

PLANNING APPLICATIONS COMMITTEE

<u>7 DECEMBER 2022</u>

ADDITIONAL INFORMATION

AGENDA ITEM		ACTION	WARDS AFFECTED	PAGE NO
9.	221232/FUL & 221233/LBC - 1-15 QUEEN VICTORIA STREET & 145-148 FRIAR STREET	Decision	ABBEY	5 - 14
10.	22123/FUL - 138-144 FRIAR STREET	Decision	ABBEY	15 - 22
11.	221520/LBC - VARIOUS LOCATIONS, CENTRAL READING	Decision	ABBEY	23 - 26
12.	220856/REG3 - FORMER FAMILY CENTRE NORTH STREET	Decision	ABBEY	27 - 28
13.	220258/FUL - 220 ELGAR ROAD SOUTH	Decision	KATESGROVE	29 - 30



Agenda Annex

UPDATE SHEET AND ORDER OF CONSIDERATION

Planning Applications Committee - 7th December 2022

No public speaking

Item No. 8 Page 63 Ward Abbey

Application Number 220028

Application type Full Planning Approval

Address 62 Goldsmid Road, Reading, RG1 7YB

Planning Officer presenting Chuk Onwudinanti

Item No. 9 Page 83 Ward Abbey

Application Number 221232 Full Planning Approval 221233 Listed Building Consent

Address 1-15 Queen Victoria Street & 145-148 Friar Street, Reading

Item No. 10 Page 143 Ward Abbey

Application Number 221235

Application type Full Planning Approval

Address 138-144 Friar Street, Reading, RG1 1EX

Item No. 11 Page 195 Ward Abbey

Application Number 221520

Application type Listed Building Consent

Address Various Locations, Central Reading

Planning Officer presenting Nathalie Weekes *UPDATE*

Item No. 12 Page 203 Ward Caversham

Application Number 220856

Application type Regulation 3 Planning Approval

Address Former Family Centre, North Street, Reading, RG1 7DA

Planning Officer presenting Ethne Humphreys *UPDATE*

Item No. 13 Page 275 Ward Katesgrove

Application Number 220258

Application type Full Planning Approval

Address 220 Elgar Road South, Reading, RG2 0BW

Planning Officer presenting Alison Amoah *UPDATE*

Item No. 14 Page 311 Ward Norcot

Application Number 221493

Application type Works to a Tree subject to TPO

Address 5 Hampstead Court, Grovelands Road, Reading, RG30 2QQ

Planning Officer presenting Sarah Hanson

Item No. 15 Page 315 Ward Thames

Application Number 221544

Application type Full Planning Approval

Address Kings Meadow Woodland, Napier Road, Reading

BY THE EXECUTIVE DIRECTOR OF ECONOMIC GROWTH AND NEIGHBOURHOOD SERVICES READING BOROUGH COUNCIL ITEM NO. 9

PLANNING APPLICATIONS COMMITTEE: 7th December 2022 Page: 81

Ward: Abbey

Application No.: A) 221232/FUL & B) 221233/LBC

Address: 1-15 (odd) Queen Victoria Street & 145-148 Friar Street, Reading, RG1

1SY

Proposals: A): Demolition of No. 146 Friar St and structures to rear and partial demolition of No. 145 Friar St and various external works to other existing buildings, as part of redevelopment to provide: reconfigured basement and ground floor uses (Class E(a) or (b)) on Friar St and Queen Victoria St frontages and proposed apart-hotel (Class C1) at part-basement, part-ground and on all upper floors; part-two, part-three storey rear extension to No's 5-15 (odd) Queen Victoria St; replacement basement and five storey building at No. 145 Friar St and two-storey roof extension to No. 146 Friar St; proposed public courtyard accessed via Queen Victoria St walkway; roof level plant; and various other associated works.

B) Various internal and external works associated with No's 147 and 148 Friar St and No's 1 - 15 (odd) Queen Victoria St, including part-two, part-three storey rear extension to No's 5-15 (odd) Queen Victoria St, as part of redevelopment to provide reconfigured basement and ground floor uses (Class E(a) or (b)) on Friar St and Queen Victoria St frontages and proposed apart-hotel (Class C1) and on all upper floors.

Applicant: Thackeray Estates Reading Investments Ltd

Date Valid: A) & B) 22/08/2022

Application target decision date: Originally A) 21/11/2022 & B) 17/10/2022, but

extensions of time have been agreed until 21/12/2022.

26 week date: 20/02/2023

Amended Recommendation:

A) 221232/FUL:

Delegate to the Assistant Director for Planning, Transport and Regulatory Services (AD PTRS) to (i) GRANT full planning permission subject to the satisfactory completion of a Section 106 legal agreement or (ii) to REFUSE permission should the Section 106 legal agreement not be completed by the 21st December 2022 (unless officers on behalf of the AD PTRS agree to a later date for completion of the legal agreement).

The \$106 legal agreement as in main report.

Conditions as in main report, barring a summary of insertions to conditions 3, 4, 5, 6, 14, 15, 21, 23, 25, 26, 27 and 28 (marked in **bold** below) and the following additional conditions 44, 45, 46 and 47:

- 3. Pre-commencement, barring demolition and repair works to 12 roof level gables, 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. Demolition works (but barring repair works to 12 roof level gables) not to be undertaken before a contract for site redevelopment up to and including at least the demolition and proposed shell and core stages, as per submitted and approved details to LPA.

