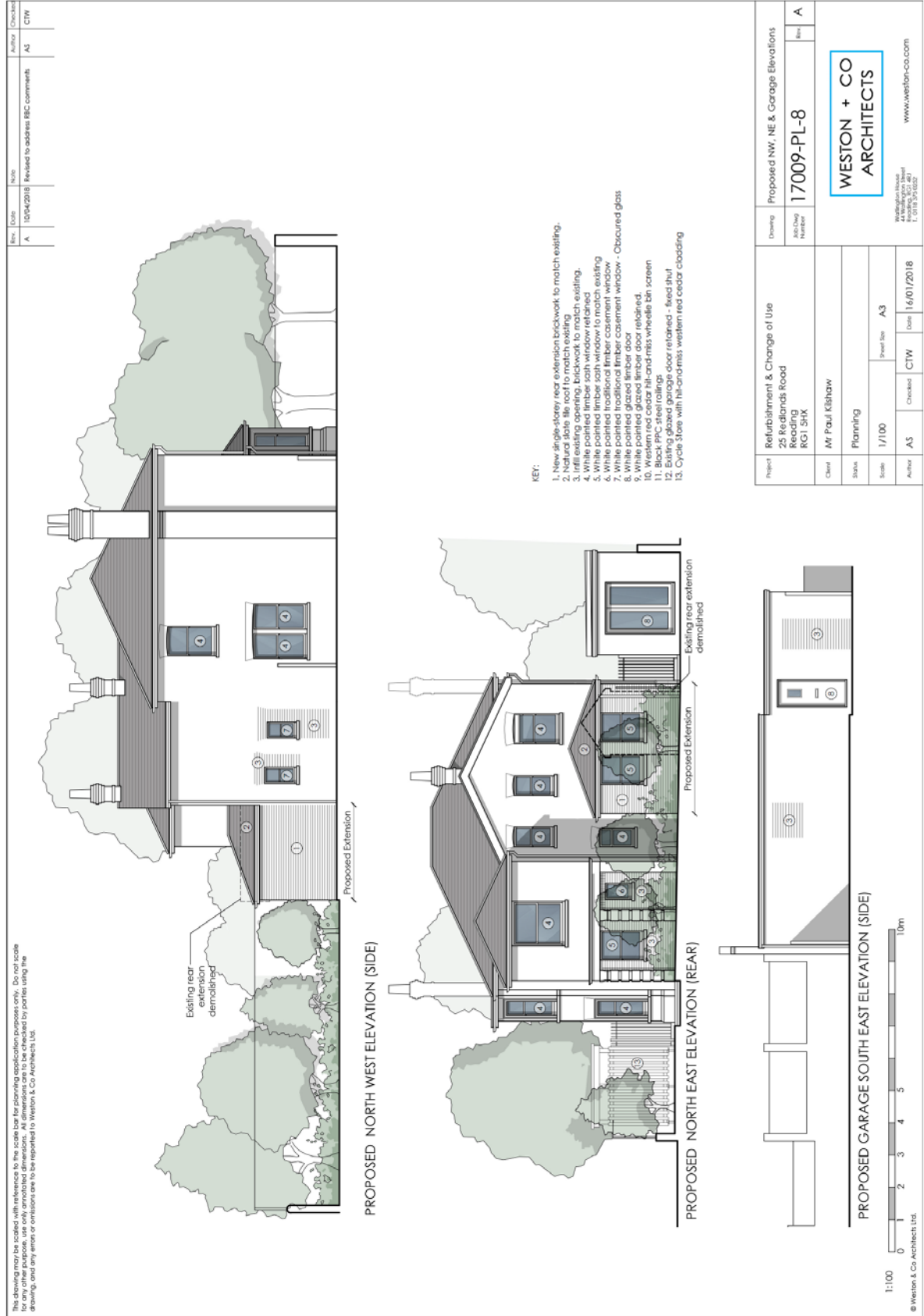
KEY  
 - - - - - Proposed walls / partitions for demolition  
 = = = = = Existing walls / partitions retained  
 ——— Proposed new walls / partitions



PROPOSED FIRST FLOOR PLAN

Project	Refurbishment & Change of Use 25 Redlands Road Reading RG1 5HX	Drawing	Proposed Floor Plans 17009-PL-6	Rev.	A
Client	Mr Paul Kilkrow	Status	Planning	Scale	1/100
Author	AS	Checked	CTW	Date	16/01/2018
 WESTON + CO ARCHITECTS Weston + Co Architects 44 Wellington Street Reading, RG1 2JG, UK T: 0118 975 0252 www.weston-co.com					

