

To: Councillor Maskell (Chair)
Councillors Rowland, Brock, Emberson,
Gavin, Hopper, McEwan, Page, Robinson,
DP Singh, Vickers, J Williams and
R Williams

Direct ☎ : (0118) 9372303

2 October 2018

Your contact is: **Simon Hill (Committee Services) simon.hill@reading.gov.uk**

NOTICE OF MEETING - PLANNING APPLICATIONS COMMITTEE 10 OCTOBER 2018

A meeting of the Planning Applications Committee will be held on Wednesday, 10 October 2018 at 6.30 pm in the Council Chamber, Civic Offices, Bridge Street, Reading RG1 2LU. The Agenda for the meeting is set out below.

AGENDA	ACTION	WARDS AFFECTED	PAGE NO
<u>KEY TO CODING OF PLANNING APPLICATIONS</u>			
1. MINUTES	-		9 - 18
2. DECLARATIONS OF INTEREST	-		
3. QUESTIONS	-		
4. POTENTIAL SITE VISITS FOR Decision COMMITTEE ITEMS			19 - 22
5. PLANNING APPEALS	Information		23 - 32
6. APPLICATIONS FOR PRIOR APPROVAL	Information		33 - 42
7. PROPOSED WORKS TO TREES IN AND ADJACENT TO ST MARYS CHURCHYARD, ST MARYS BUTTS	Decision	ABBEY	43 - 46
8. PROPOSED WORK TO ONE PLANE TREE AT WEST FRYERNE, PARKSIDE ROAD	Decision	MINSTER	47 - 50

CIVIC OFFICES EMERGENCY EVACUATION: *If an alarm sounds, leave by the nearest fire exit quickly and calmly and assemble on the corner of Bridge Street and Fobney Street. You will be advised when it is safe to re-enter the building.*

9.	181606 - CENTRAL POOL, BATTLE STREET	SWIMMING	Decision	ABBEY	51 - 64
	Proposal	Application for prior notification of proposed demolition of Central Swimming Pool down to ground level.			
	Recommendation	Prior Approval Notification - Approval			
10.	180863 & 180864 - 1-2 MARKET PLACE	1-2 MARKET	Decision	ABBEY	65 - 88
	Proposal	Change of use from bank (Use Class A2) and offices (Use Class B1a), to a food hall with bars (Use Class A3/A4) at ground floor level, 24 guest hotel bedrooms (Use Class C1) at 1st and 2nd floor levels and bar (A4 Use Class)at third floor level with alterations to create roof top terrace			
	Recommendation	Permitted subject to Legal Agreement			
	Proposal	Listed building consent for internal and external alterations associated with the proposed change of use from bank (Use Class A2) and offices (Use Class B1a), to a food hall with bars (Use Class A3/A4) at ground floor level, 24 guest hotel bedrooms (Use Class C1) at 1st and 2nd floor levels and bar (A4 Use Class)at third floor level with alterations to create roof top terrace (planning application ref. 180863)			
	Recommendation	Application Permitted			
11.	180909 - CLARENDON HOUSE, 59-75 QUEENS ROAD	CLARENDON HOUSE, 59-75	Decision	ABBEY	89 - 136
	Proposal	One storey roof extension, part six, part nine storey side/rear extension and mews houses providing 43 new residential units together with associated services enclosures, parking, and landscaping (amended description)			
	Recommendation	Permitted subject to Legal Agreement			
12.	181296 & 181297 - 17-27 VICTORIA STREET	17-27 QUEEN	Decision	ABBEY	137 - 162
	Proposal	Proposed change of use of first, second and third floor from office use (B1a) to serviced apartment use (use class C1) comprising 15 x 1 bed units and 4 x 2 bed units			
	Recommendation	Permitted subject to Legal Agreement			
	Proposal	Minor internal and external alterations associated with the proposed change of use of first, second and third floor from office to serviced apartment use (use class C1) comprising 15 x 1 bed units and 4 x 2 bed units			
	Recommendation	Application Permitted			
13.	181465 - 85 BEDFORD ROAD	85 BEDFORD ROAD	Decision	ABBEY	163 - 178
	Proposal	Non material amendments to planning permission 161768 (Conversion of existing building into 2 flats) including various fenestration alterations, provision of rooflights in north and west roofslopes, retain the Bedford Road elevation entrance door and build a boundary wall on the Bedford Road frontage.			
	Recommendation	Application Refused			
14.	171238 - JACKSONS CORNER, 1-9 KINGS ROAD	JACKSONS CORNER, 1-9	Decision	ABBEY	179 - 292

- Proposal** Preservation of the building frontage to 1-9 King's Road (insertion of 3 new windows); retention and enlargement of commercial space (ground floor and basement levels) and conversion of upper floors to 18 residential units. Demolition of commercial ancillary accommodation to rear and construction of new 5 storey residential block of 15 units plus creation of central courtyard, as permitted by application 160849 but without complying with conditions 2, 15, 18, 23, 25, and 27, incorporating minor internal layout and external changes to the approved scheme.
- Recommendation** Agree a variation of the Legal Agreement
15. 181365 - 31 WINDERMERE ROAD Decision CHURCH 293 - 302
- Proposal** Revised proposals for the part single and part double storey side and rear extensions to existing dwelling. (Resubmission of 180784)
- Recommendation** Application Permitted
16. 180418 - 199 HENLEY ROAD, Decision PEPPARD 303 - 330
CAVERSHAM
- Proposal** Outline application for the demolition of nos 199-203 Henley Road and erection of 42 dwellings at 199-203 Henley Road and to the rear of 205-207 Henley Road with associated access from Henley Road (considering access, appearance, layout and scale).
- Recommendation** Permitted subject to Legal Agreement
17. 180683 - LAND ADJACENT, 300 Decision REDLANDS 331 - 352
KINGS ROAD
- Proposal** Construction of a part five part three storey building of 14 residential apartments (C3) and associated under croft car parking
- Recommendation** Permitted subject to Legal Agreement
18. EXCLUSION OF THE PRESS AND Decision
PUBLIC
- 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.”
19. PLANNING ENFORCEMENT Decision BOROUGHWIDE 353 - 360
QUARTERLY UPDATE

WEBCASTING NOTICE

Please note that this meeting may be filmed for live and/or subsequent broadcast via the Council's website. At the start of the meeting the Chair will confirm if all or part of the meeting is being filmed. You should be aware that the Council is a Data Controller under the Data Protection Act. Data collected during a webcast will be retained in accordance with the Council's published policy.

Members of the public seated in the public gallery will not ordinarily be filmed by the automated camera system. However, please be aware that by moving forward of the pillar, or in the unlikely event of a technical malfunction or other unforeseen circumstances, your image may be captured.

Therefore, by entering the meeting room, you are consenting to being filmed and to the possible use of those images and sound recordings for webcasting and/or training purposes.

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.

1. Planning application reference numbers are made up of 2 parts.
 - 1.1 The number begins with the year e.g. 18
 - 1.2 This is followed by a consecutive number, showing what number the application is in any year (e.g. 180128).
2. The following is a key to existing officers with their direct dial telephone numbers.

GF1	-	Giorgio Framalico	9372604
KAR	-	Kiaran Roughan	9374530
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
CD3	-	Connie Davies	9372413

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
A1 Shops	Class I	<ul style="list-style-type: none"> Shops, retail warehouses, hairdressers, undertakers, travel and ticket agencies, post offices, dry cleaners, internet cafes, etc. Pet shops, cat-meat shops, tripe shops, sandwich bars Showrooms, domestic hire shops, funeral directors 	No permitted changes
A2 Financial and Professional Services	Class II	<ul style="list-style-type: none"> Banks, building societies, estate and employment agencies Professional and financial services, betting offices 	Permitted change to A1 <i>where a ground floor display window exists</i>
A3 Restaurants and Cafes		Restaurants, snack bars, cafes	Permitted change to A1 or A2
A4 Drinking Establishments		Pubs and bars	Permitted change to A1. A2 or A3
A5 Hot Food Take-Aways		Take-Aways	Permitted change to A1, A2 or A3
Sui Generis		Shops selling and/or displaying motor vehicles, retail warehouse clubs, laundrettes, taxi or vehicle hire businesses, amusement centres, petrol filling stations	No permitted change
B1 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>
B2 General industry	Class IV-IX	General industry	Permitted change to B1 or B8 <i>B8 limited to no more than 235m</i>
B8 Storage or Distribution	Class X	Wholesale warehouse, distribution centres, repositories	Permitted change to B1 <i>where no more than 235m</i>
Sui Generis		Any work registrable under the Alkali, etc. Works Regulation Act, 1906	No permitted change
C1 Hotels	Class XI	Hotels, boarding and guest houses	No permitted change
C2 Residential Institutions	Class XII Class XIV	<ul style="list-style-type: none"> Residential schools and colleges Hospitals and convalescent/nursing homes 	No permitted change
C2A 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
C3 Dwelling houses		<ul style="list-style-type: none"> Single occupancy or single households (in the family sense); No more than six residents living as a single household where care is provided; 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. 	Permitted to change to C4
C4 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
Sui Generis		<ul style="list-style-type: none"> House in multiple occupation with more than six residents Hostel 	No permitted change

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

This page is intentionally left blank

Present: Councillor Maskell (Chair);

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

Apologies: Councillor Brock and Hopper.

RESOLVED ITEMS

19. MINUTES

The Minutes of the meeting held on 18 July 2018 were agreed as a correct record and signed by the Chair.

20. QUESTION

The following question was asked by Peter Burt:

Statement of Community Involvement

- a) By which date is the Council lawfully required to update its Statement of Community Involvement?
- b) By which date does the Council expect to have formally agreed a new Statement of Community Involvement?
- c) How does the Council intend to use the opportunity of preparing a new Statement of Community Involvement to increase ways in which members of the public can participate in Council decision-making?

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

- a) *By which date is the Council lawfully required to update its Statement of Community Involvement?*

Under Regulation 10A of the Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended 2017), a local planning authority must review a statement of community involvement within five years of the date of adoption of the SCI. For Reading, this will mean completion of a review by 25th March 2019.

- b) *By which date does the Council expect to have formally agreed a new Statement of Community Involvement?*

The Council does not currently have a timetable in place for preparing and adopting a new Statement of Community Involvement. The main purpose of the existing Statement of Community Involvement, adopted in 2014, was to set out expectations for community involvement to inform the production of the Local Plan. The Local Plan examination hearings begin on 25th September, and it is therefore logical to review the SCI and consider the need for changes once that examination process is complete.

c) *How does the Council intend to use the opportunity of preparing a new Statement of Community Involvement to increase ways in which members of the public can participate in Council decision-making?*

This will be a matter for consideration as part of preparing any new Statement of Community Involvement.

21. 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 -

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 accompanied site visit:

181296/FUL & 181297/LBC - 17-27 QUEEN VICTORIA STREET

Proposed change of use of first, second and third floor from office use (B1a) to serviced apartment use (use class C1) comprising 15 x 1 bed units and 4 x 2 bed units.

22. 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 five 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 five 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

The Director of Environment and Neighbourhood Services submitted a report on the following appeal decisions in Appendix 3:

170251/FUL - CITY WALL HOUSE, 26 WEST STREET

Change of use of fourth and fifth floors from C1 (hotel) to 10 no. C3 (residential) apartments with minor internal alterations.

Written representations.

Appeal allowed, subject to a S106 unilateral undertaking and conditions.

170176 - CAVERSHAM LAWN TENNIS CLUB, QUEENSBOROUGH DRIVE, CAVERSHAM

Erection of 9 no. floodlighting columns (6.7 metres high) supporting 10 no. luminaires (HiLux Match LED Gen 3) with LED lamps (overall height 7.0 metres) to provide lighting to Courts 3 and 4 for Recreational Tennis (BS12193-2007 Class III).

Written representations.

Appeal dismissed.

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;
- (3) That the report on the appeal decisions set out in Appendix 3 be noted.

23. APPLICATIONS FOR PRIOR APPROVAL

The Director of Environment and Neighbourhood Services submitted a report giving details in Table 1 of ten pending prior approval applications, and in Table 2 of eight applications for prior approval decided between 6 July and 22 August 2018.

Resolved - That the report be noted.

24. OBJECTION TO A TREE PRESERVATION ORDER AT 41 & 43 CONISBORO AVENUE, CAVERSHAM

The Director of Environment and Neighbourhood Services submitted a report on an objection to Tree Preservation Order (TPO) No. 1/18 relating to 41 & 43 Conisboro Avenue, Caversham. A copy of the TPO plan was attached to the report at Appendix 1.

The report explained that, following receipt of a planning application at 43 Conisboro Avenue, officers had assessed the proposals in relation to trees. Due to the potential harm to trees of high amenity value, a TPO had been served on 1 May 2018 to ensure retention of those trees. Further trees of amenity value had also been included in the neighbouring property at 41 Conisboro Avenue due to the potential harm from the planning proposals, and also an additional tree in the rear garden.

An objection to the TPO had been made by the residents of 41 Conisboro Avenue, details of which were set out in the report, along with officers' comments on the objection.

That report concluded that it was considered that the TPO should be confirmed with the inclusion of all trees shown at No. 41, with the exception of T3 (Yew), and with a slight amendment to the trunk location of T1. The report stated that,

during a site visit following the service of the TPO, officers had identified issues with one of the pines in G1 at No. 43 and, due to the impact of these issues on the health and condition of the tree, it was therefore recommended to omit that pine from G1, with all other trees at No. 43 being retained in the TPO.

Resolved -

That the Tree Preservation Order be confirmed with the omission of T3 (Yew), amendment to the trunk location of T1 (Sycamore) at 41 Conisboro Avenue and the omission of the southern-most pine from G1 at 43 Conisboro Avenue.