- 5. Pre-commencement in relation to (i) works to 12 roof level gables and (ii) all other component parts of the proposed development, level 2 photographic recording of existing buildings
- 6. Pre-commencement in relation to (i) works to 12 roof level gables and (ii) all other component parts of the proposed development, Demolition and Construction Method Statement (including EP based matters)
- 14. Pre-commencement (including demolition, but barring repair works to 12 roof level gables) contaminated land site characterisation assessment
- 15. Pre-commencement (including demolition, but barring repair works to 12 roof level gables) contaminated land remediation scheme
- 21. Pre-commencement, barring demolition and repair works to 12 roof level gables, submission and approval of Sustainable Drainage Strategy
- 23. Pre-commencement, barring demolition to ground level **and repair works to 12 roof level gables**, submission and approval of archaeological details
- 25. Pre-commencement, barring demolition and repair works to 12 roof level gables, submission and approval of all hard and soft landscaping details, specifically including green/brown/blue roof and green wall details
- 26. Pre-commencement, barring demolition and repair works to 12 roof level gables, submission and approval of biodiversity enhancement works
- 27. Pre-commencement, barring demolition and repair works to 12 roof level gables, submission of and approval of access control strategy
- 28. Pre-commencement, barring demolition and repair works to 12 roof level gables, submission of and approval of CCTV operations requirements study
- 44. Pre-commencement, barring demolition and repair works to 12 roof level gables, submission and approval of an interim BREEAM Certificate demonstrating a minimum BREEAM Excellent rating
- 45. Pre-occupation submission and approval of a final BREEAM Certificate demonstrating a minimum BREEAM Excellent rating
- 46. Compliance condition for the development to be carried out in accordance with the energy measures and carbon reductions achieved in the Energy Statement hereby approved 47. Pre-commencement the demolition of No. 146 Friar Street, submission and approval of scheme and details of repair for 12 roof level gables at 1-15 Queen Victoria Street and 148 Friar Street, including timetable for reinstatement of all 12 gables

Informatives as in the main report, barring the following additional informative:

- 12. Definition of shell and core works, further to condition 4.
- B) 221233/LBC:

As in main report.

1. Floorspace & CIL clarification

1.1 Further to paragraph 2.3 of the main report, the applicant responded on 30/11/22 confirming agreement to the floorspace figures detailed by officers (which differed to the information submitted at the time by the applicant), barring a 0.1sqm difference to the proposed first floor total.

2. Additional information submitted

- 2.1 Further to paragraph 2.15 of the main report, the applicant has subsequently submitted the following additional information:
 - CIL form 1: CIL Additional Information, as received 30/11/2022
 - CIL Spreadsheet 29.11.22, as received 30/11/2022
 - 1-15 Queen Victoria Street and 145-148 Friar Street, Reading Comments on Planning Submission (Rev A) 29th November 2022 by Troup Bywaters + Anders dated and received 29/11/2022
 - 138-144 and 145-148 Friar Street: TB+A supplementary information in relation to PR6 Sustainable Design and Construction SPD Section 8.6 Ground-Source and Air-Source Heat Pump by Troup Bywaters + Anders dated and received 01/12/2022
 - 138-144 and 145-148 Friar Street: TB+A supplementary information in relation to EE2 Baseline energy demand by Troup Bywaters + Anders dated and received 01/12/2022
 - Email from Town Planning Bureau 'Re: 1-15 Queen Victoria St 145-148 Friar St (221232/221233) recommended conditions', dated and received 01/12/2022 accepting wording of pre-commencement conditions

3. Addition to the planning history section

- 3.1 The following proposal was inadvertently not included at paragraph 3.1 of the main report:
 - 1-15 Queen Victoria Street and 148 Friar Street
 - 181737/FUL & 181738/LBC Repair and maintenance, and where necessary replacement of the roof, windows and brickwork including repair and maintenance of 12 roof gables. Finally Disposed of 28/07/2022.
- 3.2 In short, the above proposal was being progressed but was awaiting the completion of a s106 legal Agreement when application 210223/FUL & 210224/LBC ('QVS1') were submitted. Accordingly, the proposals were effectively subsumed within the 2021 scheme, and this is also the case in relation to the current proposal too. Given the lack on progress on the original standalone application, this was 'finally disposed of' by the LPA in July 2022, meaning that those applications were closed, without a decision.

4. Further public consultation response

- 4.1 In addition to section 4ii of the main report, one additional public consultation response has since been received in relation to application 221232/FUL. A summary of the observations / comments, from a Shinfield Road, RG2, resident are:
 - A general liking for the first stage plan.
 - Imposing a consistent colour palette on all the retail signage would be too limiting and lead to a gentrified feel that might well put a lot of retailers off (as they want their brands to stand out)
 - Regarding The Bugle, it would be great to see it reopen as a pub/bar as part of the development.

4.2 Officer comments: No advertisement consent is sought as part of the current proposals, so there would be scope for individual future occupiers to separately apply for signage, which would be judged on their own individual merits at the time. In terms of The Bugle (144 Friar Street), this is outside of the red line boundary of this application (and consent) site.

5. Update on Sunlight matters

5.1 Whilst paragraph 4.70 of the main report advised that no further input was considered to be required by BRE, for completeness it is confirmed that BRE's subsequent response did not have any further comments on the courtyard, over those in BRE's original review (as per paragraph 4.68 of the main report).

6. Update on Sustainability and Energy Matters

- 6.1 Section 4u and paragraph 6.40 of the main report advised that Hoare Lea, the LPA's independent reviewers on sustainability and energy matters, were still in the process of assessing and clarifying various points in terms of the appropriateness of these components of the scheme. Additional information was submitted on 29/11/2022 and, following a meeting on 30/11/22 some further information was then submitted on 01/12/22 (as detailed within section 2 above). Following further assessment of all information submitted by the applicant, Hoare Lea has now been able to confirm to officers' satisfaction that the proposals respond to the RBC policy requirements.
- 6.2 It is acknowledged that the listed nature of some of the existing buildings at the site results in an additional challenge in respect of meeting the required standards, as changes to meet sustainability targets could alter the special character and appearance of the buildings. Accordingly, the listed parts of the application site buildings have been excluded from the BREEAM assessment (which has been evidenced sufficiently in line with paragraph 3.5 of the Sustainable Design and Construction SPD), with this instead focusing on the new build elements of the proposals. Following various clarifications and submission of additional information by the applicant, Hoare Lea confirmed officers' expectation that sufficient information to demonstrate how the proposal would achieve the targeted overall BREEAM Excellent rating. This is welcomed and is in line with Policy/SPD requirements for a scheme of this scale and nature.
- 6.3 Two planning conditions are recommended to secure the BREEAM Excellent rating in practice. The first relates to securing an Interim BREEAM Excellent rating Certificate at the pre-commencement, barring demolition and gable works stage. The second will secure a Final BREEAM Excellent rating Certificate prior to the first occupation of the apart-hotel. These conditions are necessary to ensure the development is carried out in accordance with sustainable building standards, adhering to both Policy CC2 and the guidance within the Sustainable Design and Construction SPD. These conditions are therefore duly added to the Recommendation above.
- 6.4 Turning to consider the energy strategy, this has been divided between the refurbishment and new build components of the scheme. It is shown that In terms of the total estimated reduction in the development's baseline carbon and/or energy emissions, the refurbishment scheme achieves a 68% (and the new build component 71%) reduction in carbon emissions when calculated against Part L 2013 and also including SAP 10 carbon factors.