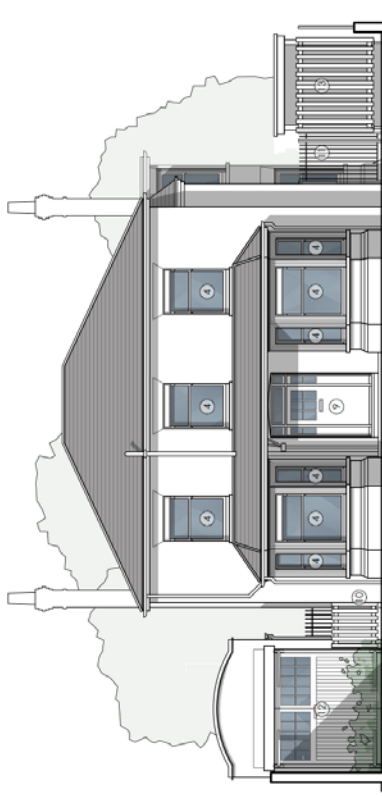
Proposed floor plans



Proposed side and rear elevations

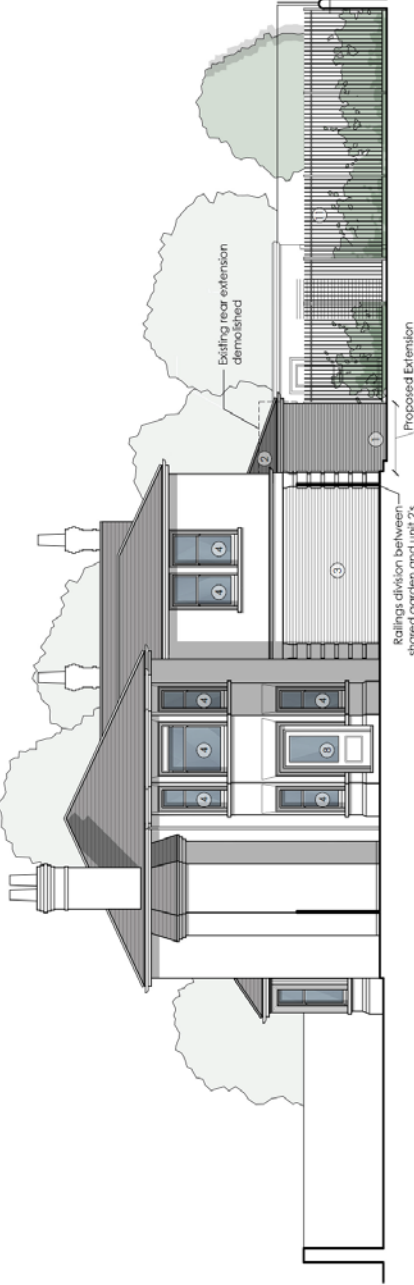


Rev: A	Date: 10/01/2018	Note: Revised to address RBC comments	Author: AS	Checked: CTW
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PROPOSED SOUTH WEST ELEVATION(FRONT)

Note: Building elements unshaded



PROPOSED SOUTH EAST ELEVATION (SIDE)

KEY:

1. New single-storey rear extension brickwork to match existing.
2. Half red slate tile roof to match existing.
3. White painted garage door to match existing.
4. White painted timber casement window to match existing.
5. White painted timber casement window to match existing.
6. White painted traditional timber casement window - Obscured glass
7. White painted traditional timber casement window - Obscured glass
8. White painted glazed timber door
9. White painted glazed timber door
10. White painted glazed timber door with white bin screen
11. Black PPRC steel railings
12. Existing glazed garage door retained - fixed shut
13. Cycle store with fill-and-miss western red cedar cladding



© Weston & Co Architects Ltd.

Project	Refurbishment & Change of Use 25 Reclanads Road Reading RG1 3HX	Drawing	Proposed SW & SE Elevations
Client	Mr Paul Kilshaw	Job/Draw Number	17009-PL-7
Status	Planning	Rev	A
Scale	1/100	Sheet Size	A3
Author	AS	Checked	CTW
Date	16/01/2018	 Wellington House 100, The Quadrant Reading, RG1 1AB T: 0118 9316207 www.weston-co.com	

Proposed front and rear elevations



**WHITLEY**



## COMMITTEE REPORT

BY THE DIRECTOR OF ENVIRONMENT AND NEIGHBOURHOOD SERVICES  
READING BOROUGH COUNCIL  
PLANNING APPLICATIONS COMMITTEE: 18<sup>th</sup> July 2018

ITEM NO. 17

Ward: Whitley  
App No.: 180546  
App Type: Reserved Matters  
Address: Green Park Village, Longwater Avenue  
Proposal: Application for approval of reserved matters following outline approval for Phase 4 for 118 dwellings (10/01461/OUT)  
Applicant: St Edward Homes  
Date valid: 3<sup>rd</sup> April 2018  
Major Application: 13 week target decision date: 3<sup>rd</sup> July 2018  
Extended decision date: 3<sup>rd</sup> August 2018  
Planning Guarantee: 26 week date: 2<sup>nd</sup> October 2018

### RECOMMENDATIONS

GRANT approval of Access (not approved by the original outline), Appearance, Layout, Scale and Landscape Reserved Matters

#### Conditions to include:

1. Approved plans.
2. Notwithstanding the provisions of the current Town and Country Planning General Development Order, the garage accommodation on the site shall be kept available for the parking of vehicles at all times.

#### Informatives

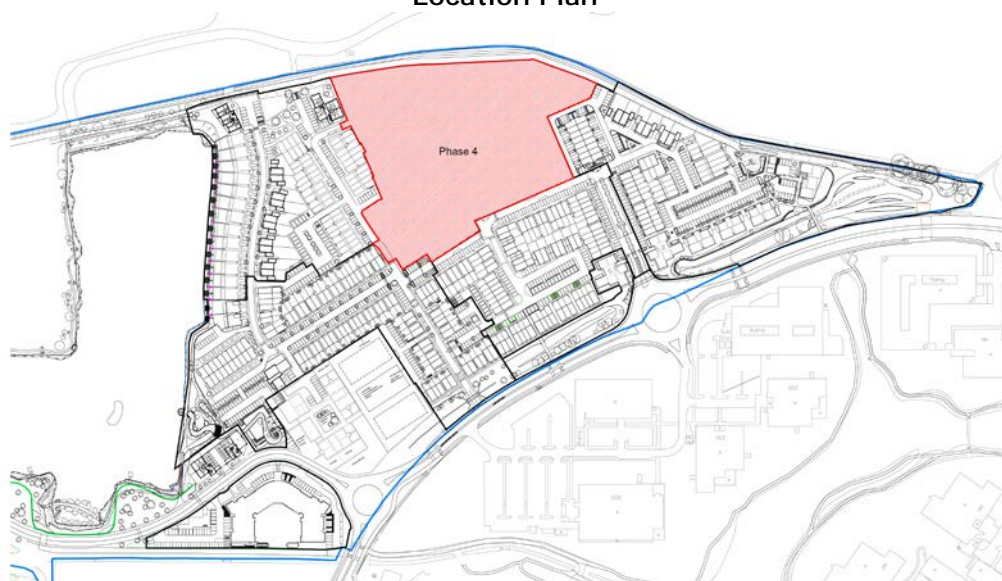
1. The original planning permission 10/01461/OUT (102172) still stands and all its conditions and informatives still apply, in particular the landscape conditions 10, 11 & 12 include ongoing requirements. This approval and that permission should be read together.
2. The applicant has informed the Council that they operate their own programme of training and apprenticeships. The Applicant is advised to liaise with Reading UK CIC with regard to developing a specific Employment Skills Plan for this scheme, in accordance with the guidelines and principles set out in the Council's Employment, Skills and Training Supplementary Planning Document (2013)  
<http://www.reading.gov.uk/media/1064/Employment-Skills-and-Training-Supplementary-Planning-Documents-Adopted-April-2013/pdf/Employment-Skills-And-Training-Supplementary-Planning-DocumentsApr13.pdf>