25. REVISED NATIONAL PLANNING POLICY FRAMEWORK

The Director of Environment and Neighbourhood Services submitted a report on the new Revised National Planning Policy Framework (NPPF) which had been published in July 2018.

A report on the draft revisions, published on 9 March 2018, to the original (2012) NPPF had been presented to Planning Applications Committee on 25 April 2018 (Minute 79 refers) and the Committee had resolved to submit a number of representations on the draft Revised NPPF. The new Revised National Planning Policy Framework (NPPF) had been published in July 2018.

A number of other related documents had been published at the same time as the draft Revised NPPF, a number of which had also now been published in their final form. A Housing delivery test measurement rule book had been published along with various updated planning practice guidance, including new guidance on viability and housing and economic development needs assessments.

The report outlined the main changes made to the draft Revised NPPF and the other related documents as a result of the consultation undertaken by the Ministry of Housing, Communities and Local Government (MHCLG). It detailed changes against the areas on which the Council had made representations as part of the consultation on the draft Revised NPPF.

Resolved -

That the publication of the Revised NPPF and related documents published by MHCLG in July 2018 be noted.

26. 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:

180895/FUL - 10 PORTMAN ROAD

Change of use of ground floor from general industrial (Class B2) to funeral care centre (Class Sui Generis) with associated internal and elevational alterations.

Granted as recommended.

Conditional planning permission and informatives as recommended.

Comments received and considered.

181412/LBC - BATTLE LIBRARY, 420 OXFORD ROAD

To site a bookdrop outside the building to allow return of books outside library opening hours.

That the Head of Planning, Development and Regulatory Services be authorised to grant as recommended, subject to no substantive objections being received during the consultation period.

Conditional consent and informatives as recommended.

Comments received and considered.

181413/LBC - CAVERSHAM LIBRARY, CHURCH STREET, CAVERSHAM

Siting of external bookdrop facility to allow return of library books outside of opening hours.

That the Head of Planning, Development and Regulatory Services be authorised to grant as recommended, subject to no substantive objections being received during the consultation period.

Conditional consent and informatives as recommended.

Comments received and considered.

180869/VARIAT - HILLS MEADOW CAR PARK, GEORGE STREET

Proposed development of un-used land adjacent to Hills Meadow Car Park to provide a hand carwash and valeting operation with associated public toilet facilities, refreshment servery, and waiting area without complying with Condition 2 of planning permission 141841 (temporary three year permission). This application seeks a further five year temporary permission [amended description].

An update report was tabled at the meeting which stated that a satisfactory mitigating landscaping scheme had been received, gave an update on payment of monies for the RUAP contribution for permission 14181 and set out further comment on the suggested time period for the temporary permission. The recommendation had been amended accordingly.

Temporary planning permission for a further five years granted as recommended in the update report.

Conditional approval and informatives as recommended in the original report and as amended by the update report.

Comments received and considered.

181071/FUL - 91 WAVERLEY ROAD

First floor rear extension over existing single storey.

Granted as recommended.

Conditional planning permission and informatives as recommended.

Comments received and considered.

(Councillor Gavin declared a pecuniary interest in this item, left the meeting and took no part in the debate or decision. Nature of interest: Councillor Gavin was the applicant.)

- (2) That consideration of the following application be **deferred** for the reason indicated:

180418/OUT - 199-207 HENLEY ROAD, CAVERSHAM

Outline application for the demolition of nos 199-203 Henley Road and erection of 42 dwellings at 199-203 Henley Road and to the rear of 205-207 Henley Road with associated access from Henley Road (considering access, appearance, layout and scale).

Deferred for further information on affordable housing viability.

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

180319/FUL - BATTLE HOSPITAL SITE, PORTMAN ROAD

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

Further to Minute 16 of the meeting held on 18 July 2018, when the application had been approved subject to the satisfactory completion of a Section 106 legal agreement, the report set out proposed changes to some of the triggers within the Heads of Terms for the Section 106 legal agreement.

The issue of planning permission to be dependent on the completion of a Section 106 legal agreement by 28 September 2018 (unless a later date be agreed by the Head of Planning, Development and Regulatory Services), to secure the amended 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.

180820/FUL - LAND BETWEEN 10-20 GLOUCESTER COURT

The erection of a new dwelling comprising 3 bedrooms, front and rear gardens and 2 car parking spaces and retention of 2 car parking spaces for local residents.

An update report was tabled at the meeting which gave an update on the affordable housing contribution and amended the recommendation accordingly.

The issue of planning permission to be dependent on the completion of a Section 106 legal agreement by 28 September 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 update 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 update report.

Comments and objections received and considered.

180798/REG3 - LAND ADJACENT TO 94 GEORGE STREET

Erection of a two-storey (and roofspace accommodation) building comprising 4 (2x1 & 2x2-bed) residential units (Class C3) with associated bin and cycle storage, landscaping and associated works.

The issue of planning permission to be dependent on the completion of a unilateral undertaking by 19 September 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.

- (4) That the Health & Safety Executive (HSE) be given notice that the Local Planning Authority was minded to approve the following application, allowing 21 days from that notice for HSE to consider whether to request that the Secretary of State for Housing, Communities and Local Government call in the application for his own determination, in accordance with paragraph 72 of the Planning Practice Guidance on Hazardous Substances - Handling Development Proposals Around Hazardous Installations:

180698/FUL - 448A BASINGSTOKE ROAD

Change of Use of 448a Basingstoke Road to a mixed B1 (a) (1735sqm including 72sqm of new mezzanine) /A3 (128sqm) /D1 (724sqm) use, with glazing to replace

roller door (amended)

An update report was tabled at the meeting that proposed an amendment to the Heads of Terms for off-site parking provision. The recommendation had been amended accordingly. It was also reported at the meeting that the D1 use was 724sqm, not 1724sqm as originally shown in the application description.

That the Head of Planning, Development and Regulatory Services be authorised to grant permission in the event that:

- i) The HSE decided not to request the Secretary of State to call in the application for determination; or
- ii) The period in which the HSE may respond under paragraph 72 of the Planning Practice Guidance on Hazardous Substances - Handling Development Proposals Around Hazardous Installations expired.

The issue of planning permission to be dependent on the completion of a Section 106 legal agreement by 25 October 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, as amended by the update 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.

Comments and objections received and considered.

Councillor McKenna attended the meeting and addressed the Committee on this application.

- (5) That the following **observations** be made to the statutory body in question in respect of the under-mentioned proposal referred to the Council for consultation purposes:

180855/ADJ - LAND ADJACENT TO HIGHDOWN AVENUE, EMMER GREEN

Outline application to establish the principle for use of the site for Class C3 Residential occupation; means of access from Highdown Hill and density of Class C3 residential to be determined under this application.

An update report was tabled at the meeting that gave details of additional consultation responses received from the Council's Ecology Consultant. The recommendation had been updated accordingly.

That South Oxfordshire District Council be informed that Reading Borough Council objected to the application on the grounds set out in the original report, with reasons for objection e) and f) amended as set out in the update report.

That, if South Oxfordshire District Council was minded to approve the application, it should work jointly with Reading Borough Council to identify infrastructure pressures in the local area and direct new provision accordingly.

That South Oxfordshire District Council be sent a copy of the report and all comments received for their information and use.

(The meeting started at 6.30 pm and closed at 7.35 pm).

This page is intentionally left blank

READING BOROUGH COUNCIL

REPORT BY DIRECTOR OF ENVIRONMENT & NEIGHBOURHOOD SERVICES

TO:	PLANNING APPLICATIONS COMMITTEE		
DATE:	10 OCTOBER 2018	AGENDA ITEM:	4
TITLE:	POTENTIAL SITE VISITS FOR COMMITTEE ITEMS		
SERVICE:	PLANNING	WARDS:	BOROUGH WIDE
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 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.

This page is intentionally left blank

READING BOROUGH COUNCIL

REPORT BY DIRECTOR OF ENVIRONMENT & NEIGHBOURHOOD SERVICES

TO:	PLANNING APPLICATIONS COMMITTEE		
DATE:	10 OCTOBER 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: BATTLE
APPEAL NO: APP/E0345/W/18/3200081
CASE NO: 171719
ADDRESS: 39 Brunswick Hill
PROPOSAL: Erection of part two/part three storey building containing 10 no. apartments with parking at rear following demolition of existing buildings.
CASE OFFICER: Richard Eatough
METHOD: Written Representation
APPEAL TYPE: Refuse Planning Permission
APPEAL LODGED: 24th August 2018

WARD: CHURCH
APPEAL NO: APP/E0345/W/18/3209702
CASE NO: 172045
ADDRESS: St Patrick's Hall, 20 Northcourt Ave
PROPOSAL: Construction of 836 new student bedrooms, a cafeteria/bar, bin and bike stores, sub-station and energy centre, together with a new access link and landscaping. Demolition of the existing student accommodation block at New Court, the SETS building, the warden's house, no. 4 Sherfield Drive, the reception and common room, (resubmission of application ref. 161182) (amended description).
CASE OFFICER: Stephen Vigar
METHOD: PUBLIC INQUIRY
APPEAL TYPE: Refuse Planning Permission
APPEAL LODGED: 6th September 2018

WARD: BATTLE
APPEAL NO: APP/E0345/W/18/3209745
CASE NO: 180017
ADDRESS: 109 Sherwood Street
PROPOSAL: Replacement of lock up garage with two storey side extension
CASE OFFICER: Claire Ringwood
METHOD: Written Representation
APPEAL TYPE: Refuse Planning Permission
APPEAL LODGED: 17th September 2018

WARD: ABBEY
APPEAL NO: APP/E0345/W/18/3208790
CASE NO: 180740
ADDRESS: 9 Vachel Road
PROPOSAL: Conversion of existing building from single dwellinghouse to
3 x 1 bed and 1 x 2 bed apartments
CASE OFFICER: Matthew Burns
METHOD: Written Representation
APPEAL TYPE: Refuse Planning Permission
APPEAL LODGED: 17th September 2018

WARD: SOUTHCOTE
APPEAL NO: APP/E0345/W/18/3208891
ADDRESS: 1 Kenilworth Ave
PROPOSAL: Erection of 1no. four bedroom detached dwelling
CASE OFFICER: Stephen Vigar
METHOD: Written Representation
APPEAL TYPE: Refuse Planning Permission
APPEAL LODGED: 14th September 2018

WARD: BATTLE
APPEAL NO: APP/E0345/W/18/3204403
ADDRESS: 2 Connaught Close
PROPOSAL: Demolition of existing property and erection of 4 houses (2x3
bed and 2x4 bed)
CASE OFFICER: Claire Ringwood
METHOD: Written Representation
APPEAL TYPE: Refuse Planning Permission
APPEAL LODGED: 14th September 2018

WARD: THAMES
APPEAL NO: APP/E0345/W/18/3210325
ADDRESS: 2 Wrenfield Drive
PROPOSAL: Proposed residential development of a one and half storey
two bedroom dwelling with associated hard and soft
landscaping.
CASE OFFICER: Ethne Humphreys
METHOD: Written Representation
APPEAL TYPE: Refuse Planning Permission
APPEAL LODGED: 18th September 2018

WARD: SOUTHCOTE
APPEAL NO: APP/E0345/D/18/3211825
ADDRESS: 15a Southcote Lane
PROPOSAL: Roof alteration to facilitate additional rooms at second floor
CASE OFFICER: Tom Hughes
METHOD: Written Representation
APPEAL TYPE: Householder appeal
APPEAL LODGED: 18th September 2018

WARD: CAVERSHAM
APPEAL NO: APP/E0345/W/18/3205140
ADDRESS: 3 Prospect Street
PROPOSAL: Change of use of restaurant to (A3) to retail/professional & financial services (A1/A2), upwards extension to 3 Prospect Street or provide additional residential unit, conversion of rear part of restaurant to provide 4 new residential units, demolition of 1a North Street and replacement with building containing 4 residential units.
CASE OFFICER: Susanna Bedford
METHOD: Written Representation
APPEAL TYPE: Non-determination
APPEAL LODGED: 18th September 2018

APPENDIX 2

Appeals Decided:

WARD: MAPLEDURHAM
APPEAL NO: APP/E0345/D/18/3205295
CASE NO: 180301
ADDRESS: 8 Hilltop Road
PROPOSAL: Single storey front and side extension
CASE OFFICER: Tom French
METHOD: Written Representation
DECISION: ALLOWED
DATE DETERMINED: 06.09.2018

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
DECISION: DISMISSED
DATE DETERMINED: 17.09.2018

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
DECISION: DISMISSED
DATE DETERMINED: 17.09.2018

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
DECISION: DISMISSED
DATE DETERMINED: 17.09.2018

APPENDIX 3

Address Index of Planning Officers reports on appeal decisions.

- Former Private Car Park, East Street

Planning Officers reports on appeal decisions attached.

Ward: Katesgrove

Appeal No: APP/E0345/W/17/3190317

Planning Ref: 170019

Site: Former Private Car Park, East Street

Proposal: Erection of 4 storey building to provide 103 student accommodation units (Sui Generis), landscaping, access and ancillary works, following removal of a 49 space car park.

Decision level: Committee

Method: Hearing

Decision: Appeal allowed (with a S106 legal agreement)

Date Determined: 10th August 2018 (Hearing held on 17th July 2018)

Inspector: S Warder

1 BACKGROUND

1.1 The application site comprises a former private car park at the north end of East Street located within the Market Place/London Street Conservation Area.