The overriding majority of the savings are achieved through the proposed decentralised energy options incorporated, namely air source heat pumps (ground source has been ruled out for technical reasons) and rooftop photovoltaics. Each of the decentralised energy options have been suitably considered by the applicant, as confirmed by Hoare Lea following the submission of clarifications during the application. In addition, the scheme has been designed to be compatible with a future district heating network, with provision made for the heat pumps to work with a water-based energy source in the future.

- 6.5 Hoare Lea have confirmed their satisfaction that the proposals are policy compliant. In the circumstances officers consider it necessary and reasonable for a compliance condition to secure the development being carried out in accordance with the energy measures and carbon reductions achieved in the Energy Statement documentation submitted. This condition is duly added to the Recommendation above.
 - 7. Update in relation to pre-commencement conditions / clarifications regarding repair works to 12 roof level gables at 1-15 Queen Victoria Street and 148 Friar Street
- 7.1 Paragraph 6.46 of the main report specified that the exact wording of the pre-commencement conditions would be sought to be agreed with the applicant. As part of that process matters have arisen in respect of the proposed repair works to the 12 roof level gables at 1-15 Queen Victoria Street and 148 Friar Street, as proposed as part of this application, and the interaction between these works and the pre-commencement conditions. More specifically, the applicant has confirmed that they intend to prioritise works to repair the gables first as part of any permission/consent, so as to enable the removal of the existing scaffolding along Queen Victoria Street. As such, the applicant has sought for the pre-commencement conditions to be worded to specifically exclude the gable works, so that these works are not constrained / delayed by the preparation, submission and formal determination of such approval of details applications.
- 7.2 Officers have carefully considered the applicant's suggested approach and it is advised that flexibility can be applied in this regard. Overall and on balance, the potentially harmful impacts of works to the gables not being undertaken (i.e. harm to structural stability and neglect to the detriment of the special character and appearance of the listed buildings that these gables provide) are considered to outweigh harm from deviating from the standard condition trigger points in this specific instance. Altering the wording of the condition does not dilute the level or nature of information required to be submitted in these regards, but offers greater flexibility in the timing of the submission in line with a sequence of works indicated by the applicant (namely the intention of gable repairs to commence imminently). It is also confirmed that the additional wording would still result in each of these conditions passing all six tests required of any planning condition.
- 7.3 More specifically, conditions 4 (contract for redevelopment) and 14 & 15 (contaminated land) are recommended to be re-worded to specifically be barring works to the gables, to exclude these conditions being triggered by the intended repair works. In terms of conditions 5 (photographic record of the existing building) and 6 (Demolition and Construction Method Statement) the gable work repairs, by their very nature, will themselves

trigger requirements in these regards. As such, in these instances, the wording of the condition is recommended to be separated out to specifically reference (i) gable works and (ii) all other component parts of the development. In practice, the applicant will then have the ability to submit an approval of details application to partly discharge the condition in respect of condition 5 (i) to facilitate the gable works, and then separately submit an approval of details application to discharge the remainder of the condition in respect of condition 5 (ii) at a subsequent date. Alternatively, condition 5 (i) and (ii) could be submitted as one if later desired by the applicant. In short, the applicant is still required to submit these details in relation to the gable works, but this is separated out from the rest of the development to enable flexibility for this to be undertaken separately (and prior to the remainder of the development - as specified by the applicant).

- 7.4 With more specific regard to the gable works themselves, the level and nature of information submitted in this regard is identical to that submitted as part of applications 210223/FUL and 210224/LBC at the site. That submission followed on from standalone applications 181737/FUL & 181738/LBC (see section 3 above). The information submitted with this application highlights that the gables are deteriorating structurally are in need of significant repair, as also witnessed on the Members site visit on 01/12/2022. The structural report recommends that the gables are taken down, repaired, re-built and re-erected. A summary of the proposed methodology for the intended approach for each gable is detailed below:
 - Full photographic and dimensional survey of a gable and record all its details (as per recommended condition 5).
 - Demolish the gable by hand, brick by brick and store all the components in bags within the building to prevent loading out the scaffold.
 - Take down the gable to window or parapet level to try to expose all likely internal structural items such as lintels and timber joists. All demolition works photographically recorded and logged.
 - Any damaged terracotta items that are salvageable carefully removed and repaired using reconstituted terracotta mortar with stainless steel wire reinforcing resin fixed in position.
 - Any terracotta units beyond repair carefully recorded prior to removal and applicant to then manufacture a mould and re-cast a new unit. Sample of any replacement unit to be presented for approval prior to manufacture.
 - Once the rebuilding starts all bedding and pointing mortar will be natural hydraulic lime (to match existing as close as possible)
 - All re-building works will be photographically recorded.
- 7.5 Officers satisfied proposed methodology are that the repair/replacement of the gables would preserve and enhance the special historic character of the listed buildings and ensure they continue to contribute positively to the visual amenity of the surrounding area and the setting of the other buildings within the listed terraces along Queen Victoria Street. It is recommended that a condition is included (see condition 47 above) to secure exact details of the scheme and precise details for the repair works themselves, including a timetable for the reinstatement of all 12 gables. The trigger point for the submission of such details is pre-the commencement of the demolition of No. 146 Friar Street, to ensure that the application follows through on the stated intention to seek to undertake these works prior to the wider site redevelopment. Put another way, this safeguards the LPA from a position whereby other conditions have been reworded (as per this update report) to specifically exclude the gable works,

but inadvertently potentially enables the applicant to undertake the wider redevelopment without undertaking works to the gables (thereby causing harm to the listed buildings by virtue of their continually poor structural state). There is nothing to suggest that this is the intention of the applicant, who has advised that it is intended to carry out the gable works first, but permission/consent runs with the land and land ownership could change at any point. Accordingly, the trigger point on the condition effectively precludes the wider redevelopment of the site until details relating to the gables, importantly including a timetable for reinstatement, have been submitted and approved. Such a condition will ultimately seek to preserve and enhance the special historic character of the buildings and the wider setting within Queen Victoria Street and surrounding streets.