### 1. INTRODUCTION

- 1.1 The application site is the north-eastern part of the overall Green Park Village (GPV) development. This forms Phase 5 of the approved hybrid application i.e. Phase 1 in detail and the remainder in outline (under permission 10/01461/OUT (102172)).
- 1.2 The site boundary is shown on the plan below.

- 1.3 Work has commenced on Phase 1, Phase 1c (road), Phase 2A (Extra Care) and Phase 3A.
- 1.4 The outline approval requires details for the reserved matters to be submitted, i.e. layout, scale, appearance, accesses to and within the development (not already approved by the outline) and landscaping.
- 1.5 The reserved matters need to be in accordance with the principles of a number of approved drawings as set out under Condition 5 of the original permission and, in particular, in accordance with the Development Guidelines in the approved Design and Access Statement (as amended by 172336). In addition, reserved matters should also include landscaping details to meet the requirements of condition 9.
- 1.6 Please note that place or street names used in this report are as shown on the submitted information and are not necessarily how these streets or places will formally be named.

Location Plan



## 2. PROPOSAL AND SUPPORTING INFORMATION

- 2.1 The application is for the approval of reserved matters for Phase 5 for 118 dwellings, associated car parking and landscaping.
- 2.2 The schedule of units proposed is as follows:

No of beds	Number
1 bed	0
2 bed	5
3 bed	64
4 bed	49
<b>Total</b>	<b>118</b>

- 2.3 *The following plans were received on 3<sup>rd</sup> April 2018:*
  - Location Plan Extent of Phase 4 - Drawing no: PL-P4-001
  - Phase 4 Masterplan - Drawing no: : PL-P4-002 Rev P13

- Block Plan Extent of Phase 4 - Drawing no: PL-P4-003
- Phase 4 Street Scene Elevations - Drawing no: PL-P4-004
- Phase 4 Street Scene Elevations F-H - Drawing no: PL-P4-004A
- House Type A1, A1H, A1-5H Plans & Elevations Hardie Plank - Drawing no: PL-P4-005
- House Type A1-3/A1-3H Plans & Elevations Brick - Drawing no: PL-P4-005A
- House Type A1-1, A1-1H Plans & Elevations Hardie Plank - Drawing no: PL-P4-006
- House Type A1-4, A1-4H Plans & Elevations Brick - Drawing no: PL-P4-007
- House Type A2/A2H Plans & Elevations Hardie Plank - Drawing no: PL-P4-008
- House Type B1/B1H Plans & Elevations Hardie Plank - Drawing no: PL-P4-009
- House Type B3/B3H Plans & Elevations Brick - Drawing no: PL-P4-010
- House Type C2/C2H Plans & Elevations Hardie Plank - Drawing no: PL-P4-011
- House Type C3-1/C3-1H Plans & Elevations Hardie Plank - Drawing no: PL-P4-012
- House Type C3-3/C3-3H Plans & Elevations Brick - Drawing no: PL-P4-013
- House Type C4/C4HC4-1/C4-1H Plans & Elevations Hardie Plank - Drawing no: PL-P4-014
- House Type D1/D1H Plans & Elevations Hardie Plank - Drawing no: PL-P4-016
- House Type G3/G3H Plans & Elevations Hardie Plank - Drawing no: PL-P4-017
- House Type G4 Plans & Elevations Hardie Plank - Drawing no: PL-P4-018
- House Type J1/J1H/J2/J2H Plans & Elevations Hardie Plank - Drawing no: PL-P4-019
- Site Refuse Plan - Drawing no: PL-P4-020
- General Arrangement Plan Sheet 1 - Drawing no: MA.3067-04.1001 Rev A
- General Arrangement Plan Sheet 2 - Drawing no: MA.3067-04.1002 Rev A
- General Arrangement Plan Sheet 3 - Drawing no: MA.3067-04.1003 Rev A
- General Arrangement Plan Sheet 4 - Drawing no: MA.3067-04.1004 Rev A
- General Arrangement Plan Sheet 5 - Drawing no: MA.3067-04.1005 Rev A
- Tree Planting Support Drawing 1 of 3 - Drawing no: MA.3067-04.2001 Rev A
- Tree Planting Support Drawing 2 of 3 - Drawing no: MA.3067-04.2002 Rev A
- Tree Planting Support Drawing 3 of 3 - Drawing no: MA.3067-04.2003 Rev A
- Planting Plan Drawing 1 of 4 - Drawing no: MA.3067-04.3001 Rev A
- Planting Plan Drawing 2 of 4 - Drawing no: MA.3067-04.3002 Rev A
- Planting Plan Drawing 3 of 4 - Drawing no: MA.3067-04.3003 Rev A
- Planting Schedule Drawing 4 of 4 - Drawing no: MA.3067-04.3004 Rev A
- Detailed Landscape Sections - Drawing no: MA.3067-04.4001 Rev A
- Typical Construction Details - Hard Landscape - Drawing no: MA.3067-04.5001 Rev A
- Typical Construction Details - Soft Landscape 1 - Drawing no: MA.3067-04.5002 Rev A
- Typical Construction Details - Soft Landscape 2 - Drawing no: MA.3067-04.5003 Rev A
- Typical Construction Details - Soft Landscape 3 - Drawing no: MA.3067-04.5004 Rev A
- Existing Survey Levels - Drawing no: 4170445-SK100 Rev I2
- Phase 4 Refuse Vehicle Swept Path Analysis - Drawing no: 4170445-SK1300 Rev I2
- Proposed Finishes Layout - Drawing no: 4170445-SK1000 Rev I2
- External Works Construction Details - Drawing no: 4170445-SK1010 Rev I1
- Proposed Services and Street Light Layout - Drawing no: 4170445-SK1050 Rev I2
- Proposed Levels Layout - Drawing no: 4170445-SK1100 Rev I2
- Phase 4 Drainage Layout - Drawing no: 4170445-SK1200 Rev I2
- Drainage Construction Details - Drawing no: 4170445-SK1210 Rev I1