1.2 The planning application was refused for a total of 4 reasons on 07/06/2017 following the decision taken by Planning Applications Committee on 31/05/2017:

1. *The proposed building by reason of its scale, form and dominant massing, use of inappropriate materials and lack of detailing is unsympathetic to and would fail to enhance or preserve the character and appearance of the Market Place/London Street Conservation Area. Furthermore, it would have a detrimental impact on the settings of the rear of listed buildings in London Street and thus harm the significance of those buildings. It is thus contrary to Policies CS7 and CS33 of the Reading Borough LDF Core Strategy 2008 (Altered 2015), DM4 of the Sites and Detailed Policies Document 2012 (Altered 2015) and to S.66(1) and S.72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990.*
2. *The proposal fails to demonstrate in a sequential test that there is no alternative location for such development, which is classified by the Environment Agency as "more vulnerable" and part within Flood Zone 2, and that the potential risks from flooding such as reduced flood water storage, impedance to flow or risks to life and property are acceptable or can be mitigated. It is thus contrary to Policy CS35 of the Reading Borough LDF Core Strategy 2008 (Altered 2015).*
3. *The proposed development does not comply with the Local Planning Authority's standards in respect of arrival and departure procedure at the beginning and end of term and as a result constitutes a highway safety hazard in conflict with Policy CS24 of the Reading Borough LDF Core Strategy 2008 (Altered 2015) and Policy DM12 of the Reading Borough LDF Sites and Detailed Policies Document 2012 (Altered 2015).*
4. *In the absence of a completed legal agreement to secure an Employment and Skills Plan and use of the living accommodation to be occupied as student accommodation (Sui Generis) only, the proposal will not mitigate its impact on the social and economic infrastructure of the borough, contrary to Policies CS3 and CS9 of the Reading Borough LDF Core Strategy 2008 (Altered 2015), Policy DM3 of the Reading Borough LDF Sites and Detailed Policies Document 2012 (Altered 2015) and the Council's Adopted Supplementary Planning Documents on Employment, Skills & Training (2013) and Planning Obligations (2015).*

2 SUMMARY OF DECISION

- 2.1 Reasons for refusal no.s 2 and 3 with regard to flooding and arrival and departure procedures (highway safety) were resolved between the Appellant and the Local Planning Authority in preparation of the appeal documentation and these reasons for refusal were considered to have been overcome prior to the hearing taking place.
- 2.2 In respect of flooding the appellant submitted an appropriate flood risk sequential test which officers considered satisfactorily demonstrated that the development could not be reasonably located in a location at a lower risk of flooding.
- 2.3 In respect of arrival and departure procedures the appellant agreed to provide 2 dedicated off-street parking spaces for use by the student accommodation within the adjacent New Century Place Buildings which are under the same ownership as the appeal site. The use of these spaces has been secured as part of a section 106 legal agreement and arrival and departure procedures by way of a planning condition to secure a student management plan.
- 2.4 At the hearing the outstanding issues the Inspector considered were:
- The impact of the proposal upon the setting of the adjacent listed buildings on London Street and the character and appearance of the London Street/Market Place Conservation Area (reason for refusal no.1).
 - The requirement for a section 106 legal agreement to secure the use of the building as student accommodation only and the provision of an employment skills and training plan (or equivalent financial contribution) (reason for refusal no. 4).

The impact of the proposal upon the setting of the adjacent listed buildings on London Street and the character and appearance of the London Street/Market Place Conservation Area (reason for refusal no.1):

2.5 The Inspector considered that the introduction of built form at the appeal site would enhance the character and appearance of the Conservation Area but that this enhancement would be partially offset by the loss of views and minor harmful effect upon the setting of the rear of the Grade II Listed London Street properties. In terms of the replacement building itself the Inspector found that, given the evolved more modern character of this part of East Street and presence of large buildings adjacent to the site, the scale, form, massing and appearance of the proposed building would have a neutral impact such that overall the proposal would have a minor positive effect on the Conservation Area.

Section 106 legal agreement to secure the use of the building as student accommodation only and the provision of an employment skills and training plan (or equivalent financial contribution) (reason for refusal no. 4).

2.6 A section 106 legal agreement was agreed that secured a financial contribution of £8, 985 towards employment, skills and training as well as securing use of 2 parking spaces at the adjacent New Century Place buildings as part of the arrivals and departures procedure for the student accommodation. However, the Inspector found that securing student accommodation use of the building only as part of the S106 was unnecessary and instead secured this by way of planning condition.

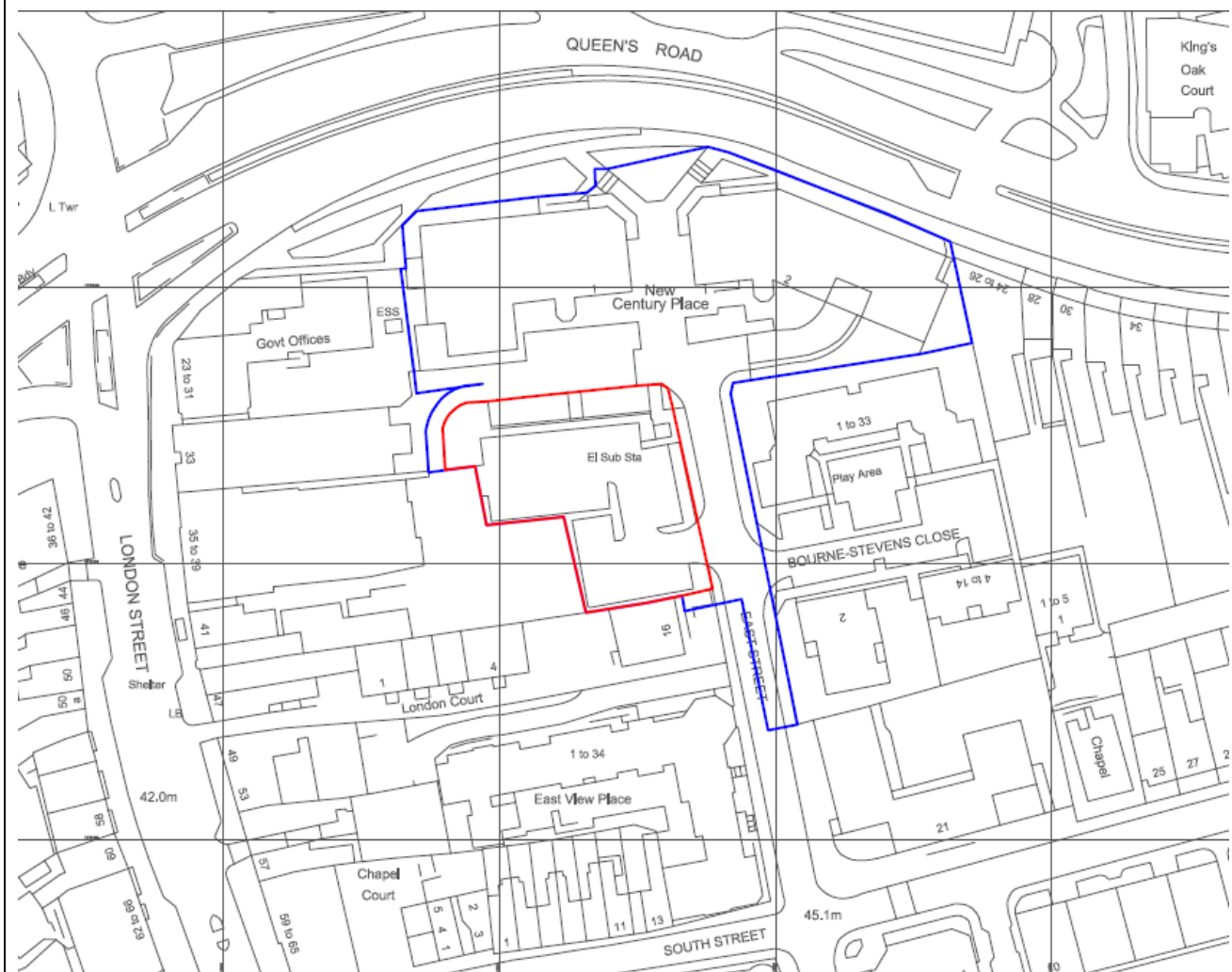
Conclusions

2.7 In the Inspector's concluding remarks he considered that the public benefits of the proposal (providing housing for all groups of the community including students, reducing reliance on HMO's for student accommodation and the impacts on the neighbours of such properties and the economic benefits of the proposal by way of employment and student expenditure), whilst of limited weight, would outweigh the minor harm to the settings of the grade II listed London Street properties and that the appeal should be allowed.

Head of Planning, Development & Regulatory Services Comment:

Officers are satisfied that the reasons for refusal regarding flooding, arrival and departure procedures (highway safety) and section 106 legal agreement matters were satisfactorily resolved with the Appellant during preparation for the appeal prior to the Hearing taking place. However, Officers remain very disappointed at the Inspector's findings in respect of the impact upon the setting of the London Street listed buildings and character of the London Street/Market Place Conservation Area. The Inspector attached conditions to the decision to require material samples and a detailed landscaping scheme to be submitted prior to the commencement of works on site and Officers will endeavour to secure as high a quality development as possible when agreeing these details.

Block Plan



This page is intentionally left blank

READING BOROUGH COUNCIL

REPORT BY THE DIRECTOR OF ENVIRONMENT & NEIGHBOURHOOD SERVICES

TO:	PLANNING APPLICATIONS COMMITTEE		
DATE:	10 OCTOBER 2018	AGENDA ITEM:	6
TITLE:	APPLICATIONS FOR PRIOR APPROVAL		
AUTHOR:	JULIE WILLIAMS & RICHARD EATOUGH		
JOB TITLE:	AREA TEAM LEADERS	E-MAIL:	Julie.williams@reading.gov.uk Richard.eatough@reading.gov.uk

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 GPDO. 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 £1,023,980

(Office Prior Approvals - £943,331: Householder Prior Approvals - £63,936:
Retail Prior Approvals - £6556: Demolition Prior Approval - £2135: Storage Prior Approvals - £5350: Shop to Restaurant Prior Approval - £2268: Shop to Leisure Prior Approval - £305)

Figures since last report

Office Prior Approvals - £21234: Householder Prior Approvals - £824

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 @ 28 September 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	181519	18 Foxhays Road, Reading, RG2 8NP	Church	Rear extension measuring 3.4m in depth, with a maximum height of 3m, and 2.4m in height to eaves level.	28/08/2018	08/10/2018		£206
Householder Prior Approval - Class A, Part 1 GPDO 2015	181648	198 Shinfield Road, Reading, RG2 7DU	Church	Rear extension measuring 6.0m in depth, with a maximum height of 3.10m, and 2.95m in height to eaves level.	19/09/2018	30/10/2018		£206
Householder Prior Approval - Class A, Part 1 GPDO 2015	181630	19 Northumberland Avenue, Reading, RG2 7PS	Redlands	Rear extension measuring 6m in depth, with a maximum height of 3m, and 3m in height to eaves level.	17/09/2018	01/11/2018		£206
Householder Prior Approval - Class A, Part 1 GPDO 2015	181645	370 The Meadway, Tilehurst, Reading, RG30 4NX	Tilehurst	Rear extension measuring 3.7m in depth, with a maximum height of 2.873m, and 2.1m in height to eaves level.	19/09/2018	30/10/2018		£206

Office to Residential Prior Approval applications pending

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	181464	First Floor Havell House, 62-66 Queens Road, Reading, Berkshire, RG1 4AZ	Abbey	Change of use of first floor from Class B1(a) (offices) to C3 (dwelling houses) to comprise of 4 x 1 bed flats.	16/08/2018	12/10/2018		£1290
Office use to dwelling house - Class O, Part 1 GPDO 2015	181466	Second Floor Havell House, 62-66 Queens Road, Reading, Berkshire, RG1 4AZ	Abbey	Change of use of second floor from Class B1(a) (offices) to C3 (dwelling houses) to comprise of 4 x 1 bed flats.	16/08/2018	12/10/2018		£1290
Office use to dwelling house - Class O, Part 1 GPDO 2015	181467	Third Floor Havell House, 62-66 Queens Road, Reading, Berkshire, RG1 4AZ	Abbey	Change of use of third floor from Class B1(a) (offices) to C3 (dwelling houses) to comprise of 2 x 2 bed flats.	16/08/2018	12/10/2018		£366
Office use to dwelling house - Class O, Part 1 GPDO 2015	181468	Upper Ground Floor Havell House, 62-66 Queens Road, Reading, Berkshire, RG1 4AZ	Abbey	Change of use of upper ground floor from Class B1(a) (offices) to C3 (dwelling houses) to comprise of 1 x 2 bed flat and 2 x 1 bed flats.	16/08/2018	12/10/2018		£828
Office use to dwelling house - Class O, Part 1 GPDO 2015	181643	Cadogan House, Rose Kiln Lane, Reading, RG2 0HP	Minster	Change of use of office building from Class B1(a) (offices) to C3 (dwelling houses) to comprise 39 residential units.	18/09/2018	13/11/2018		£17460

Demolition Prior Approval applications pending

Application type	Application reference number	Address	Ward	Proposal	Date Received	Target Determination Date	Comments
Demolition Prior Approval	181606	Central Swimming Pool, Battle Street, Reading, RG1 7NU	Abbey	Application for prior notification of proposed demolition of Central Swimming Pool down to ground level.	11/09/2018	12/10/2018	
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	181376	16 Hemdean Road, Caversham, Reading, RG4 7SX	Caversham	Notification for Prior Approval for a Proposed Change of Use of ground floor and basement of Building from Class A1 (shops) to C3 (dwellinghouses) to comprise one dwelling.	06/08/2018	01/10/2018		£462