- 7.6 At the same time the applicant also separately raised questions in respect of condition 4, which relates to a contract for redevelopment details to be submitted/approved prior to demolition taking place. After discussions with the applicant, it has subsequently been agreed that the 'works of redevelopment' are clarified as up to and including at least the demolition and the proposed 'shell and core' stages of the build. The shell and core stages are clarified as ensuring that the proposed building is weather-tight and produces the final external appearance of the intended building, with the applicant also clarifying that this will include "all new substructure, superstructure (structural frame), new floors, internal loading bearing walls/frame, staircases and full building envelope works (external cladding, windows, external doors, roof) and elements of external site works".
- 7.7 The applicant originally raised concern that the originally worded condition required a contract to be agreed/completed/submitted/approved for the entire completion of the redevelopment prior to any demolition beginning. The applicant explained that contracts would be anticipated to be divided up into separate demolition, shell and core and fit-out stages, with the fit-out contract only likely to be signed at least 12 months subsequent to the others. On balance, officers consider that the reason for the condition, as explained in paragraph 6.14 of the main report, is not diluted by the additional wording now sought to be incorporated and that this strikes an appropriate balance between the practical requirements of the applicant and the reason for the condition. Accordingly, the Recommendation at the outset of this update report includes additional wording in relation to condition 4, together with an informative defining shell and core works.

8. Additions to other recommended conditions

As a result of the discussions undertaken with the application in respect of pre-commencement conditions (see section 7 above), the applicant has also sought for additions to be made to the 'pre-commencement, barring demolition' conditions, to specifically exclude works to the gables triggering the requirement for the submission of these details too. The position which the applicant has outlined, namely a desire for the gable works to take place without delay of requiring various approval of details applications being required to be satisfied, is acknowledged and understood. It is considered that flexibility can be offered by officers in this regard, with the potential harmful impacts of works to the gables not being undertaken considered to outweigh harm from deviating from standard condition trigger points in this specific instance. Altering the wording of the condition does not dilute the level or nature of information required to be submitted in

these regards, but offers greater flexibility in the timing of the submission in line with a sequence of works indicated by the applicant (namely the intention of gable repairs to commence imminently).

8.2 Therefore, the wording of the 'pre-commencement, barring demolition' conditions are recommended to be altered to be pre-commencement barring demolition and repair works to the 12 roof level gables at 1-15 Queen Victoria Street and 148 Friar Street, with the relevant drawings referenced to explicitly specify such works. As per the Recommendation, this relates to conditions 3, 21, 23, 25, 26, 27 and 28.

9. Updated conclusion, including the overall planning balance

- 9.1 Section 7 of the main report included a number of caveats owing to some matters not being fully resolved at that time. In light of the updates specified in this report, and also being mindful of the additional public consultation response received, a final conclusion and overall planning balance can now be made. Accordingly, section 7 of the main report is updated in full as follows:
- 9.2 Considering solely planning application 221232/FUL first, the application is required to be determined in accordance with the Development Plan unless material considerations indicate otherwise, as per Section 38(6) of the Planning and Compulsory Purchase Act 2004.
- 9.3 As such, the harmful impacts of the development need to be weighed against the benefits. Based on the main and update report assessments, harmful impacts include the less than substantial harm to the on-site and nearby heritage assets and the unproven level of sunlight to the proposed public courtyard.
- 9.4 The harmful impacts of the development are required to be weighed against the benefits of the proposals. The applicant has put forward a series of planning and what the applicant considers to be wider public benefits too, the majority of which are summarised below:
 - The repair and reinstatement of the original historic frontages of the listed buildings and the architectural detailing that contributes to their significance.
 - A visual improvement to the retail streets of Friar Street and Queen Victoria Street, where uniform shopfronts are proposed
 - The removal and enhancement to the form and appearance of the built form at the rear of the site.
 - Provision of suitable built form to the rear of the site, enhancing the visual appearance and supporting the setting of the retained listed buildings.
 - Reconfigured and an expanded number of retail and related retail units (enhancing variety and small shop units) in a highly accessible and sustainable location.
 - Introducing an apart-hotel use, providing short-term let accommodation, supporting the needs of, and attracting, working professionals and visitors to Reading.
 - Provision of an enhanced public realm with the public courtyard, providing opportunities for respite, relaxation and play, as well as community and public events and the opportunity to foster and support local community initiatives, exhibitions and performances.

- Provision of a town centre destination that will attract visitors, shoppers and workers to this part of the town centre, enhancing the activity, vitality and viability of this part of the centre.
- Assist the vitality and viability of Queen Victoria Street and bolster the Reading economy, playing an important role in the post-Covid19 recovery of the town centre.
- Potentially providing a catalyst for the wider regeneration of Friar Street and Queen Victoria Street.
- Car free development, promoting more sustainable forms of transport such as cycling and walking
- 9.5 It is recognised by officers that the applicant has specified a series of planning benefits which when considered cumulatively amount to a scheme which is welcomed and supported by officers. In conclusion officers therefore consider that the conflicts with the development plan are significantly outweighed by the benefits of the proposals in this instance. Returning to paragraph 202 of the NPPF the main and update report assessments demonstrate that the public benefits of the scheme are considered to outweigh the less than substantial harm caused to the on-site and nearby heritage assets.
- 9.6 Overall, the proposals are considered to be acceptable within the context of national and local planning policies, as detailed in the appraisal of the main and update reports. As such, full planning permission is recommended for approval, subject to the recommended conditions and completion of the S106 Legal Agreement. Separate Listed Building Consent is also recommended for approval, subject to conditions.

Case Officer: Jonathan Markwell



BY THE EXECUTIVE DIRECTOR OF ECONOMIC GROWTH AND NEIGHBOURHOOD SERVICES READING BOROUGH COUNCIL ITEM NO. 10

PLANNING APPLICATIONS COMMITTEE: 7th December 2022 Page: 141

Ward: Abbey

Application No.: 221235/FUL

Address: 138-141, 142-143 & 144 Friar Street, Reading, RG1 1EX

Proposal: Demolition of No's 138-141 & 142-143 Friar St, partial demolition of No. 144 Friar St and erection of ground, mezzanine and 1st to 6th floor (7 storey) hotel building with 163 bedspaces (Class C1), with ancillary ground floor lounge, bar and

restaurant and associated works.