*Other documentation and studies:*

- Design and Access Statement, Ref: 30934/18- GPV-Phase 4, prepared by Broadway Malyan, dated 16<sup>th</sup> February 2018

### 3. PLANNING HISTORY

#### 3.1

- 85/TP/690 - Business uses including light industrial, warehousing and ancillary offices together with associated service areas, roads, aprons and car parking areas, Land north of Foudry Brook. Approved 26/07/1995.
- 85/TP/691 - Business uses including light industrial, warehousing and ancillary offices together with associated service areas, roads, aprons and car parking areas,
- 10/01461/OUT (102172) - A planning application for mixed-use development comprising: Phase 1 (submitted in full with no matters reserved and as defined in area on Plan Ref. PL-P1-001) for the construction of housing (Class C3), local retail (Use Classes A1, A2, A3, A4, A5), management suite, village hall, engineering and infrastructure works including reconfiguration of the lake, lakeside access, car parking, pedestrian and cycle routes, services & infrastructure, landscaping and other associated works; and Subsequent phases (submitted in outline with all matters reserved except for details of the main access proposals) for the construction of housing (Class C3), extra care housing with ancillary community uses (Class C2), offices (Class B1), one-form entry primary school Class (Class D1), health surgery (Class D1), Nursery (Class D1), sports pitches, children's play facilities, engineering and infrastructure works including reconfiguration of the lake and vehicular access, lakeside access, car parking, pedestrian and cycle routes, services & infrastructure, landscaping and other associated works - Approved 1/7/2011
- 151070/REM - Phase 1c - Road - Approved 14/1/16
- 151761/REM - Phase 2A Extra Care And Flats above Parking - Approved 19/1/16
- 160700/REM - Phase 3A 74 houses - Approved 11/8/16
- 162050/REM - Phase 2 - 30 flats - Approved 24/1/17
- 161893/REM - Phase 5 83 Houses - Approved 31/1/17
- 170087/REM - Phase 3C Lakeside margins - Approved 15/5/17
- 170095/REM - Phase 3B1 23 dwellings - Approved 26/5/17
- 170096/REM - Phase 3B2 143 dwellings - Approved 9/6/17
- 172236/NMA - To change phasing plan, parameter plans and the Design and Access Statement with regard to blocks within Phase 6B - Approved 11/6/18

### 4. CONSULTATIONS

#### (i) Statutory

#### 4.1 None

#### (ii) Non-Statutory

#### *Ecology*

- #### 4.2
- As per the Phase 1 Habitat Survey submitted with 10/01461/OUT, the application site consists of tall ruderal, marshy grassland, disturbed land and trees. Ecological enhancements and mitigation strategies were previously agreed upon for the entire development under the Green Park Biodiversity Action Plan (see Condition 13 of 10/01461/OUT) - this document does not appear to be available online.



- 4.3 It is not clear in what state the application site currently is nor what enhancements/ mitigation is proposed for the Phase 4 area.
- 4.4 Before this application is determined it is recommended that the applicant clarify the above by having their ecologist issue a statement setting detailing what works have and have not been undertaken, giving a description of the application site as it currently is and what ecological enhancements will be provided. They should also provide an electronic copy of the Green Park Biodiversity Action Plan.