Shop to Restaurant Prior Approval applications pending

Application type	Application reference number	Address	Ward	Proposal	Date Received	Target Determination Date	Comments	Equivalent planning application fee
Shop, Financial, Betting, Pay day, Casino to Restaurant/Cafe - Class C	172101	219a London Road, Reading, RG1 3NY	Park	Notification of Prior Approval for a Change of Use from Shops (A1) to Restaurant (A3).	22/11/2017	12/11/2018		£382

Prior Notification 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 22 August 2018 to 28 September 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	181246	17 Upper Crown Street, Reading, RG1 2SS	Katesgrove	Rear extension measuring 5.295m in depth, with a maximum height of 3.05m, and 2.95m in height to eaves level.	17/07/2018	24/08/2018	Prior Approval NOT REQUIRED
Householder Prior Approval - Class A, Part 1 GPDO 2015	181360	84 Basingstoke Road, Reading, RG2 0EL	Katesgrove	Rear extensions measuring 5.98m & 5.73m (extra 3m) in depth, with a maximum height of 3.05m & 3.15m, and 2.95m & 2.47m in height to eaves level.	02/08/2018	11/09/2018	Prior Approval Notification - Refusal
Householder Prior Approval - Class A, Part 1 GPDO 2015	181304	11 Kinson Road, Tilehurst, Reading, RG30 6UL	Kentwood	Rear extension measuring 5.2m in depth, with a maximum height of 3.5m, and 2.4m in height to eaves level.	26/07/2018	04/09/2018	Prior Approval NOT REQUIRED
Householder Prior Approval - Class A, Part 1 GPDO 2015	181389	9 Micklands Road, Caversham, Reading, RG4 6LU	Peppard	Rear extension measuring 8m in depth, with a maximum height of 3m, and 2.5m in height to eaves level.	07/08/2018	19/09/2018	Prior Approval Notification - Refusal

Office to Residential Prior Approval applications decided

Application type	Application reference number	Address	Ward	Proposal	Date Received	Decision Date	Decision
Office use to dwelling house - Class O, Part 1 GPDO 2015	181338	200-202 Broad Street, Reading, RG1 7QJ	Abbey	Change of use of 1st, 2nd and 3rd floors from Class B1(a) (offices) to C3 (dwelling houses) to comprise 11 flats.		19/09/2018	Prior Approval Notification - Refusal
Office use to dwelling house - Class O, Part 1 GPDO 2015	181321	Units 1 and 2 Wesley Gate, Queens Road, Reading	Abbey	Change of use of office building from Class B1(a) (offices) to C3 (dwelling houses) to comprise 15 dwelling units.	27/07/2018	27/09/2018	Prior Approval Notification - Approval

Demolition Prior Approval applications decided

Application type	Application reference number	Address	Ward	Proposal	Date Received	Decision Date	Decision
Demolition Prior Approval	180217	20 Hosier Street, Reading, RG1 7JL	Abbey	Application for prior notification of proposed demolition.	02/02/2018	29/08/2018	Prior Approval Notification - Approval
Demolition Prior Approval	181384	Former Battle Hospital site, Portman Road, Reading	Battle	Demolition of existing NHS buildings to the old Battle Hospital site off Portman Road	06/08/2018	31/08/2018	Prior Approval NOT REQUIRED

Retail to Residential 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

Prior Notification applications decided - None

Telecommunications Prior Approval applications decided - None

COMMITTEE REPORT

BY THE DIRECTOR OF ENVIRONMENT & NEIGHBOURHOOD SERVICES READING BOROUGH COUNCIL PLANNING APPLICATIONS COMMITTEE: 10 OCTOBER 2018 TITLE: PROPOSED WORKS TO TREES IN AND ADJACENT TO ST MARYS CHURCHYARD, ST MARYS BUTTS, READING	ITEM NO. 7
--	------------

Ward: Abbey

RECOMMENDATION

That the proposed tree works be approved

1. PURPOSE AND SUMMARY OF REPORT

- 1.1 To report to and seek approval from Committee for proposed works to Council maintained trees within and adjacent to St Mary's Churchyard, Reading, subject to Tree Preservation Order No. 10/06 (TPO plan attached - Appendix 1).

2. BACKGROUND

- 2.1 On 15 August 2018 an application was received from Reading Borough Council's Tree Officer in Parks seeking consent for works to trees in and adjacent to St Mary's Churchyard (reference 181487/TPO).
- 2.2 Whilst the trees are not owned by Reading Borough Council, the Council inspect and maintain the trees under a historic agreement.

3. APPLICATION PROCESS

- 3.1 As the Council-maintained trees in question are subject to a Tree Preservation Order, a formal application is required for these works to be approved.
- 3.2 The Town and Country Planning Act 1990 requires applications for works to Council owned or maintained trees to be decided by a Committee of the Council which is not responsible for managing the land to which the application relates.
- 3.3 The law also requires a public notice to be displayed for at least 21 days giving details of the proposed works and contact details for any comments to be sent. A site Notice was attached to a tree adjacent to Chain Street and one to the notice board outside the Church's main entrance on 22 August 2018 and left for the required period.
- 3.4 The Town and Country Planning (Tree Preservation) (England) Regulations 2012 allows applications to seek consent for specified works to be carried out on multiple occasions within the time period of the consent in order to avoid the need for regular applications. This application takes advantage of

that regulation so that regular maintenance can take place without unnecessary paperwork.

4. PROPOSED WORKS

4.1 The application seek approval for the following works:

- T1 Norway Maple - crown lift over pathways to statutory heights; reduce back branches extending into pathways/highways to growing points to clear rights of way; reduce branches back from the roof of No. 55 St Mary's Butts to give approx. 1m clearance
- All relevant trees within the TPO - remove basal growth twice a year for the next 5 years; crown lift to 2.75m over paths and 5.5m over the roads annually for 5 years and crown clean (remove dead, dying, dangerous, crossing/rubbing branches) annually for 5 years.

4.2 Removal of dead wood and crown lifting to the statutory heights of 2.75m above adopted paths and 5.5m above adopted highways is exempt from requiring permission under the TPO but has been included to cover the requirement to give formal notice of such works.

5. RECOMMENDATION

5.1 The works proposed are not considered to be harmful to the trees' appearance or future health and are reasonable works in order to appropriately manage the trees. No objections or comments were received as a result of the public notice. It is therefore recommended that the works be approved.

6. LEGAL IMPLICATIONS

6.1 Preparing, serving confirmation and contravention of TPO's are services dealt with by the Council's Legal Section.

6.2 Applications for works to Council owned TPO trees are to be decided by a Committee and one which is not responsible for managing the land to which the application relates.

7. FINANCIAL IMPLICATIONS

7.1 Administrative.

8. EQUAL OPPORTUNITIES IMPLICATIONS

8.1 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 and disability. 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 proposed tree works.

In terms of the key equalities protected characteristics it is considered there would be no significant adverse impacts as a result of the tree works.

9. SUSTAINABILITY IMPLICATIONS

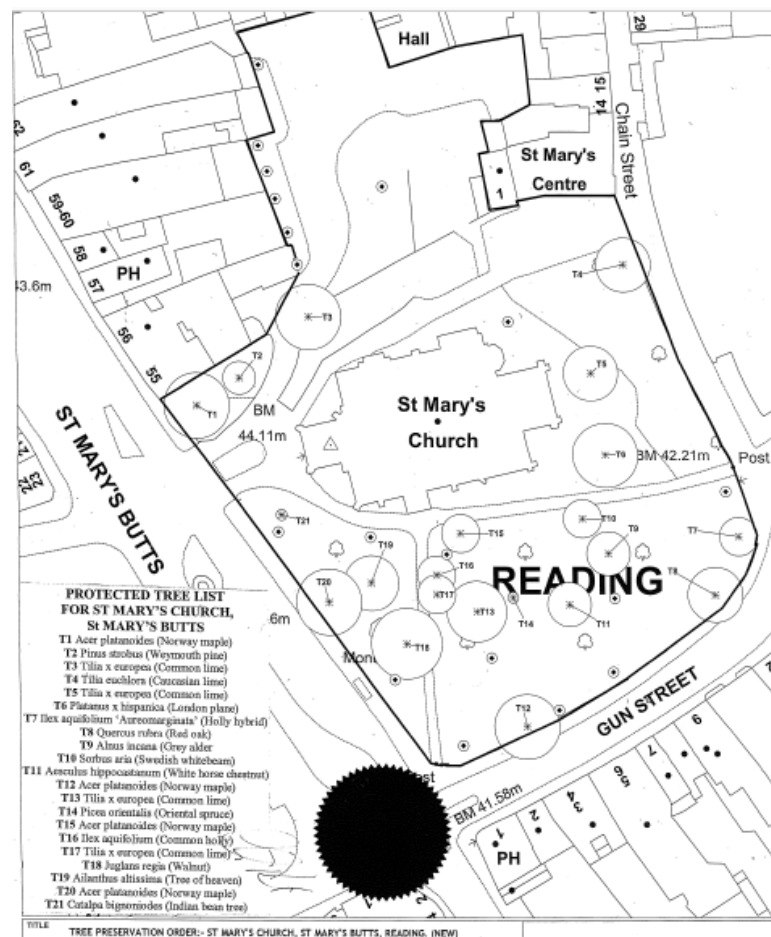
- 9.1 The aim of TPO's is to secure trees of high amenity value for present and future generations to enjoy. Trees also have high environmental benefits through their absorption of polluted air, creation of wildlife habitats, reduction of surface water runoff and flooding caused by heavy rain, provision of shelter and shading and reduction of noise. The Council's adopted Tree Strategy highlights the importance of the use of TPOs in the retention and protection of important trees in the Borough. Policy CS38 of the Council's Core Strategy relating to Trees, Hedges and Woodlands also reinforces the need to continue making new and retaining existing Tree Preservation Orders.

10. BACKGROUND DOCUMENTS

- 10.1 Planning Sections street index of TPO's
- 10.2 Register of Tree Preservation Orders
- 10.3 Plan for TPO 10/06 relating to St Mary's Churchyard, Reading (Appendix 1)

Officer: Sarah Hanson

Appendix 1



This page is intentionally left blank

COMMITTEE REPORT

BY THE DIRECTOR OF ENVIRONMENT & NEIGHBOURHOOD SERVICES READING BOROUGH COUNCIL PLANNING APPLICATIONS COMMITTEE: 10 October 2018 TITLE: PROPOSED WORK TO ONE PLANE TREE AT WEST FRYERNE, PARKSIDE ROAD, READING	ITEM NO. 8
---	------------

Ward: Minster

RECOMMENDATION

That the proposed tree works be approved

1. PURPOSE AND SUMMARY OF REPORT

- 1.1 To report to and seek approval from Committee for proposed works to one Council Plane tree (T2) at West Fryerne, Parkside Road, Reading, subject to Tree Preservation Order No. 6/07 (TPO plan attached - Appendix 1).

2. BACKGROUND

- 2.1 On 15 August 2018 an application was received from Reading Borough Council's Tree Officer in Parks seeking consent for works to one Plane tree at the entrance to the car park of West Fryerne, Parkside Road (reference 181488/TPO).
- 2.2 Whilst West Fryerne itself (flats) are privately owned, the car park is Council land; the Plane tree in question being at the entrance to the car park.

3. APPLICATION PROCESS

- 3.1 As the Council owned and maintained tree in question is subject to a Tree Preservation Order, a formal application is required for these works to be approved.
- 3.2 The Town and Country Planning Act 1990 requires applications for works to Council owned or maintained trees to be decided by a Committee of the Council which is not responsible for managing the land to which the application relates.
- 3.3 The law also requires a public notice to be displayed for at least 21 days giving details of the proposed works and contact details for any comments to be sent. A site Notice was attached to a tree and to a lamppost within West Fryerne on 22 August 2018 and left for the required period.

4. PROPOSED WORKS

- 4.1 The application seek approval for the following works:

- T2 Plane - crown reduce by 1-2m, back to suitable growing points, to reduce overall weight on extended limbs in order to alleviate stress on the canopy to reduce the likelihood of failure; remove major dead wood (over 50mm diameter).
- 4.2 Removal of dead wood is exempt from requiring permission under the TPO but has been included to cover the requirement to give formal notice of such works.
- 5. RECOMMENDATION**
- 5.1 Officers have inspected the tree and the works proposed are considered to be reasonable works to manage the risk presented by the tree. No objections or comments were received as a result of the public notice. It is therefore recommended that the works be approved.
- 6. LEGAL IMPLICATIONS**
- 6.1 Preparing, serving confirmation and contravention of TPO's are services dealt with by the Council's Legal Section.
- 6.2 Applications for works to Council owned TPO trees are to be decided by a Committee and one which is not responsible for managing the land to which the application relates.
- 7. FINANCIAL IMPLICATIONS**
- 7.1 Administrative.
- 8. EQUAL OPPORTUNITIES IMPLICATIONS**
- 8.1 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 and disability. 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 proposed tree works.
In terms of the key equalities protected characteristics it is considered there would be no significant adverse impacts as a result of the tree works.
- 9. SUSTAINABILITY IMPLICATIONS**
- 9.1 The aim of TPO's is to secure trees of high amenity value for present and future generations to enjoy. Trees also have high environmental benefits through their absorption of polluted air, creation of wildlife habitats, reduction of surface water runoff and flooding caused by heavy rain, provision of shelter and shading and reduction of noise. The Council's adopted Tree Strategy highlights the importance of the use of TPOs in the retention and protection of important trees in the Borough. Policy CS38 of the Council's Core Strategy relating to Trees, Hedges and Woodlands also reinforces the need to continue making new and retaining existing Tree Preservation Orders.