Applicant: The National Pub Portfolio Ltd

Date Valid: 09/09/2022

Application target decision date: Originally 09/12/2022, but a formal extension

of time has been agreed until 21/12/2022

26 week date: 10/03/2022

Amended Recommendation:

Delegate to the Assistant Director for Planning, Transport and Regulatory Services (AD PTRS) to (i) GRANT full planning permission subject to the satisfactory completion of a Section 106 legal agreement or (ii) to REFUSE permission should the Section 106 legal agreement not be completed by the 21st December 2022 (unless officers on behalf of the AD PTRS agree to a later date for completion of the legal agreement).

The \$106 legal agreement as in main report.

Conditions as in main report, barring insertions to condition 5 (marked in **bold** below) and the following additional conditions 41, 42 and 43:

- 5. Demolition works not to be undertaken before a contract for site redevelopment **up to and including at least the demolition and proposed shell and core stages**, as per submitted and approved details to LPA.
- 41. Pre-commencement, barring demolition, submission and approval of an interim BREEAM Certificate demonstrating a minimum BREEAM Excellent rating
- 42. Pre-occupation submission and approval of a final BREEAM Certificate demonstrating a minimum BREEAM Excellent rating
- 43. Compliance condition for the development to be carried out in accordance with the energy measures and carbon reductions achieved in the Energy Statement hereby approved

Informatives as in the main report, barring the following additional informative:

12. Definition of shell and core works, further to condition 5.

1. Further public consultation responses

1.1 In addition to section 4 ii) of the main report, two additional public consultation responses have been received in the past week. One is an observation (not an objection), from a Shinfield Road resident, RG2 address, comments as follows:

- Huge shame to lose Revolucion de Cuba, as it's a lovely and unique (restaurant, bar, nightclub and roof terrace) venue that attracts a wide range of people, of different ages, nationalities, races and sexual orientations.
- Question whether there is really sufficient demand for a hotel.
- 1.2 Officer comment: such matters are already responded to at paragraphs 6.2 and 6.4 of the main report.
- 1.3 Three separate submissions (on 29/11/22, 01/12/22 & 05/12/22) have been received from Skyline Capital Investments Ltd, the landowner of three properties to the south of the application site which front onto Broad Street. Whilst specifying no in principle objection to the application ("Skyline supports the principle of the redevelopment of the Friar Street site") and "would like to engage and work collaboratively with the Applicant", the various caveats associated with the response effectively amount to an objection to the scheme, with the matters raised summarised as follows:
 - 1. Any redevelopment must be designed in a way that is respectful of the relationships with adjacent properties and does not frustrate or unreasonably restrict future development of neighbouring buildings.
 - 2. Skyline is concerned that early stage development proposals for 40, 45 and 46 Broad Street (said to comprise retail, office and residential uses) would be unreasonably prejudiced by the current proposals, contrary to Policy CR2f and, therefore the proposals should be amended, as presently the neighbouring site will be forced to be set back and adapt to the aggressive massing of the hotel.
 - 3. Two windows per floor and the top two floor windows on the south elevation raise concern regarding potential outlook for future residential units at 40, 45 & 46 Broad Street, with the very small and quite oppressive separation distances unreasonably restricting the ability to make more efficient use of 40, 45 & 46 Broad Street with upper floor residential uses. Policy CC8 guideline 20m distance referenced and request for a marked up plan to show separation distances. In the third objection letter a request was made for any approval to be subject to a condition for details of obscure glazed windows to be submitted, to minimise the impact of the future redevelopment on the adjacent site.
 - 4. Proposed massing on the south elevation is overly dominant and should be scaled and stepped back to create a less oppressive (and better transitional) relationship to the properties to the rear. Lack of justification for the rear massing.
 - 5. Lack of daylight and sunlight assessment for the second floor residential unit at 46 Broad St. The second submission notes that the proposed development may result in a loss of 'sky light' for the existing residential unit at 46 Broad Street. This should be assessed and taken into account in any decision.
 - 6. Lack of detail in relation to the design quality of the southern elevation.
 - 7. In terms of construction, comment that consultation is required on the future CMS to be secured via condition, given access to the service yard is shared.
 - 8. Request for further details of any deliveries via Fife Court to be in consultation with Skyline. In its third objection response a request was made for any approval to be subject to a condition for the applicant to submit details of a delivery and servicing management plan, demonstrating how the development would not compromise existing Fife Court businesses.

- 9. Development is in breach of a previously agreed Deed of Easement, as it encroaches over the existing building line on the south-east corner, reducing access to the Broad Street service yard.
- 10. Skyline did not receive notification of this application when it was submitted and have not been consulted at any stage. Despite being in regular contact with the Applicant throughout June and July 2022 "the Applicant was not open with us about its forthcoming planning application".
- 1.4 The applicant has provided a response to the above, with responses to the corresponding numbered points summarised as follows:
 - 1. The proposal has been subject to extensive pre-application negotiation and public consultation. The scheme has been designed to respect neighbouring buildings and not to frustrate or restrict future development of said sites, which may or may not come forward.
 - 2. The applicant has not been provided with any details of the emerging neighbouring scheme, so it is not possible to consider such impacts.
 - 3. The proposed windows serve hallways and secondary hotel room windows, not dwellings. There is no comparable scheme to comment on. The Policy CC8 20m distance applies to dwellings-to-dwellings (a hotel is proposed). Applicant is perplexed by the request for a plan showing separation distances.
 - 4. The scheme is well considered and has regard to the mass and bulk of the immediate area, as per the DAS and Heritage Impact Assessment.
 - 5. Daylight and Sunlight has been assessed and results are presented. BRE response confirms satisfaction of there being no harm.
 - 6. Design is of a high standard, as per drawings, DAS and Heritage Impact Assessment.
 - 7. Applicant confirms that the CMS will be worked up by the appointed construction team who will, as is best practice, engage with neighbouring landowners.
 - 8. Fife Court is owned by the applicant and loading is a civil matters. Alternative arrangements of deliveries via Friar St are subject to separate discussions with the Council. Delivery and Service Plan to be secured via condition.
 - 9. A Deed of Easement is a civil matter not material to the determination of the planning application.
 - 10. Disappointed at the timing of the letter, the applicant has held several public consultation events and the statutory consultation process has been followed. Consider it now unreasonable for a local neighbour to be requesting consultation on amended drawings and a consultation at this late stage, notwithstanding the applicant does not agree to their view.
- 1.5 The applicant has also made a number of other comments on the Skyline response, summarised as follows:
 - The applicant notes the comments and observations, whilst also considering that the responses are not an objection.
 - It is not appropriate to undertake a formal re-consultation on the application.
 - The applicant has contacted Skyline to discuss their own aspirations and will consider the hallway and secondary windows to the south. Until a scheme comes forward though, "the Applicant has no understanding of their aspirations, nor whether a scheme may even come forward, but is always more than happy to work collaboratively".