*Natural Environment - Trees/Landscape*

- 4.5 With reference to the Soft Landscape Strategy - Tree Planting, this shows the proposed tree species. I have no strong objections to the species proposed except for the Robinia pseudoacacia 'Frisia' - this tree is susceptible to disease and decline. Many in Reading have gone into irreversible decline. This should be substituted with an alternative which should be a native species as these are currently lacking in the tree planting palette.
- 4.6 With reference to Planting Plan 1 of 4 MA.3067-04.3001 A, 2 of 4 MA.3067-04.3002 A, 3 of 4 MA.3067-04.3003 A and Planting Schedule 4 of 4 MA.3067-04.3004 A, these are fundamentally acceptable with the exception of the tree species mentioned above, subject to any comment GS Ecology may have on the overall species. I note that the plans, in relation to T8 species, state that this will be coordinated with Phase 3A specifications. Confirmation of this species will be required.
- 4.7 Tree Planting Support drawing 1 of 3 MA.3067-04.2001 A, 2 of 3 MA.3067-04.2002 A and 3 of 3 MA.3067-04.2003 show the extent of underground root cells within the tree pits, the extent of which offers acceptable soil volume to most trees. The exception to this is for the two Quercus ilex between parking spaces 600/602/603 & spaces 616/617/620 for which a soil volume of 13m<sup>3</sup> has been allowed for each tree. This species is an ultimately large tree and the space available within the parking area should allow them to reach their full potential as a pair. 13m<sup>3</sup> is not sufficient for a large species hence soil cell provision should be extended.
- 4.8 Detailed Landscape Sections MA.3067-04.4001 A shows indicative tree pits details for the Central Mews and the Northern Crescent (assumed to be the 'Boulevard'). The Central Mews indicative tree pits shows the use of root cells within the parking areas as is shown on the Tree Planting Support drawings. However, root cells are not shown for the Northern Crescent indicative tree pit, when these are shown on the Tree Planting Support drawings. Clarification is required.
- 4.9 The tree pit details shown on Typical Construction Details - Soft Landscape 2, MA.3067-04.5003 A are acceptable.  
The tree pit details shown on Typical Construction Details - Soft Landscape 1, MA.3067-04.5002 A are acceptable.  
The tree pit details shown on Typical Construction Details - Soft Landscape 3, MA.3067-04.5004 A are acceptable
- 4.10 With reference to Proposed Services and Street Light Layout drawing 4170445-SK1050 Rev I2, the position of the service routes and lighting is mainly acceptable in relation to tree planting, however, there is potential conflict between the services routes in front of plots 656-664 and the linear root cell area. I am aware that services can be fed through the root cells but confirmation will be required that it is acceptable in this case.

- 4.11 In relation to street lighting, there are 2-3 locations where this is a direct conflict between street lighting locations and new tree locations: front of Plot 592, 656/657 and to a lesser extent r/o 639. Relocation of the street lights is required.
- 4.12 I note that this drawing does not include foul water drainage, details of which will be required, along with any soakaways proposed, to ensure no conflict with planting.
- 4.13 Boundary treatment details will need to be secured to provide mammal gaps, including in the fencing along the northern boundary with the woodland walk.
- 4.14 Landscape maintenance and aftercare details will be required covering a minimum 5 year period.
- 4.15 In conclusion, the principles shown are fine but there are finer details that need to be resolved which could be done via conditions - standard landscape conditions and boundary treatment condition (with mammal gaps).

#### *Transport*

- 4.16 This application relates to Phase 4 of the outline consent consisting of 118 dwellings (of which 113 are houses & 5 are apartments), associated car parking and landscape. Phase 4 of the site is located on the Northern boundary of the wider Green Park Village site.

#### Layout

- 4.17 Phase 4 includes some amendments to the outline approved site layout, however, the internal road layout still complies with the principles agreed at outline stage and designed to the requirements of the Department for Transport document "The Manual for Streets".
- 4.18 A series of primary and secondary vehicular routes provides connectivity within the site. The contorted vehicular framework will provide an even spread of vehicular traffic. Roads within the development will be provided with a carriageway width of between 4.8 and 6.0 metres, with traffic calming features as well as on-street parking areas to keep vehicle speeds low. A maximum speed limit of 20mph will apply through the site.
- 4.19 The internal road layout within this phase also includes shared surface areas where pedestrians have priority. These areas are designed to achieve a maximum design speed of 10mph.
- 4.20 The primary and secondary streets within the phase will be surfaced in asphalt and the shared surface roads will be surfaced in concrete block paving with the footways delineated with flush concrete kerbs. The changes in surfacing will assist in reducing vehicle speeds in these areas.
- 4.21 All the footways are generally to be provided between the properties and the proposed car parking spaces to ensure pedestrians have a safe walking area away from reversing vehicles. The only properties which have the footway at the front of the parking spaces are those located on Northern Crescent.

#### Parking Provision

- 4.22 The parking provision for the whole of the Green Park Village Application site was approved under the outline planning permission. For dwellings, the agreed level of parking is 1 space per 1 and 2 bed flat and 2 spaces per 3/4 dwelling.

- 4.23 The Phase 4 development comprises of 118 dwellings of which 113 are houses & 5 are apartments. This gives 226 spaces allocated for the houses, 5 spaces for the FOG apartments and 5 visitor parking spaces within the phase. It is noted that 5 spaces are provided outside of the red line area for this phase.
- 4.24 The parking spaces for the dwellings within this phase are predominantly to the front of the units or within courtyards. All dwellings will be provided with a rear gate for convenient access to the allocated parking spaces. The dwellings located on the northern boundary are provided with a 6000m x 3000m garage which is slightly below the Council's standards but is still large enough to accommodate a family sized vehicle.
- 4.25 The external parking bays and shared surface parking areas are acceptable and provide adequate manoeuvring space for vehicles to enter and leave the parking areas.

#### Cycle Storage

- 4.26 The Council's adopted Parking Standards and Design SPD identifies minimum cycle parking standards for residential developments. A minimum standard of 0.5 spaces per 1 or 2 bedroom flat and 2 spaces per dwelling house is required to meet the Council's standards.
- 4.27 All of the proposed houses are to have sheds located in the rear gardens with access provided via rear gates which is acceptable.
- 4.28 Cycle storage for the apartments will be in a secure, covered under entrance stair store located in close proximity to the apartments they serve. I am happy for the full details relating to cycle storage to be addressed under condition 23 of the outline permission.

#### Refuse Strategy

- 4.29 All of the dwellings are provided with refuse storage areas with the rear gardens and bin collection points have been identified to enable on-street servicing to occur.
- 4.30 A swept path analysis using a 10.2m long vehicle has been submitted to demonstrate that a refuse vehicle can negotiate around the site including the shared surfaced areas.
- 4.31 There are no transport objections to phase 4 subject to the conditions placed on the original planning permission 10/01461/OUT (102172).