10. BACKGROUND DOCUMENTS

10.1 Planning Sections street index of TPO's

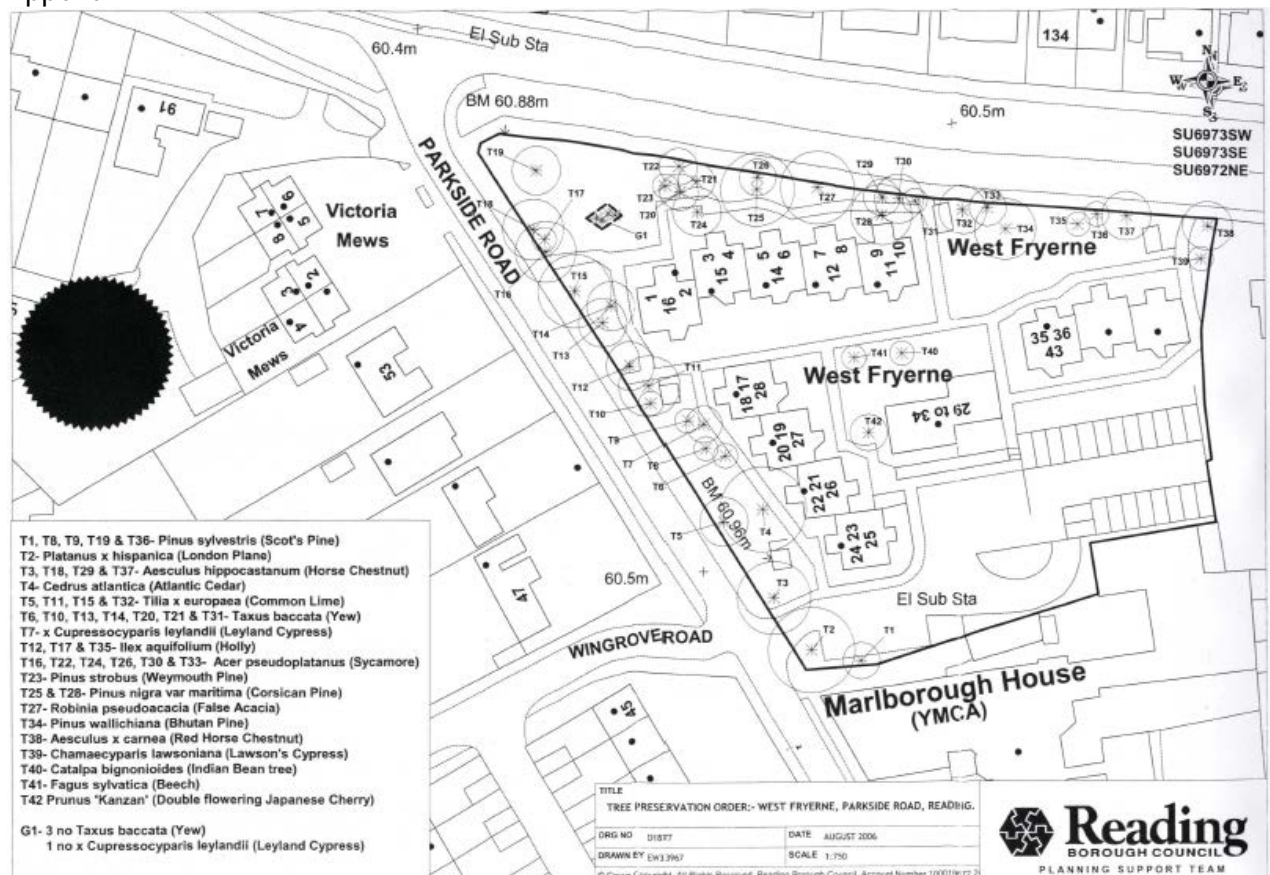
10.2 Register of Tree Preservation Orders

10.3 Plan for TPO 6/07 relating to West Fryerne, Parkside Road, Reading
(Appendix 1)

Officer: Sarah Hanson



Appendix 1



This page is intentionally left blank

COMMITTEE REPORT

BY THE DIRECTOR OF ENVIRONMENT AND NEIGHBOURHOOD SERVICES

READING BOROUGH COUNCIL

ITEM NO. 9

PLANNING APPLICATIONS COMMITTEE: 10th October 2018

Ward: Abbey

Application No.: 181606/DEM

Address: Central Swimming Pool, Battle Street, Reading, RG1 7NU

Proposal: Application for prior notification of proposed demolition of Central Swimming Pool down to ground level.

Applicant: Reading Borough Council

Date Valid: 11/09/18

Application target decision date: 28 day period expired on 09/10/18; as such an initial response was sent on 24/09/18 advising that prior approval was required (and not given at that time) and agreeing an extension of time on the determination of the prior notification application until 12/10/18 (to enable the proposal to be considered by the Planning Applications Committee).

26 week date: 15/03/2019

RECOMMENDATION

That prior approval is required and is given, subject to conditions including:

1. The development must be carried out within a period of 5 years from the date of this decision notice.

Reason: To comply with Class B, B.2, (b) (ix) (aa), Part 11, Schedule 2, Article 3 of The Town and Country Planning (General Permitted Development)(England) Order 2015 (as amended).

2. The demolition shall be carried out in all respects in accordance with the submitted details including the following documents and plans:

5163105/103 Site Location Plan, as received 11/09/18

717001/001 Rev R2 Site Plan, as received 11/09/18

717001/002 Rev R2 South and North Elevations, as received 11/09/18

717001/003 Rev R2 East and West Elevations, as received 11/09/18

5163105/101 Site Plan - Phase 2, as received 11/09/18

5163105/102 Site Plan - Completion, as received 11/09/18

Safe System of Work incorporating Risk Assessments and Method Statement by Erith Contractors Ltd Ref D8334 Version 1, as received 11/09/18

Traffic Management Plan incorporating Risk Assessments and Traffic Control Measures by Erith Contractors Ltd Ref D8334 Issue 01 dated 19/07/18, as received 11/09/18

Ecological Impact Assessment by Windrush Ecology Ref W2738_rep_Central Swimming Pool, Reading_02-02-18, dated 02/02/2018, as received 11/09/18

Reason: To comply with Class B, B.2, (b) (viii) (aa), Part 11, Schedule 2, Article 3 of The Town and Country Planning (General Permitted Development)(England) Order 2015 (as amended).

Informatives:

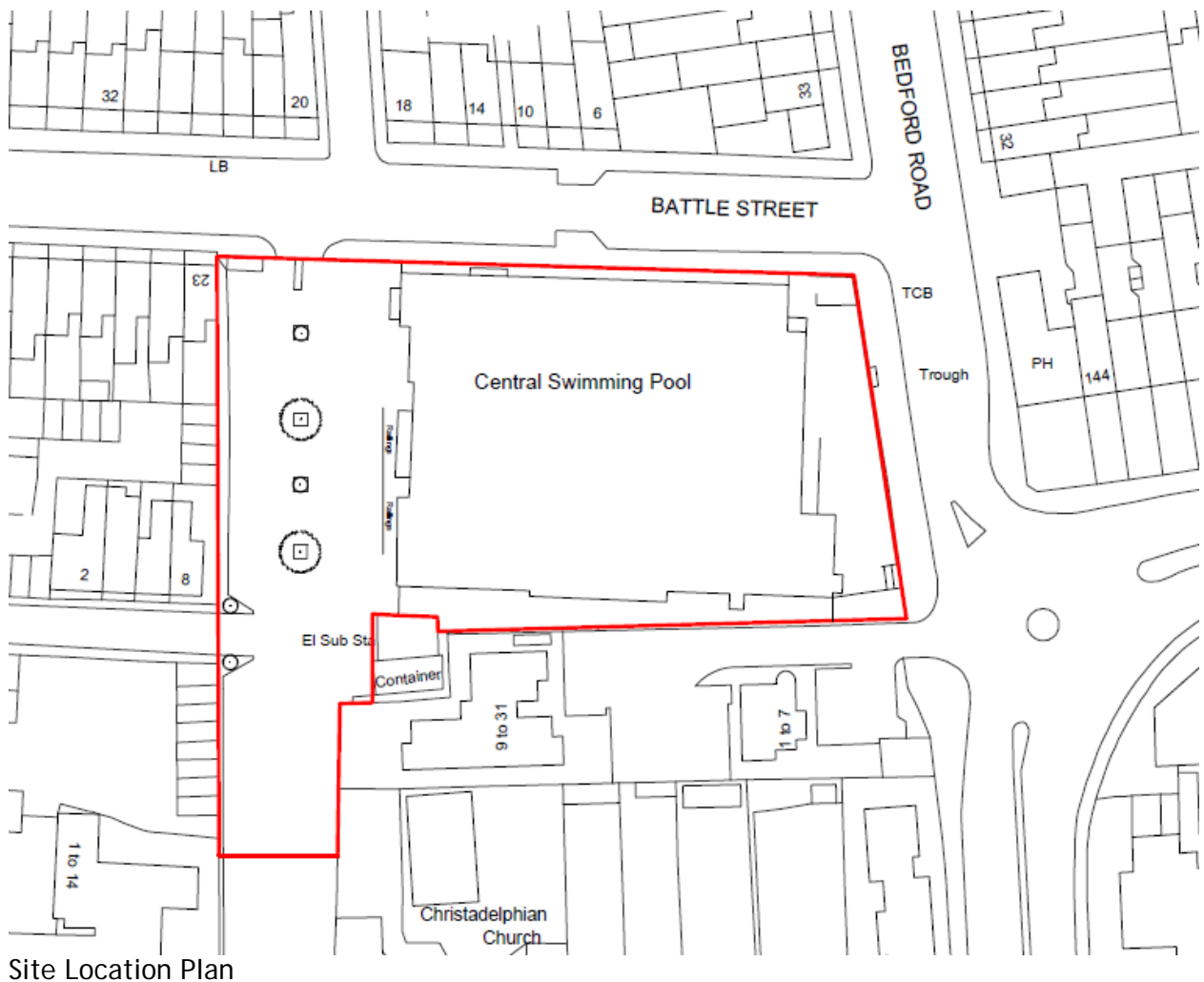
1. The attention of the applicant is drawn to Section 59 of the Highways Act 1980, which enables the Highway Authority to recover expenses due to damage caused by extraordinary traffic.
2. Any works affecting the highway shall be in accordance with Reading Borough's Council's document "Guidance Notes for Activities on the Public Highway within the Borough of Reading". The applicant should be aware that compliance with this document is mandatory and licences to work on the highway will only be issued if the requirements contained within it are met. A copy can be obtained at within the Transport Strategy area of the Transport Section on the Reading Borough Web Site.
3. To reaffirm information already detailed within the Safe System of Work incorporating Risk Assessments and Method Statement by Erith Contractors Ltd Ref D8334 Version 1, as received 11/09/18 document, the hours of demolition and associated deliveries should be restricted to the hours of 08:00hrs to 18:00hrs Mondays to Fridays, and 09:00hrs to 13:00hrs on Saturdays, and not at any time on Sundays and Bank or Statutory Holidays.
4. No materials or green waste produced as a result of the clearance of the site, demolition works or construction works associated with the restoration of the site should be burnt on site.
5. Please note that the consequence of condition 2 is that the methods of demolition (from a transport perspective), tree protection works and noise and dust measures shall be maintained and adhered to throughout the course of the development. Furthermore, the finished appearance of the site post development shall be a levelled site backfilled with crushed material, with a solid painted hoarding around the perimeter of the former building, as detailed on 5163105/102 Site Plan - Completion, as received 11/09/18
6. A Demolition Notice will be required under S.80 of the Building Act 1984, prior to any demolition works taking place.
7. The Local Planning Authority has worked positively and proactively with the applicant allow prior approval to be given within the agreed extended timescale for the decision to be issued.
8. For the avoidance of doubt, this decision represents the local planning authority giving the applicant prior approval for demolition, in accordance with Class B, B.2, (b) (vii) (bb), Part 11, Schedule 2, Article 3 of The Town and Country Planning (General Permitted Development)(England) Order 2015 (as amended).

1. INTRODUCTION

- 1.1 The site comprises the Central Swimming Pool, which fronts onto both Battle Street and Bedford Road. The building has been vacant since its closure in January 2018, with temporary re-provision of swimming facilities provided at Rivermead Leisure Complex. The site is primarily accessed from Battle Street, with vehicular access at this point into a car park which extends as far south as Oxford Road.
- 1.2 The application site building is not listed, nor located within a conservation area. However, the boundary of the Russell Street / Castle Hill Conservation Area is nearby on the south side of Oxford Road, with a terrace of Grade II listed buildings adjacent to the swimming pool car park. The application site is located within the adopted Reading Central Area Action Plan. The site is within an air quality

management area and Oxford Road is an allocated cycle route. The surrounding area comprises a mix of uses, predominantly residential in nature.

- 1.3 It is also noted that the site is allocated within the emerging New Local Plan (within the Submission Draft Reading Borough Local Plan March 2018). More specifically, emerging policy CR14a states the site will be developed for residential use once replacement swimming provision has been addressed. Furthermore, development should: 1) Conserve and where possible enhance the setting of the Conservation Area and nearby listed buildings; 2) Take account of nearby scale of development, including higher density development to the east; 3) Address noise impacts on residential use; 4) Address air quality impacts on residential use; 5) Avoid overlooking of the rear of existing residential properties; and 6) Take account of the potential impact on water infrastructure in conjunction with Thames Water, and make provision for upgrades where required. The site size is detailed as 0.55 ha, with the earmarked number of dwellings being 80-120.
- 1.4 The proposals are being considered at Planning Applications Committee by virtue of being a Council's own (Regulation 3) application. The site in relation to the wider urban area is shown below, together with a site photograph and aerial view.