- 1.6 Officer comments on the submission by Skyline are provided below (responses correspond with the numbered points above for ease of reference):
 - 1. & 2. Paragraph 6.18 of the main report already responds to Policy CR2f in respect of the impact to sites to the south. Officers are satisfied that the proposed scheme would neither prevent or cause unreasonable burdens.
 - 3. The proposed use is a hotel, which means the 20m distance (Policy CC8) reference by Skyline is not relevant in this instance. Again, officers are satisfied that the proposed scheme would neither prevent nor cause unreasonable burdens on the neighbouring site, predominantly owing to the proposed use and the depth of the separate sites to the south. In respect of a condition seeking obscure glazing, this is not recommended by officers as it is not considered to pass all of the tests of a planning condition (e.g. it is not considered to be necessary due to the hotel use and existing surrounding context, and therefore would not be considered reasonable either).
 - 4. Scale and massing matters are discussed predominantly at paragraphs 6.8 6.12 of the main report. It is reaffirmed that the proposed massing is acceptable in general terms.
 - 5. Please see section 2 of this update report in respect of daylight and sunlight matters.
 - 6. The detailed design components of the scheme are discussed predominantly at paragraphs 6.13 to 6.16 of the main report. It is reaffirmed that officers are satisfied with the proposed materials and overall design quality, with full details of all materials being secured via condition.
 - 7. The applicant's response confirms liaisons with neighbours will be incorporated within the CMS (also see 8 below).
 - 8. The RBC Transport comments (see section 4a of the main report) confirm satisfaction with the approach should servicing be provided via Fife Court (condition 12). A compliance condition is recommended, rather than a condition which requires more details to be submitted and approved, as proposed in the public consultation response. As the applicant has outlined in paragraph 1.4 above, an alternative approach of servicing via Friar St has also been put forward, but this is subject to a separate TRO process, as per paragraph 4.3 of the main report.
 - 9. This is a separate matter between the applicant and nearby landowner, but not a planning consideration.
 - 10. As part of the public consultation on the application, letters were produced to be sent to No's 40, 41-45, 45, 46 and 46b Broad Street on 15/09/2022. Accordingly, the local planning authority has met its statutory public consultation requirements.
- 1.7 Overall, none of the additional public consultation responses raise any new issues which alter the officer conclusions on the application, or the necessity for any reasonable additional conditions.

2. Additional information submitted

2.1 Further to paragraph 2.10 of the main report, the applicant has subsequently submitted the following additional information:

- 138-141, 142-143 & 144 Friar Street, Reading Comments on Planning Submission (Rev A) by Troup Bywaters + Anders dated and received 29/11/2022
- 138-144 and 145-148 Friar Street: TB+A supplementary information in relation to PR6 - Sustainable Design and Construction SPD Section 8.6 Ground-Source and Air-Source Heat Pump by Troup Bywaters + Anders dated and received 01/12/2022
- 138-144 and 145-148 Friar Street: TB+A supplementary information in relation to EE2 Baseline energy demand by Troup Bywaters + Anders dated and received 01/12/2022
- Response to Skyline Capital Investments Non Objection Ref URB-482e-FN30 by Town Planning Bureau, dated and received 01/12/2022
- Email from Town Planning Bureau '138-144 Friar St, Reading (221235) recommended conditions' dated and received 02/12/2022 relating to definition of shell and core works

3. Update on Daylight and Sunlight matters

- 3.1 Further to section 4u and paragraph 6.24 of the main report, BRE (independent reviewers of daylight and sunlight information on behalf of the local planning authority) has now provided a follow up response. BRE has advised that the additional analysis provided for 46 Broad Street and 8-9 Union Street appears reasonable and suggests that the BRE guidelines would be met. BRE confirms that there would not be a significant loss of daylight to these properties.
- 3.2 Officers therefore advise that whilst it is acknowledged that there would be a reduction in present levels of daylight to the above properties, this would not be at a significant enough level to breach the BRE guidelines. Accordingly, the proposals have now satisfactorily demonstrated that they will be appropriate in daylight and sunlight terms.

4. Update on Sustainability and Energy matters

- 4.1 Section 4t and paragraph 6.30 of the main report advised that Hoare Lea, the LPA's independent reviewers on sustainability and energy matters, were still in the process of assessing and clarifying various points in terms of the appropriateness of these components of the scheme. Additional information was submitted on 29/11/2022 and, following a meeting on 30/11/22 some further information was then submitted on 01/12/22 (as detailed within section 2 above). Following further assessment of all information submitted by the applicant Hoare Lea has now been able to confirm to officers' satisfaction that the proposals respond to the RBC policy requirements.
- 4.2 In particular, following the submission of information during the course of the application, the applicant has submitted sufficient information to demonstrate how the proposal would achieve the overall BREEAM Excellent rating which is targeted. The pre-assessment provided to demonstrate this aligns with the application stage requirements, with planning conditions then being recommended to be secured to ensure that the application achieves this in practice. In reality, this comprises two separate conditions, the first relating to the submission of an Interim BREEAM Certificate (demonstrating an Excellent rating is achieved) at effectively the final design stage (so the trigger point for submission is pre-commencement, barring demolition). The second condition is a pre-occupation (of the

proposed hotel) submission of a Final BREEAM Certificate demonstrating that the development has attained as a minimum the standard set out in the Interim BREEAM Certificate (the first condition). These conditions are necessary to ensure the development is carried out in accordance with sustainable building standards, adhering to both Policy CC2 and the guidance within the Sustainable Design and Construction SPD. These conditions are therefore duly added to the Recommendation above.