#### (iii) Public Consultation

- 4.32 No comments

### 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 The following national and local planning policy and guidance is relevant to this application:

## National

National Planning Policy Framework (NPPF)

National Planning Policy Guidance

## Reading Borough Local Development Framework - Adopted Core Strategy (2008)

CS1: Sustainable Construction and Design

CS2: Waste Minimisation

CS3: Social Inclusion and Diversity

CS4: Accessibility and Intensity of Development

CS5: Inclusive Access

CS7: Design and the Public Realm

CS9: Infrastructure, Services, Resources and Amenities

CS14: Provision of Housing

CS15: Location, Accessibility, Density and Housing Mix

CS16: Affordable Housing

CS20: Implementation of Reading Transport Strategy

CS22: Transport Assessments

CS24: Car / Cycle parking

CS36: Biodiversity and Geology

CS38: Trees, Hedges and Woodland

## Reading Borough Local Development Framework - Sites and Detailed Policies Document (2012)

SD1: Presumption in Favour of Sustainable Development

DM1: Adaptation to Climate Change

DM3: Infrastructure Planning

DM4: Safeguarding Amenity

DM5: Housing Mix

DM10: Private and Communal Outdoor Space

DM12: Access, Traffic and Highway-related Matters

DM18: Tree Planting

## Reading Borough Council Supplementary Planning Documents

Revised Parking Standards and Design SPD (2011)

Planning Obligations under Section 106 (2015)

Sustainable Design and Construction SPD (2011)

Employment and Skills and Training SPD (2013)

## 6. APPRAISAL

### (i) Principle of Development

- 6.1 The principle of residential development was established by the grant of the outline consent (10/01461/OUT), as amended by 172336. The purpose of this application is to obtain approval of those details not provided at outline stage. Officers can confirm that the residential proposals are generally in accordance with the parameters and principles set out by the approved scheme.

### (ii) Layout

- 6.2 This Phase forms the residential edge to the northern boundary of the development. The overall proposed layout has been amended from what was consented at outline stage. The changes are relatively minor in nature and seek to: enhance active frontages by bringing parking to the front of some properties; changes to a mews area providing a feature corner and improving the relation in to

the adjacent Phase 3B; and improvements to the proposed surface treatments to provide something which is more consistent, which strengthens the sense of place and legibility of the layout. Soft landscaping has also been used to further refine the character of the area.

### Consented layout - outline



### Proposed REM layout



- 6.3 All of the proposed houses would have bike/bin stores located in the rear gardens with access provided via rear gates which is acceptable and bin collection points have been identified to enable on-street servicing to occur. The location of refuse and cycle storage is acceptable as it accords with the layout principles established through the outline consent.
  - 6.4 Each of the houses would have private amenity space and the Flats over Garages (FoGs) access to the range of communal spaces within the wider Green Park Village and adjacent Green Park, which accord with the layout principles of the consented scheme.
  - 6.5 Overall the amended layout is not considered to affect the principles established through the consented scheme and provides some improvements.
- (iii) Scale
- 6.6 The outline consent established storey heights and ridge height parameters. The proposed heights of the buildings comply with the consented strategy of 2 or 2.5-3

storeys. Therefore, the scale of the proposed buildings would be within the parameters approved at the outline stage, and are considered to be acceptable and in accordance with Policy CS7 of the Core Strategy.

(iv) Appearance

- 6.7 The appearance of the dwellings in this Phase follow the same design approach and aesthetic treatment as the houses in Phases 1, 3A, 3B & 5 (already approved).
- 6.8 There is a hierarchy of formal, semi-formal and informal streetscapes in the overall GPV masterplan.
- 6.9 The houses across GPV are clad in varying colours to aid orientation and characterise the different areas of the development. This Phase is proposed to have four different type of area - Main Avenue elevation, Northern Crescent Elevation, Mews Area, and semi-formal streets (further details of specific colours and materials are set out in the accompanying DAS).
- 6.10 It is considered that the proposals would be acceptable in their appearance and design and that the materials palette presented is consistent with that approved at outline stage and is consistent with those approved through earlier Phases of the overall scheme. Therefore the proposal would be in accordance with Policy CS7 of the Core Strategy and the principles of high quality design set out in the NPPF.

(v) Accesses

- 6.11 The outline application covered means of access and therefore the traffic impact of the proposals were assessed and approved at this stage.
- 6.12 The Transport officer confirms that the internal road layout of Phase 4, complies with the principles agreed through the outline consent and designed to the requirements of the Department for Transport document “The Manual for Streets”, and is therefore considered acceptable.
- 6.13 There are footways through this Phase making it accessible and permeable for pedestrians.
- 6.14 The number and location of parking spaces is acceptable, and although the garages serving the dwellings on the northern boundary are slightly below the Council’s standards they are still large enough to accommodate a family sized vehicle. A condition is recommended to ensure that the garages would be kept available for the parking of vehicles, which is consistent with earlier phases.
- 6.15 Cycle storage would meet adopted standards and full details would need to be submitted to discharge condition 23 of the outline permission.
- 6.16 The refuse storage areas would accord with the principles established at the outline stage.
- 6.17 Transport has confirmed that the overall parking numbers, accesses into and the internal layout would be acceptable subject to the condition in the recommendation above. Transport related conditions on the outline consent would also still apply.

(vi) Landscaping/ open space

- 6.18 The overall landscape strategy proposed for this phase is to provide different opportunities or landscape design for the four characterised areas referred to as: Boulevard; Key Corners; Mews and Space Demarcation.
- 6.19 The northern boulevard would support mature tree planting to soften the carriageway; there would be impact planting for key corners for landmarks and viewpoints; mews would be predominantly hard surfacing with soft landscape elements to be provided where possible; and granite setts would demarcate the transition in zones.
- 6.20 The Natural Environment Officer identified a number of relatively minor issues (detailed in Section 4 above). Any further information will be reported in an update. However, they were satisfied that this finer detail could be resolved through discharge of conditions.
- 6.21 Therefore, the materials and the landscaping approach are considered to be consistent with those established through the outline approval. Landscaping conditions on the outline consent will still need to be met, and this is recommended as an informative.