Site photograph from the junction of Bedford Road and Battle Street (19/09/18)



Aerial view looking west

2. PROPOSALS

- 2.1 The application comprises Prior Notification under Part 11, Schedule 2 of The Town and Country Planning (General Permitted Development) (England) Order 2015 (as amended) ("the GPDO") for the demolition of the Central Swimming Pool down to ground level.
- 2.2 The supporting information submitted with the application has detailed that demolition works are scheduled to commence on 15/10/2018 and are expected to be completed by 21/12/2018. At the time of an unaccompanied officer site visit

around the perimeter of the site on 19/09/2018 a solid 2m high hoarding had already been erected around accessible areas of the site boundary, and initial preparatory works had commenced. The agent has clarified that at this time the contractor was securing the site and preparing the building for demolition, ahead of consent, as the building has large quantities of asbestos. Site services were also being isolated during this period up to demolition works being scheduled to commence on / after 15/10/2018.

- 2.3 Once demolition works are completed the site will be levelled and backfilled with compacted crushed material. The solid hoarding already present at the site will be retained around the footprint of the demolished building. The hoarding would not extend around the car park area, with this retained for public use).
- 2.4 It is confirmed that the proposals are not liable to the Community Infrastructure Levy (CIL).

3. RELEVANT PLANNING HISTORY

- 3.1 Although there have been numerous applications at the site in the past, only the following are considered to be of relevance:
- 3.2 031246 - Proposed redevelopment to include demolition of existing swimming pool complex and erection of residential development of 89 units comprising 67 private dwellings and 22 affordable dwellings. Outline Permission Granted 12/10/2004. No reserved matters application was ever submitted.
- 3.3 Furthermore, a pre-application enquiry in relation to the demolition of the building was made earlier in 2018.

4. CONSULTATIONS

i) RBC Transport

- 4.1 The Transport Development Control section has assessed the documentation submitted against the standard criteria which would usually be secured via a construction method statement condition. In short, the proposals are considered acceptable on the proviso that the measures are maintained and adhered to throughout the course of the development.
- 4.2 More specifically, each of the criteria are detailed below, together with a brief commentary and analysis (in italics):
 - a) Space on site where vehicles of site operatives and visitors can be parked with details of how site operatives and visitors will be required to make use of the parking area provided.
Contractor's car park area illustrated on Site Plan Phase 2 Plan Drawing No 5163105/01. Limited parking on site. Traffic Management Plan states that either minibuses or car sharing will be promoted to reduce the need for parking spaces. This is deemed acceptable.
 - b) Location on site for storage of plant and materials used in constructing the development.
Drawing No 5163105/01 illustrates the site compound will be used for loading and unloading of materials and storage of plant and materials. It should be noted that no loading or unloading is permitted on any part of the public

highway. The Traffic Management Plan states that loading and unloading shall only be carried out in designated areas. This is deemed acceptable.

- c) The erection and maintenance (including removal of any graffiti or fly posters) of security hoarding around the site.
Heras fencing and hoarding illustrated on plan Drawing No 5163105/01. This is deemed acceptable.
- d) Any footpath closures or road closures needed during construction
Drawing No 5163105/01 illustrates the closure of the footpath fronting the site (Battle Street). The Transport Management Plan states that the Highway Authority will be consulted and the required Licence(s) obtained. In principle this is acceptable however, the requirements of Section 8, of the adopted Guidance Notes for Activities on the Public Highway must be adhered to and Reading Borough Council's Streetcare Team would need to be contacted with details of the closure and plans illustrating alternative arrangements. This is deemed acceptable.
- e) Wheel washing facilities on site
A wheel washing facility is illustrated adjacent to the proposed main vehicle access/egress. Inspections of the road should be undertaken to ensure the public highway remains clear of dirt and debris. This is deemed acceptable.
- f) Given the close proximity to the town centre, the Demolition Method Statement must state that deliveries will not be made to site between 8.00am 9:15am and 5:00-6:00pm, Monday to Friday to avoid peak traffic hours.
A route to and from the site shall be provided utilizing the classified road network as much as possible (IDR / Chatham Street). The traffic Management Plan provides this information and confirms deliveries will not be undertaken during the times stated above. This is deemed acceptable.

ii) RBC Environmental Protection

- 4.3 There are potential Environmental Protection concerns relating to noise and dust arising from development. The method statement provided is detailed and adequate noise and dust controls are proposed to assure officers that neither should be an issue if their proposals are adhered to. The standard proposed hours of working are also accepted. I therefore have no objections to the proposed demolition, subject to a condition securing the works to be carried out in accordance with the details submitted.

iv) RBC Planning Natural Environment

- 4.4 Section 3.2.3 of the Ecology Impact Assessment describes the trees on site, all within the car park, and states that they are of ecological value at site level. Both the annotated photograph on Page 5 of the Safe System of Work document and the Site Plan - Phase 2 drawing 5163105/101 show that hoardings will be used around these trees to protect them during demolition. Consequently, no concerns are raised on the proviso that the tree protection measures are implemented prior to commencement of demolition and retained throughout (as indicated in the information submitted).

v) RBC Ecology Consultant

- 4.5 The ecological report submitted with this application has been undertaken to an appropriate standard. It concludes that bats are unlikely to be present in the building and that the demolition is unlikely to affect any protected or priority species or priority habitats. As such, there are no objections to this application on ecology grounds.

vi) RBC Building Control

- 4.6 It has been confirmed that a section 80 demolition notice has been submitted to RBC Building Control. Confirmation is awaited at the time of writing as to this being granted.

vii) Public consultation

- 4.7 As per Part 11, Class B, B.2 (b) (iv) of the GPDO 2015 (as amended), the site notice (for which it is the responsibility of the applicant to erect) must be in place for not less than 21 days in the period of 28 days from which the application was submitted. The applicant confirmed that two site notices were erected on the day of the submission - 11/09/18. Two site notices were witnessed during the unaccompanied officer site visit on 19/09/18, one on the Bedford Road hoarding and one on the Battle Street heras fencing. No responses have been received at the time of writing. Should any responses be received subsequent to the completion of this report and before the Planning Applications Committee meeting, these will be reported in an update report.

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 Part 11, Schedule 2 of the GPDO requires the works to be carried out in accordance with the submitted details where it is determined that Prior Approval is not required. Where Prior Approval is required, it is in accordance with the details approved. If no response is received within 28 days, then the applicant receives prior approval by default. Given that the 28 day deadline was a day in advance of the Planning Applications Committee meeting, officers provided an initial response to the agent on 24/09/18, advising that prior approval was required, and not given at that time. Instead, it was agreed that there would be an extension of time on the determination of the prior notification application until 12/10/18. This enables the proposal to be considered by the Planning Applications Committee, as required by the scheme of delegation (as a Council's Own development), whilst potentially not compromising the anticipated start date of the demolition works (15/10/18 - subject to approval of this application by the Planning Applications Committee).
- 5.3 The application has been assessed against the following policies:
- 5.4 **National**
National Planning Policy Framework (2018)
National Planning Policy Guidance (2014 onwards)
- 5.5 **Reading Borough Local Development Framework - Adopted Core Strategy (2008) (Altered 2015)**

- CS1 Sustainable Design and Construction
- CS2 Waste Minimisation
- CS7 Design and the Public Realm
- CS20 Implementation of the Reading Transport Strategy
- CS33 Protection and Enhancement of the Historic Environment
- CS34 Pollution and Water Resources
- CS36 Biodiversity and Geology
- CS38 Trees, Hedges and Woodlands

5.6 Reading Central Area Action Plan (2009)

- RC5 Design in the Centre

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

- SD1 Presumption in Favour of Sustainable Development
- DM4 Safeguarding Amenity
- DM12 Access, Traffic and Highway Related Matters
- SA14 Cycle Routes

5.8 Other relevant documentation

Russell Street / Castle Hill Conservation Area Appraisal (2004)
 Submission Draft Reading Borough Local Plan March 2018 - specifically emerging policy CR14a - Central Swimming Pool, Battle Street

6. APPRAISAL

6.1 The main issues are considered to be:

- i) Principle of demolition
- ii) Design/impact on the nearby conservation area/heritage assets
- iii) Transport
- iv) Ecology and trees
- v) Amenity
- vi) Other matters - equality

i) Principle of demolition

6.2 The site is allocated within the emerging new local plan for redevelopment. The emerging plan is at an advanced stage, albeit it has limited weight at the time of writing with the examination public hearings presently taken place. Subject to specific site concerns, the demolition of the existing vacant building is considered to be acceptable as a precursor to redevelopment taking place. The form of the future redevelopment is not considered as part of this proposal, which is solely for demolition.

ii) Design/impact on the nearby conservation area/heritage assets

6.3 In terms of the impact of the demolition on the character and appearance of the area, the existing building is not of any specific architectural or historic significance. Moreover, its vacant nature is not considered to contribute positively to the area and thus its loss and non-replacement raises no concerns in this specific instance. The proposals indicate that a solid hoarding, as is present at the site at

the moment, will be in place subsequent to the demolition taking place. The hoarding is necessary to keep the site secure and to maintain the amenity of the street/area. Providing this occurs, as will be secured via condition, there is considered to be no conflict with policies CS7, CS33 (in terms of the nearby conservation area and listed buildings on Oxford Road), or RC5.

iii) Transport

- 6.4 As per the Transport Planning observations provided above at section 4i above, the proposals are considered appropriate in all transport-based regards, providing the demolition is carried out in accordance with the details submitted. This will be secured via condition.

iv) Ecology and trees

- 6.5 In line with observations summarised at sections 4iv and 4v above, specialist officers have considered the proposals from ecology and tree perspectives and are satisfied with the proposals. Again, this is on the basis of the demolition being carried out as stated, which will be secured via condition.

v) Amenity

- 6.6 As already alluded to in the design section above, the proposed solid hoarding will secure the site once demolition is complete, so as to minimise opportunities for noise/disturbance and anti-social behavior. During the demolition stage both Transport and Environmental Protection colleagues have advised that the submitted details are sufficient to maintain the amenity of nearby occupiers. Accordingly the proposals are considered acceptable in this regard.

vi) Equality

- 6.7 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 It is considered that following the assessment of the details submitted prior approval is able to be given for the demolition of the building, subject to conditions.

Drawings and Information:

5163105/103 Site Location Plan, as received 11/09/18
717001/001 Rev R2 Site Plan, as received 11/09/18
717001/002 Rev R2 South and North Elevations, as received 11/09/18
717001/003 Rev R2 East and West Elevations, as received 11/09/18
5163105/101 Site Plan - Phase 2, as received 11/09/18
5163105/102 Site Plan - Completion, as received 11/09/18

Safe System of Work incorporating Risk Assessments and Method Statement by Erith Contractors Ltd Ref D8334 Version 1, as received 11/09/18
Traffic Management Plan incorporating Risk Assessments and Traffic Control Measures by Erith Contractors Ltd Ref D8334 Issue 01 dated 19/07/18, as received 11/09/18
Ecological Impact Assessment by Windrush Ecology Ref W2738_rep_Central Swimming Pool, Reading_02-02-18, dated 02/02/2018, as received 11/09/18

Highway Plan dated 19/12/2017, as received 11/09/18
Section 80 Building Control Form, as received 11/09/18
Site Notice dated and received 11/09/18

Case Officer: Jonathan Markwell

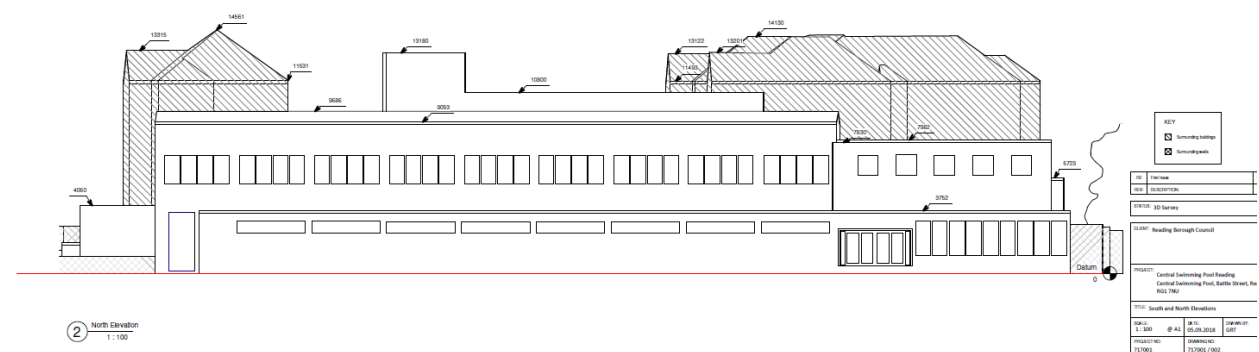


Site photographs from Battle Street (above) and Bedford Road (below) (19/09/18)