- 4.3 In terms of the energy strategy, the energy efficiency of the proposed building is shown to pass Part L of the Building Regulations and presents a 54% energy saving over the baseline building. In terms of the total estimated reduction in the development's baseline carbon and/or energy emissions, the scheme achieves an 84% reduction in carbon emissions when calculated against Part L 2013 and also including SAP 10 carbon factors. When this calculation is made with Part L 2013 carbon factors as per Building Regulations the reduction is calculated as 68%. The various decentralised energy options have, following the submission of additional information during the application, been shown to have considered to the satisfaction of Hoare Lea. Sufficient evidence has been submitted to evidence that the combination of air source heat pumps (with sufficient evidence as to why these are provided over ground source heat pumps has been provided) and photovoltaics are appropriate in this instance. In addition, the scheme has been designed to be compatible with a future district heating network, with provision made for the heat pumps to work with a water-based energy source in the future (i.e. using latent heat in a nearby watercourse).
- 4.4 Overall, Hoare Lea are satisfied that the proposals are policy compliant. Officers consider it to be necessary and reasonable for a compliance condition to be secured for the development to be carried out in accordance with the energy measures and carbon reductions achieved in the Energy Statement documentation submitted. This condition is duly added to the Recommendation above.

5. Update in relation to pre-commencement conditions

- Paragraph 6.36 of the main report specified that the exact wording of the pre-commencement conditions would be sought to be agreed with the applicant. As means of an update, it is confirmed that pre-commencement conditions 6, 9, 19 and 20 were agreed with the applicant on 29/11/2022.
- 5.2 With regard to pre-commencement condition 5 (contract for redevelopment details submitted/approved prior to demolition), after discussions with the applicant it is has subsequently been agreed that the 'works of redevelopment' are clarified as up to an including at least the demolition and the proposed 'shell and core' stages of the build. The shell and core stages are clarified as ensuring that the proposed building is weather-tight and produces the final external appearance of the intended building, with the applicant also clarifying that this will include "all new substructure, superstructure (structural frame), new floors, internal loading bearing walls/frame, staircases and full building envelope works (external cladding, windows, external doors, roof) and elements of external site works".
- 5.3 The reason for discussion was owing to concern from the applicant that this condition required a contract to be agreed/completed/submitted/approved

for the entire completion of the redevelopment prior to any demolition beginning. The applicant explained that contracts would be anticipated to be divided up into separate demolition, shell and core and fit-out stages, with the fit-out contract only likely to be signed 18 months subsequent to the others. On balance, officers consider that the reason for the condition, as explained in paragraph 6.7 of the main report, is not diluted by the additional wording now sought to be incorporated and that this strikes an appropriate balance between the practical requirements of the applicant and the reason for the condition. Accordingly, the Recommendation at the outset of this update report includes additional wording in relation to condition 5, together with an informative defining shell and core works.

6. Updated conclusion, including the overall planning balance

- 6.1 Section 7 of the main report included a number of caveats owing to some matters not being fully resolved at that time. In light of the updates specified in this report, and also being mindful of the additional public consultation responses received, a final conclusion and overall planning balance can now be made. Accordingly, section 7 of the main report is updated in full as follows:
- 6.2 The planning application is required to be determined in accordance with the development plan unless material considerations indicate otherwise, as per Section 38(6) of the Planning and Compulsory Purchase Act 2004.
- 6.3 As such, the harmful impacts of the development need to be weighed against the benefits. Based on the main and update report assessments harmful impacts include the less than significant harm caused to the locally listed Bugle Public House, the less than substantial harm to the setting of nearby listed buildings and the lack of soft landscaping included within the scheme.
- 6.4 The harmful impacts of the development are required to be weighed with the benefits of the proposals. The applicant has put forward a series of planning benefits, the majority of which are summarised below:
 - Visual improvement to Friar Street with enhanced frontages and a high quality design.
 - Introduction of a hotel use which provides visitor accommodation and supports the needs of, and attracting, working professionals and visitors to Reading, as well as assisting in remedying an identified under-provision.
 - 4* hotel accommodation with 163 bedrooms, all of which will benefit from windows, mechanical ventilation, generous sizing, five bedrooms at ground floor, all floors are accessible by two separate lifts and level thresholds and 7 units will be specially designed as accessible rooms.
 - Significant investment in the town centre which includes the associated local economy boost as a consequence of constructing the building.
 - Job creation during operation, referenced in the planning statement to be 50 direct jobs. Furthermore, the proposals would create secondary and tertiary employment, with visitors making use of the town centre amenities or visiting for business.
 - Provision of a town centre destination that will attract visitors, shoppers and workers to this part of the town centre, enhancing the activity, vitality and viability of this part of the centre.

- Sustaining The Bugle and creating a catalyst for the further regeneration of Friar Street and the local town centre environment, playing an important role in the post-Covid19 recovery of the town centre.
- Car free development, promoting more sustainable forms of transport such as cycling and walking
- Create and inviting environment that provides sufficient security and deters crime.
- Provides significant enhancements to Fife Court in comparison with existing.
- 6.5 Officers acknowledge the applicant has presented a range of planning benefits which when combined result in the scheme being one which will be a welcome addition to the town centre in multiple respects.
- 6.6 In conclusion officers therefore consider that the conflicts with the development plan are significantly outweighed by the benefits of the proposals in this instance. Returning to test 1 of Policy EN4, as referenced at section 6ii) of this report, it is concluded that it has been demonstrated that the benefits of the development significantly outweigh the harm to The Bugle's significance. It is also confirmed that officers have applied a suitable planning balance when reaching this conclusion. A similar conclusion is also reached in relation to paragraph 202 of the NPPF, where the public benefits of the scheme are considered to outweigh the less than substantial harm caused to the setting of nearby listed buildings.
- 6.7 Accordingly, the proposals are considered to be acceptable within the context of national and local planning policies, as detailed in the appraisal of the main and update reports. As such, full planning permission is recommended for approval, subject to the recommended conditions (as per the main report and update report) and completion of the \$106 Legal Agreement.