(vii) Affordable Housing

- 6.22 The Approved S106 legal agreement (16<sup>th</sup> May 2011) includes for "8 no. three bedroom houses for social rent suitable for wheel chair users with a floor area up to 110Sqm" (Net Internal Area). This Phase includes these units (plots 588-595 - house type J1, J2, J1H and J2H as shown on Drawing no: PL-P4-019).

(viii) Infrastructure Provision (Section 106 and Community Infrastructure Levy)

*Employment, Skills and Training*

- 6.23 The original outline permission pre-dated the Council's Employment, Skills and Training SPD (2013) and it was not a material consideration at that time, and any conditions attached to a reserved matters decision must relate to those specific matters only.
- 6.24 However, the Applicant has confirmed that they operate their own programme of training and apprenticeships and have a company-wide target to increase site-based apprenticeships and training. An informative is recommended regarding working with Reading UK CIC to develop a scheme specific ESP.

*Community Infrastructure Levy (CIL)*

- 6.25 As the outline planning permission was granted before the Council's CIL implementation this Reserved Matters application does not trigger liability to pay CIL.

(ix) Equality

- 6.26 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. The principle of the development was approved at outline stage and details being considered under this application relate specifically to the function and form of the building and the layout of the external space.

- 6.27 This Phase includes 8 no. wheelchair units which would have a positive effect with regard to the protected groups of age and disability. There is no indication or evidence (including from consultation on the current application) that the protected groups have or will have different needs, experiences, issues and priorities in relation to this particular planning application. In terms of the key equalities protected characteristics it is considered there would be no significant adverse impacts as a result of the development.

## 7. CONCLUSION

- 7.1 In conclusion the development of this site as detailed on the submitted plans and information is considered to be of an acceptable appearance and scale, and layout and design and accords with relevant adopted policies and the parameters as approved through the original outline permission. Some further details will be reported within an update report. Subject to the receipt of these, it is recommended that this reserved matters application be granted subject to conditions and informatives as set out above.