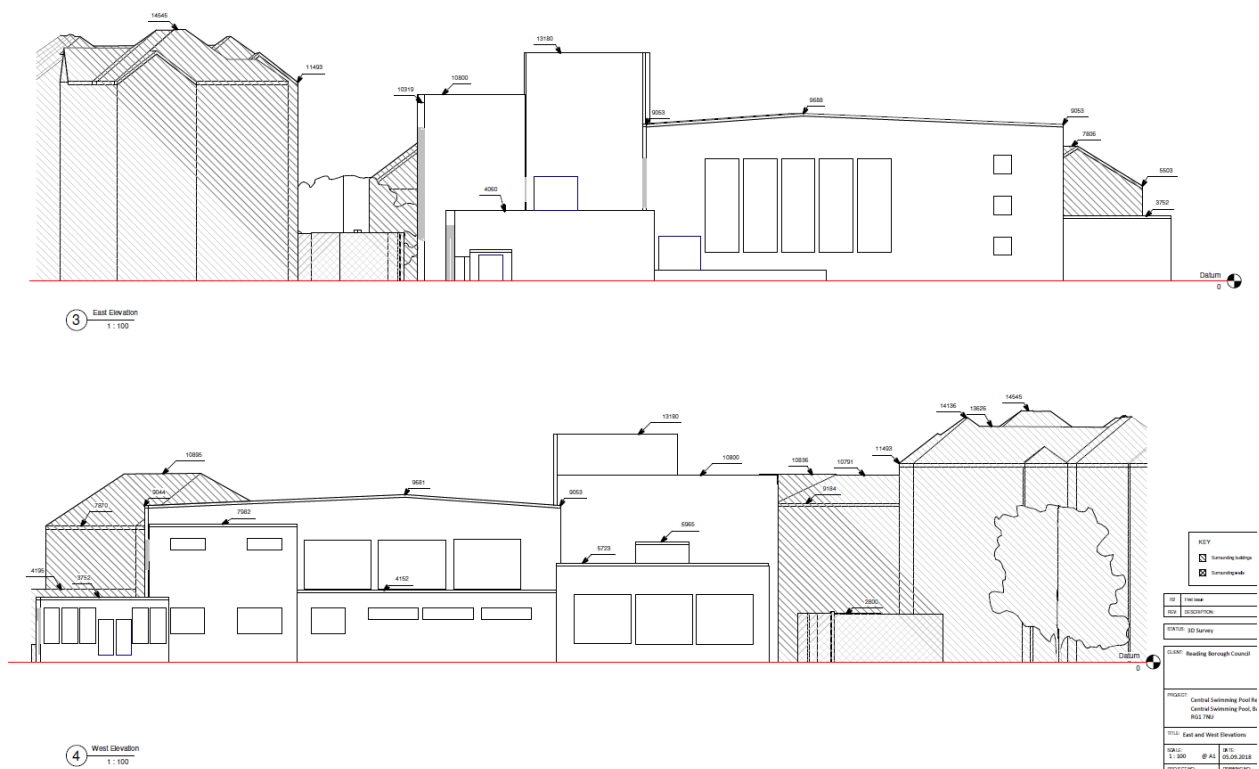


Below: Aerial image looking south

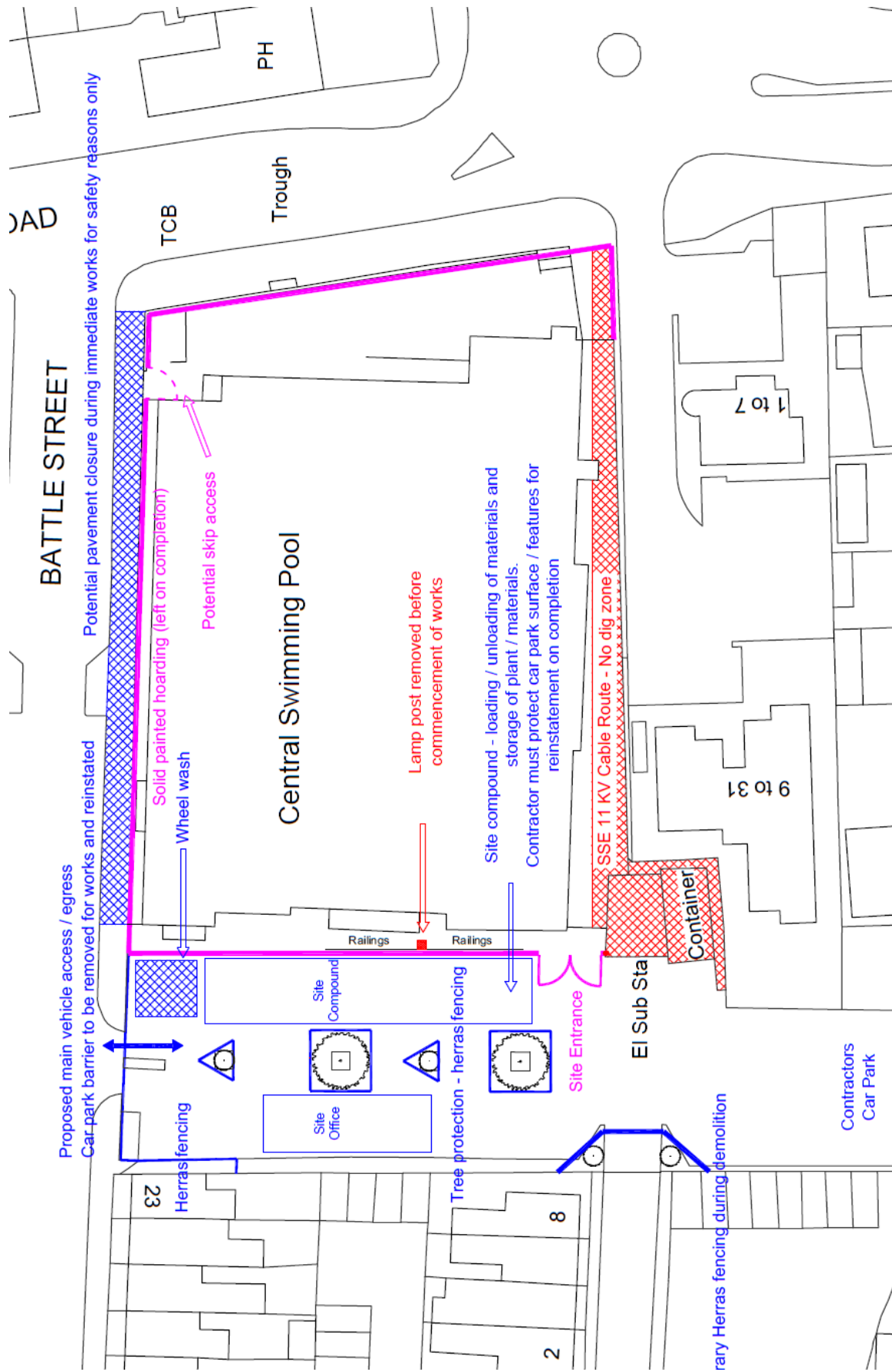




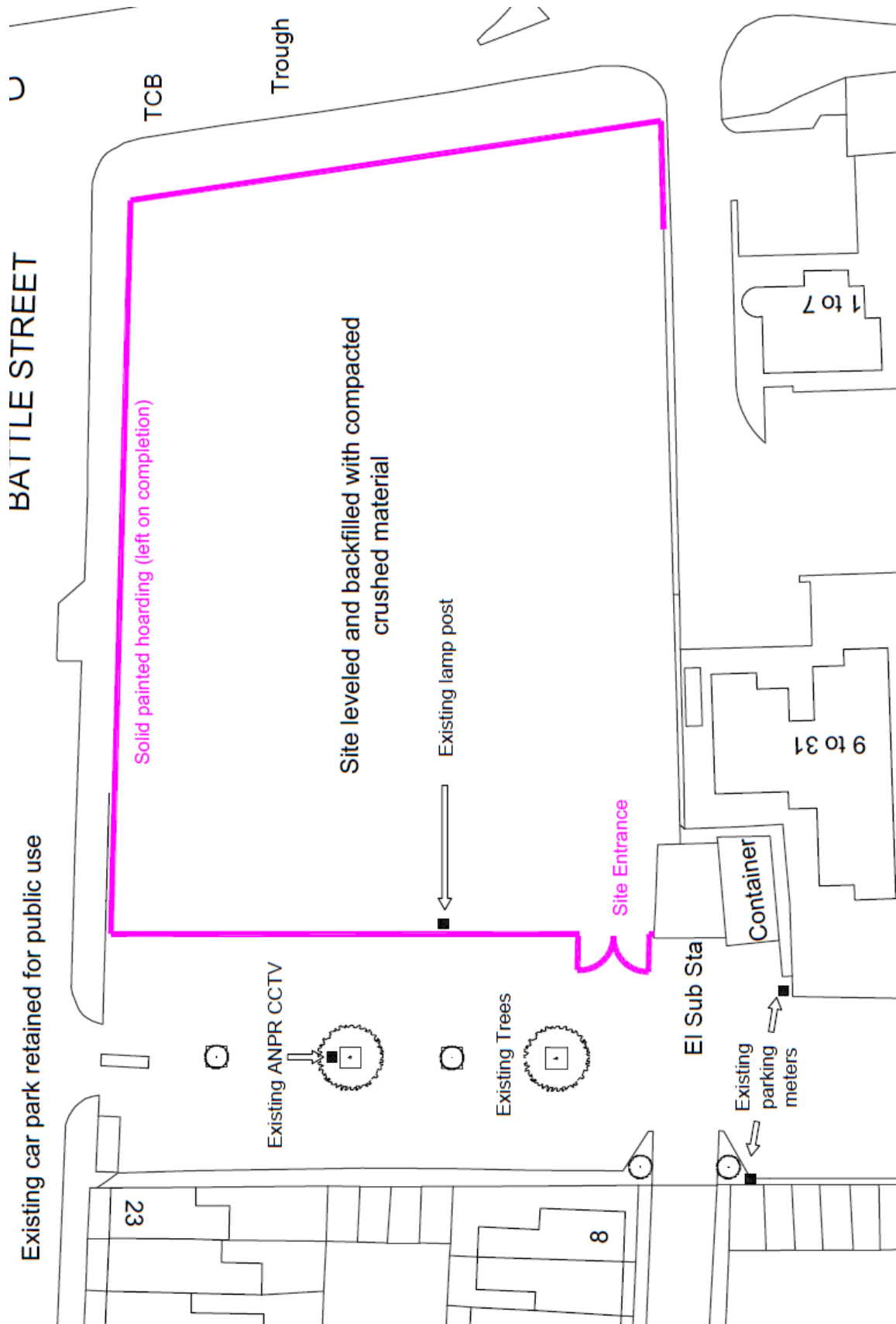
Existing south and north elevations



Existing east and west elevations



Details during demolition works



Site plan once the proposed demolition works are complete.

COMMITTEE REPORT

BY THE DIRECTOR OF ENVIRONMENT AND NEIGHBOURHOOD SERVICES

READING BOROUGH COUNCIL

ITEM NO. 10

PLANNING APPLICATIONS COMMITTEE: 10th October 2018

Ward: Abbey

App No: 180863/FUL & 180864/LBC

Address: 1 - 2 Market Place Reading

Proposal:

180863/FUL - Change of use from bank (Use Class A2) and offices (Use Class B1a), to a food hall with bars (Use Class A3/A4) at ground floor level, 24 guest hotel bedrooms (Use Class C1) at 1st and 2nd floor levels and bar (A4 Use Class) at third floor level with alterations to create roof top terrace

180864/LBC - Associated internal alterations

Applicant: City Pub Group PLC

Date validated: 29th May 2018

Major Application: 13 week target decision date: 28/08/2018

Extension of time: 24th October 2018

RECOMMENDATION

Grant Full Planning Permission, subject to satisfactory completion of a Section 106 legal agreement by 24th October 2018 and the following conditions.

If the Section 106 legal agreement is not completed by 24th October 2018, delegate to the HPDRS to refuse the above application unless the HPDRS approves an extension of time.

Grant Listed Building Consent, subject to conditions.

Legal Agreement to secure the following:

1. C1 Hotel Use only:

- no hotel room shall be used for any use other than as a C1 Use
- no hotel room shall be used or occupied as a residential dwelling or dwelling-house (C3 Use)
- not to let or licence for occupation or permit or suffer occupation of any of the hotel rooms for a continuous period of more than 3 months to the same occupier or occupiers
- other than those Customers staying in accordance with the above, not to let or licence for occupation or permit or suffer occupation of any hotel room for a continuous period for more than 3 months to the same Customer or Customers
- not to require Customers of any hotel room to agree to any minimum period of occupation (of whatever duration)
- to provide to the Council within 14 days of written request evidence regarding the use or occupation of all hotel rooms

2. Employment Skills and Training

- Employment Skills and Training Plan (construction phase) or equivalent financial contribution

3. Highways License for pedestrian dropped kerb

- Highways license to provide a pedestrian dropped kerb to the footway outside

the application building on Market Place

180863/FUL - Planning Permission

Conditions

1. Time Limit
2. Approved Plans
3. Implementation of glazing and mitigation measures
4. Control of delivery and waste collection hours (0800 - 2000 hours Monday - Saturday & 1000 - 2000 hours Sundays & Bank Holidays only)
5. Submission and approval of a plant noise assessment,
6. Control of hours of use of the roof top terrace (0800 - 2300 hours only)
7. Submission and approval of roof terrace noise mitigation measures
8. Implementation of the proposed odour mitigation measures
9. Submission and approval of air quality mitigation measures
10. Occupation of roof top terrace in accordance with approved lighting details only
11. Submission and approval of a construction method statement
12. Control of construction hours (0800 -1600 hours Monday - Friday & 0900 - 1300 hours Saturdays only)
13. Control of Hours of Operation of A3 and A4 uses (0700 - 2300 only)
14. Implementation and retention of obscure glazing
15. Implementation and retention of window louvres
16. Implementation and retention of acoustic screen to roof top terrace
17. Submission and approval of a construction method statement
18. Submission and approval of bicycle storage details
19. Implementation and retention of bin store
20. Development to be implemented and retained in accordance with ground floor plan ref. 3172.111 rev E - Proposed Ground Floor Plan Received by the Local Planning Authority on 31st August 2018 (to secure appropriate proportion of A3/A4 floor space)
21. Implementation of Premises Management Plan (including servicing and deliveries)
22. Control of hours of operation of roof top terrace lighting (0800 - 2300 hours only)