Case Officer: Jonathan Markwell

BY THE EXECUTIVE DIRECTOR FOR ECONOMIC GROWTH & NEIGHBOURHOOD SERVICES READING BOROUGH COUNCIL ITEM NO.

PLANNING APPLICATIONS COMMITTEE: 7 December 2022

Ward: Abbey

App No.: 221520/LBC

Address: Various locations, central Reading

Proposal: Listed Building Consent for works including repairs and cleaning to Zinzan Chest

Tomb, Jubilee Cross, Simeon Monument and Victoria Statue

Applicant: Reading Borough Council

Deadline: 29/12/2022

RECOMMENDATION:

As per the recommendation in the main agenda Committee report, subject to the following change:

Condition 2 - amended to "Materials to match or as specified"

Subject to no substantive objections being received at the expiry of the consultation period of the application being advertised in the Local Press by 8 December, delegate to the Assistant Director of Planning, Transport & Public Protection Services

to GRANT Listed Building Consent.

1. ADDITIONAL INFORMATION REGARDING MATERIALS

- 1.1 Since the publication of the main agenda report, additional materials information specifications and further detail has been added to the Schedule of proposed works.
- 1.2 The materials to be approved condition is proposed to be amended to Materials to match or as specified.
- 1.3 The Conservation and URBAN Design Officer has no objections to the material specifications proposed, with a requirement that no concrete mortar be used.

2. WORDING AMENDMENTS ON JUBILEE CROSS

2.1 The proposed wording to be inscribed on the Jubilee Cross has been amended to 'by which the improvements in St Mary's Butts were...' rather than '...by which the monuments in St Mary's Butts were...' following the submission of additional historic information provided by CAAC.

3. MATTERS MADE IN REPRESENTATION

- 3.1 Historic England have confirmed that it is not necessary to consult them for the proposed works.
- 3.2 CAAC and the Reading Civic Society have no objections to the proposed works.

3.3 Observations were made however on the location of the food market vendors in relation to the Simeon monument, and potential for damage caused by cooking fumes. The RBC licensing team and RBC Environmental Protection team have been informed of the concerns about the proximity of food vendors to the Simeon Monument and will be investigating the comments made.

4 CONCLUSION

4.1 The recommendation remains as set out in the December 2022 main agenda Committee report and does not impact the conclusions reached, subject to the amended condition as detailed within this update report.

Case Officer: Nathalie Weekes

1) Zinzan Chest Tomb



3) Simeon Monument



2) Jubilee Cross



4 Queen Victoria Statue





BY THE EXECUTIVE DIRECTOR FOR ECONOMIC GROWTH AND NEIGHBOURHOOD SERVICES READING BOROUGH COUNCIL ITEM NO.

PLANNING APPLICATIONS COMMITTEE: 7 December 2022

Page:

Ward: Abbey

App No.: 220856/REG3

Address: Former Family Centre North Street, Reading

Proposal: Development of 37 new affordable dwellings including vehicular, cycle and pedestrian access, parking and hard and soft landscaping as an amended scheme to the extant scheme for 41 dwellings under planning permission 191659

Applicant: Reading Borough Council

Deadline: Extension of time agreed until 23 December 2022

RECOMMENDATION:

As per the recommendation in the main agenda Committee report.

1. Additional information regarding Sustainability

1.1 Since the publication of the main agenda report, the Council's Sustainability Manager has provided the following comments in respect of the proposals:

The proposals would result in "obvious improved fabric, heat pumps and additional PV. However, we would like to see future proofed by at least making heat network connectable (underfloor heating best running together is connected risers etc to allow future connection). Individual ASHPs do not lend to that typically...ground source should be first priority".

- 1.2 The applicant has acknowledged the above and it is a consideration for all Reading Borough Council housing projects. In this specific instance, however, the project had already been designed and initial sustainability measures considered acceptable under application 191659. Given that the scheme is under construction and largely built out, it was not possible to add ground source heat pumps or provide connections to a future district heating system at this stage. Nevertheless, and as discussed in the main agenda report, the proposals are considered to represent a significant upgrade in terms of the sustainability benefits to be provided over and above that already consented.
- 1.3 The Sustainability Manager advises of a factual error in the main agenda report at paragraph 6.2, which states that there will be a ban on installing gas boilers in new homes from 2025. It is clarified that boilers will not be 'banned', but rather that this is when full Future Homes Standards, a set of standards from 2025 to ensure new homes provide less carbon emissions, come into effect, the use of boilers will become very challenging and this would indicate in favour installing heat pumps and other sustainability measures such as that proposed under this application.

4. Conclusion

4.1 The recommendation remains as set out in the December 2022 main agenda Committee report. The proposal results in an improvement in energy/sustainability within this development and the overall planning balance in the main report remains unaltered. Whilst the comments of the Sustainability Manager regarding connections to the district heating network are noted, unfortunately, in this instance the progress with the build means this cannot be installed retrospectively.

Case Officer: Ethne Humphreys

BY THE EXECUTIVE DIRECTOR FOR ECONOMIC GROWTH AND NEIGHBOURHOOD SERVICES READING BOROUGH COUNCIL ITEM NO. 13

PLANNING APPLICATIONS COMMITTEE: 7th December 2022

Ward: Katesgrove App No.: 220258/FUL

Address: 220 Elgar Road South, Reading

Proposal: Residential redevelopment comprising demolition of existing single storey building and erection of 16 dwellings together with associated works (re-submission of application

210526)

Applicant: Maxika Homes

Major Application: 13-week target decision date: 24th May 2022

Extension of time: 27th January 2023

Planning guarantee 26-week date: 23rd August 2023

RECOMMENDATION

As within the main report.

1. ADDITIONAL INFORMATION

- 1.1 The nearest open space is Waterloo Meadows an urban park situated alongside the River Kennet. The route from the application site is shown with the red line on the plan below, and this is within a walking distance of 190m.
- 1.2 Waterloo Meadows comprises cycling, play area, pitch, basketball and a BMX track as well as riverbanks, meadows and woodland. The recommended leisure contribution would be used to enhance the existing provision.



1.3 The recommendation remains as within the original committee report.

Case Officer: Alison Amoah