Case Officer: Alison Amoah



# APPENDIX 1: APPLICATION DRAWINGS

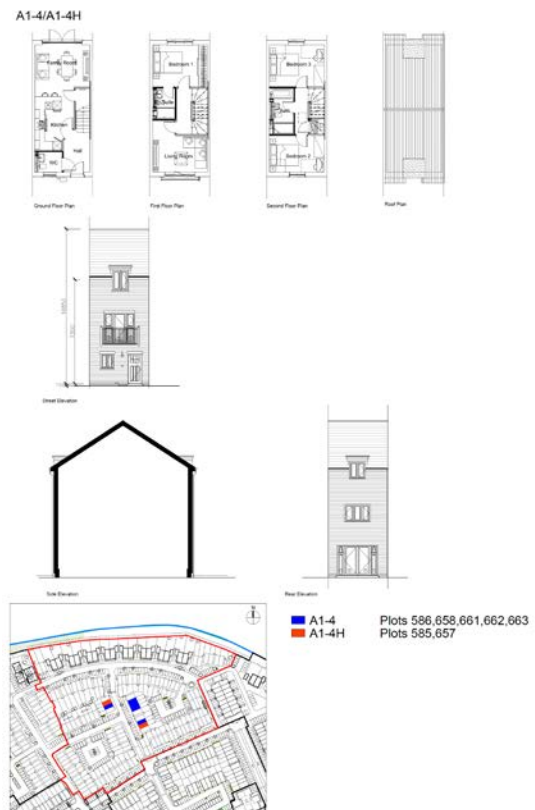
## House Type A1/A1H & A1-5H



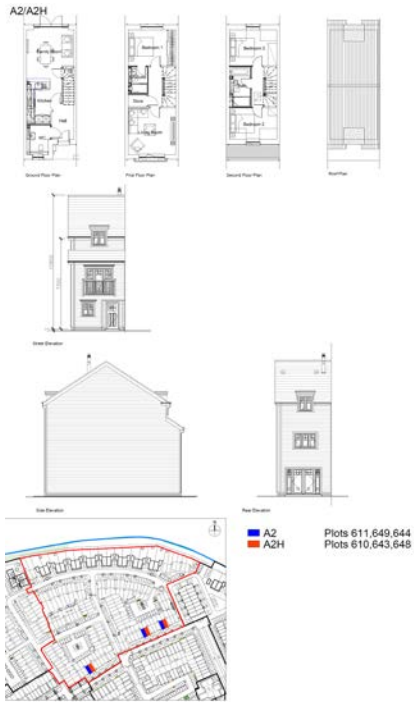
## House Type A1-3/A1-3H



## House Type A1-4/A1-4H



## House Type A2/2H



## House Type B1/B1H



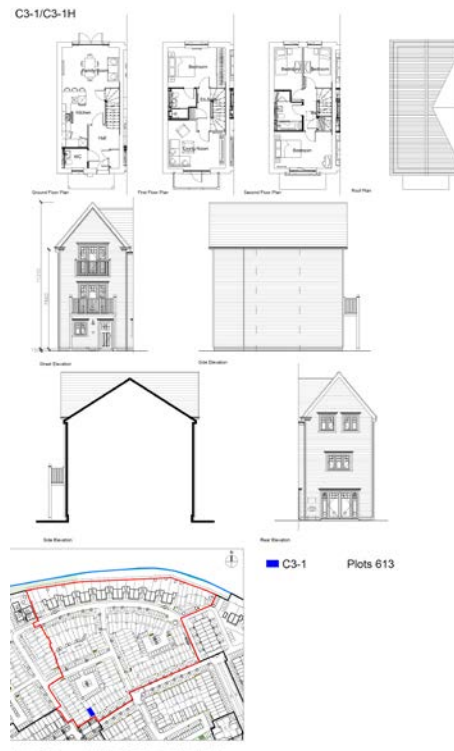
## House Type B3/B3H



### House Type C2-C2H



### House Type C3-1/C3-1H



### House Type C3-3/ C3-3H



### House Type C4/C4H



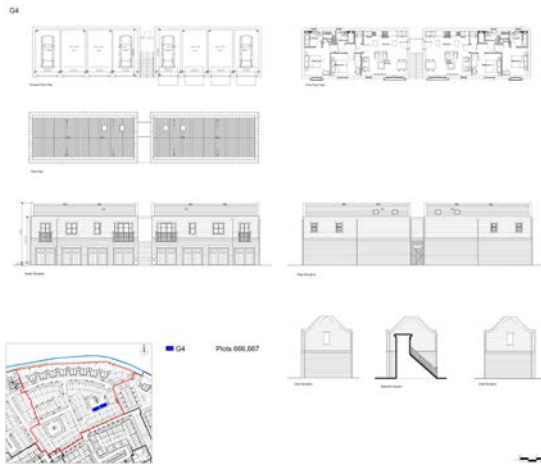
## House Type D1/D1H



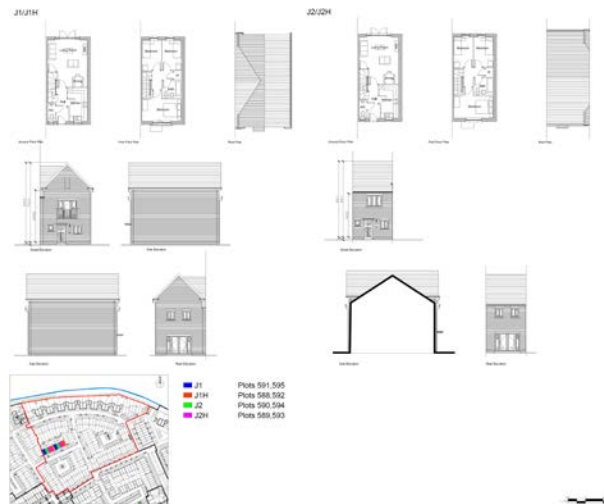
## House Type G3/G3H



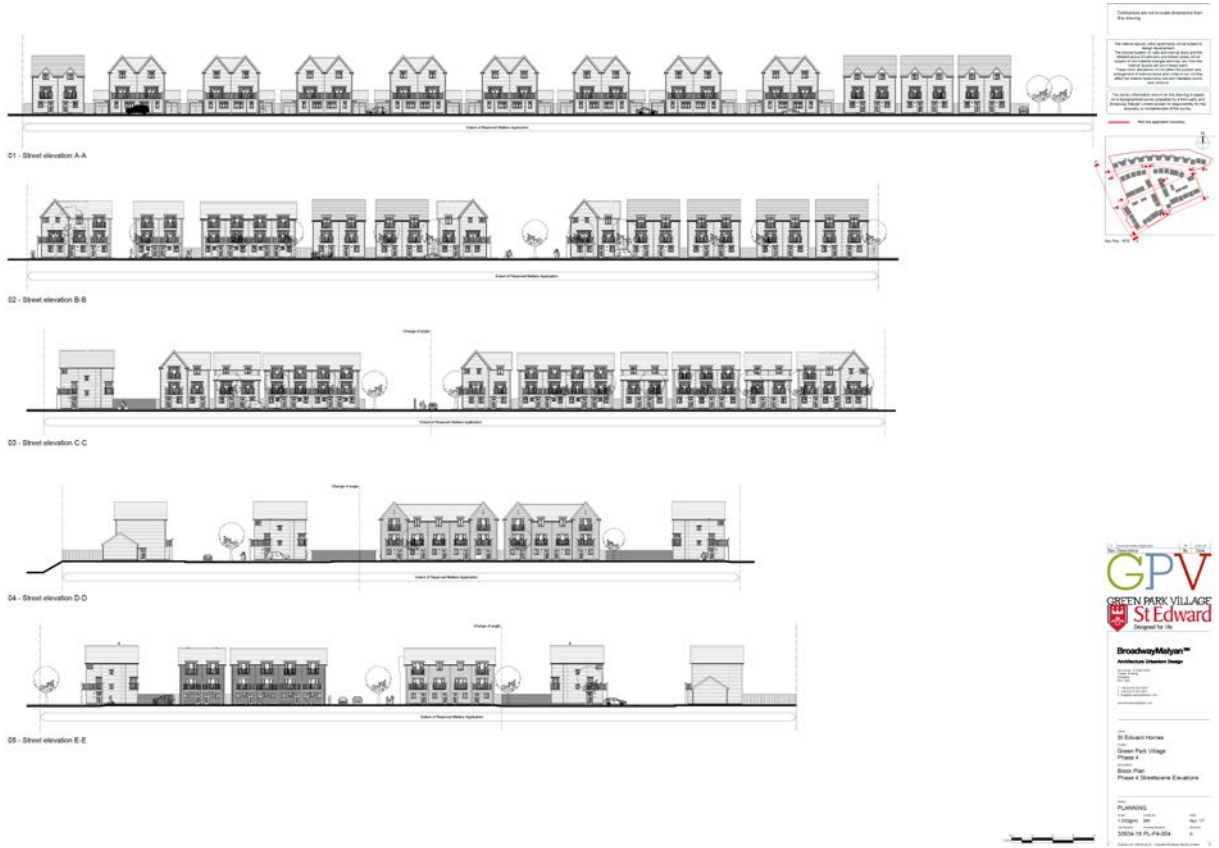
## House Type G4



## House Type J1/J1H & J2/J2H



# Street scene Elevations



# 3D Images