Informatives

1. Building Regulations
2. Positive and Proactive
3. Associated Listed Building Consent
4. Highways Act
5. Pre-commencement conditions
6. Nuisance Law
7. Licenses Required
8. Terms and Conditions
9. CIL

180864/LBC - Listed Building Consent

Conditions

1. Time Limit
2. Approved Plans
3. Materials to match
4. Submission and approval of secondary glazing details
5. No works to the listed building other than that on approved plans and documents

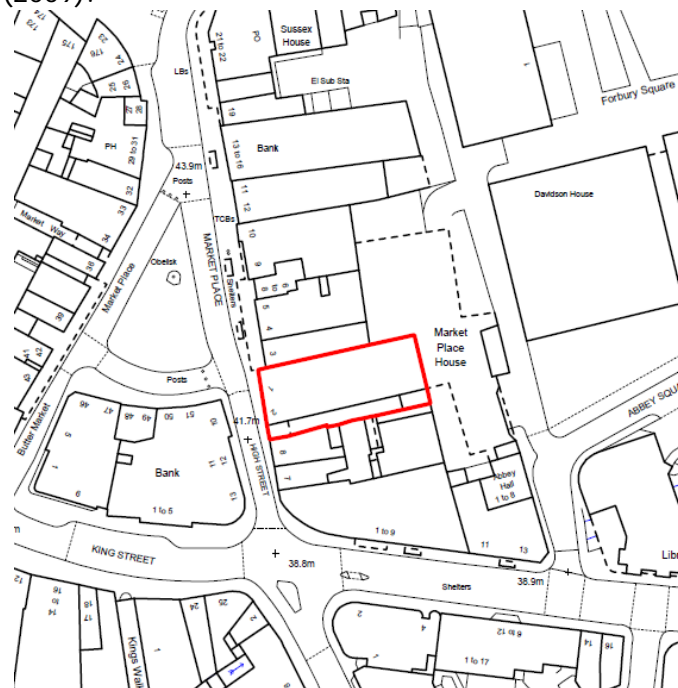
Informatives

1. Positive and Proactive

2. Associated Planning Permission
3. Pre-commencement conditions
4. Terms and Conditions

1. INTRODUCTION

- 1.1 The application relates to a three storey mid terrace building which also incorporates a small part fourth storey element within the roof to the front of the building and basement level. The building is vacant but was previously in use as a bank and associated offices (A2/B1a). There is a plant room and lift overrun at roof level to the rear.
- 1.2 The building is grade II listed and is located within the Market Place/London Street Conservation Area. Behind the front façade the building consists of a large three storey modern extension.
- 1.3 The site is located within the Reading Central Area, the Primary Shopping Area and is an 'Active Frontage' as defined by Policy RC10 of the Reading Central Area Action Plan (2009).



- 1.4 This application is reported to Planning Applications Committee as it relates to change of use of over 1000m² of floor space and is therefore a major category application.

2. PROPOSAL

- 2.1 The application seeks full planning permission for change of use from bank (Use Class A2) and offices (Use Class B1a), to a food hall with bars (Use Class A3/A4) at ground floor level, 24 guest hotel bedrooms (Use Class C1) at 1st and 2nd floor levels and bar (A4 Use Class) at third floor level with alterations to create a roof top terrace. Listed building consent is also sought for internal alterations and works to the roof to facilitate the proposed change of use and roof top terrace.

Ground Floor/Basement (A3/A4 - Food Hall and Bars)

- 2.2 The applicant describes the ground floor proposals as an extension of Market Place square itself. The food market would offer a permanent artisanal bakery, café and pizza stall, plus three further stalls that will rotate regularly and be occupied by an ever-changing range of street food style food offers.
- 2.3 The proposed ground floor bakery/café would open for breakfast for hotel guests as well as non-residents. The bakery/café is located at the front of the building and will be open from 7am whilst the rest of the ground floor facilities would open from 11am. All the ground floor A3/A4 uses are proposed to close at midnight.
- 2.4 Two bars are proposed to the ground floor area. A main bar selling a range of drinks and secondary satellite bar which, similar to the proposed food outlets, would be ever-changing focussing on different products.
- 2.5 By its nature the proposal is flexible and the intention is for a group of people to buy food drinks from different outlets and still be able to site together wherever they wish within the building.
- 2.6 A small mezzanine level is proposed to the rear of the ground floor and would provide an area for private functions whilst the existing vault, also to the rear of the ground, floor would be turned into a 'secret garden' area with a glazed retractable roof and to provide a small additional seating area.
- 2.7 Toilets and storage would be located to the basement level.

First and Second Floor (C1 - 24 Hotel Guest Bedrooms)

- 2.8 The first and second floors would contain the proposed hotel and 24 guest bedrooms as well as a manger's flat. The first and second floors would be a separate and distinct operation from the ground floor uses with access for hotel residents only. The upper floors would also have their own separate entrance and staircase.

Third Floor (A4 - Bar)

- 2.9 A cocktail bar is proposed to the existing part third floor of the building whilst it is also proposed to open out this area to the rear of this part of the building to allow access to the existing large flat roof area to form a terrace with seating booths and an acoustic screen/part roof. The third floor bar would be accessible to both hotel guests and non-residents with access from all floors by stairs and lift.

3. RELEVANT PLANNING HISTORY

- 3.1 The premises have an extensive planning history. The applications of most relevance are set out below:
- 3.2 890762/FUL - The refurbishment of existing bank premises incorporating a partial rear extension & new bank facade at ground level onto Market Place - Granted
- 3.3 050820/FUL - Change of use of 1st, 2nd and 3rd floors from ancillary bank use to Class B1 (offices) - Granted
- 3.4 140328/FUL - Repairs to pitched and flat roofs and replacement rainwater goods
- 3.5 160896/LBC - Removal of external signage and external ATM - Granted

- 3.6 161015/FUL & 161016/LBC - Change of use of basement and ground floor from financial and professional services (Class A2) to restaurant and café (Class A3) and associated works, including replacement rooftop plant, two grills to ground floor side (south) elevation and flue on rear elevation from first floor to roof level - Withdrawn

4. CONSULTATIONS

- 4.1 RBC Environmental Protection - No objection, subject to conditions to secure:

- Implementation of proposed glazing and mitigation measures
- Control of delivery and waste collection hours (0800 - 2000 hours Monday - Saturday & 1000 - 2000 hours Sundays & Bank Holidays only)
- Submission and approval of a plant noise assessment,
- Control of hours of use of the roof top terrace (0800 - 2300 hours only)
- Submission and approval of roof terrace noise mitigation measures
- Implementation of the proposed odour mitigation measures
- Submission and approval of air quality mitigation measures
- Occupation of roof top terrace in accordance with approved lighting details only
- Submission and approval of a construction method statement
- Control of construction hours (0800 -1600 hours Monday - Friday & 0900 - 1300 hours Saturdays only)

- 4.2 RBC Transport - No objection, subject to conditions to secure:

- Submission and approval of a construction method statement
- Submission and approval of bicycle storage details
- Implementation of proposed bin store
- Submission and approval of scheme for a pedestrian dropped kerb
- Implementation of servicing and deliveries management plan

- 4.3 RBC Licensing - The licensing team have significant concerns over any permission for late night bars or takeaways in an area that is already under stress from the amount of premises already licensed. It is a licensing aspiration that the town needs more sit down; food led offerings which do not rely on being alcohol led or rely on being open to the early hours of the morning providing less than quality food.

We have no objection to a street market style operation but that would indicate to us that food should be the main driver for the premises and not A4 drinking establishments. Upright vertical drinking establishments are the most likely driver of anti-social behaviour and crime and disorder. That is the main concern, particularly in light of the premises being in the Council's Cumulative Impact Area - an area already under stress from too many alcohol licensed premises.

- 4.4 RBC Ecology Consultant - No objection.

- 4.5 RBC Heritage Consultant - No objection, subject to condition to secure details of secondary glazing.

- 4.6 Public Consultation:

No.s 1, 3-5, 5 (Flats 1-7), 7 (Flats 1-7), 9, 13 and Jacksons Corner King Street, 1-8 Abbey Hall Abbey Square and 7 (Flats 1-3), 8 and 8A (Flats 1-5) High Street were notified of the application by letter. Two site notices were also displayed outside the application site.

4.7 One letter of support has been received.

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 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 the listed building or its setting or any features of special interest which it possesses.
- 5.3 The following local and national planning policy and guidance is relevant to this application:

National Planning Guidance

National Planning Policy Framework (2018)

Reading Borough LDF Core Strategy (Adopted January 2008, amended 2015)

CS7 Design and the Public Realm

CS11 Use of Employment Land for Alternative Uses

CS20 Implementation of the Reading Transport Strategy

CS24 Car/Cycle Parking

CS25 Scale and Location of Retail, Leisure and Culture

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

Sites and Detailed Policies Document (Adopted October 2012, amended 2015)

DM1 Adaptation to Climate Change

DM2 Decentralised Energy

DM4 Safeguarding Amenity

DM12 Access, Traffic and Highway-Related Matters

DM19 Air Quality

DM23 Shopfronts and Cash Machines

Reading Central Area Action Plan (Adopted January 2009)

RC5 Design in the Centre

RC6 Definition in the Centre

RC7 Leisure, Culture and Tourism in the Centre

RC8 Drinking Establishments

RC10 Active Frontages

Supplementary Planning Document: Parking Standards and Design (October 2011)

6. APPRAISAL

Principle of the change of use

- 6.1 Paragraph 85 of the NPPF (2018) states that planning policies and decisions should define a network and hierarchy of town centres and promote their long-term

vitality and viability - by allowing them to grow and diversify in a way that can respond to rapid changes in the retail and leisure industries, allows a suitable mix of uses (including housing) and reflects their distinctive characters. The glossary of the NPPF details that main town centre uses are: Retail development (including warehouse clubs and factory outlet centres); leisure, entertainment and more intensive sport and recreation uses (including cinemas, restaurants, drive-through restaurants, bars and pubs, nightclubs, casinos, health and fitness centres, indoor bowling centres and bingo halls); offices; and arts, culture and tourism development (including theatres, museums, galleries and concert halls, hotels and conference facilities).

- 6.2 Policy CS26 seeks to maintain and enhance the vitality and viability of centres, as well as widen the range of uses. Policy RC6 also seeks to promote retail development whilst supporting other town centre uses within the wider Central Core area. Within an existing active frontage Policy RC10 seeks that uses should be within either A1, A2, A3, A4, A5, C1, D1, D2 or related sui generis uses. The proposed A3/A4 and C1 uses would be appropriate town centre uses in this location. Whilst the proposals would also accord with Policies CS25, RC7 and RC8 which seek to locate new Leisure, Culture and Tourism facilities within the Town Centre.
- 6.3 Policy RC9 seeks that where proposals for hotels fall outside the C3 use class they will be located within the Central Core but that such proposals will not be permitted unless the duration of occupation of residents is restricted to ensure the units are used on a short stay basis and not as residential flats, and information monitoring the implementation of this restriction is regularly supplied. These requirements are to be secured by way of a section 106 legal agreement containing the following requirements:
- no hotel room shall be used for any use other than as a C1 Use
 - no hotel room shall be used or occupied as a residential dwelling or dwelling-house (C3 Use)
 - not to let or licence for occupation or permit or suffer occupation of any of the hotel rooms for a continuous period of more than 3 months to the same occupier or occupiers
 - other than those Customers staying in accordance with the above, not to let or licence for occupation or permit or suffer occupation of any hotel room for a continuous period for more than 3 months to the same Customer or Customers
 - not to require Customers of any hotel room to agree to any minimum period of occupation (of whatever duration)
 - to provide to the Council within 14 days of written request evidence regarding the use or occupation of all hotel rooms
- 6.4 In terms of loss of the existing uses the replacement of the existing A2 (bank) use at ground floor with the A3/A4 (food hall and bar) use is replacing an existing town centre use with another and is therefore considered acceptable in principle. Loss of the existing B1a (office) accommodation must be considered against Policy CS11. The loss of office accommodation in this location is considered acceptable given the premises has been vacant for some time; the availability of office accommodation elsewhere within the Borough and also as the proposal would bring a vacant listed building back into use and reduce the potential for its further deterioration and chance that it would fall into a state of disrepair.

Amenity of Neighbouring Occupiers

- 6.5 Policy DM4 of the Sites and Detailed Policies Document (2012, 2015) seeks to protect the amenity of existing and future occupiers in terms of privacy, light, overbearing, noise and disturbance, lighting, vibration, small and crime and safety. Policy CS34 of the Core Strategy (2008, 2015) seeks to protect and mitigate development from pollution.
- 6.6 The site is largely surrounding by commercial occupiers and as a conversion of an existing building potential for any overbearing or loss of light is limited and there are no concerns in this respect. Impact upon privacy and overlooking to neighbouring buildings is also likely to be limited. However, the impact of the proposed hotel use to the upper floor of the building upon the mixed use residential-led development given planning permission at Jacksons Corner at 1-9 King Street must be considered as the rear part of both sites share a boundary.
- 6.7 The Jacksons Corner development includes a new 6 storey building located to the rear of the site of which the upper 5 floors contain new residential accommodation. The north flank elevation of this building would be located 3.5m from the south flank elevation of the application building. Sited so close to the boundary the new building at Jacksons Corner effectively borrows outlook and lighting from the current application site and this being the case the new building does have limited habitable windows to this elevation albeit there are some. There are a number of first and second floor windows to the facing south flank elevation of no.1-2 Market Place however these are existing windows and the proposal does not seek to add any new openings here. What must be considered is whether the proposed hotel use rather than existing lawful office occupation of the building would have any potential for additional overlooking or loss of privacy.
- 6.8 The hotel use would be occupied during night time hours when perhaps the existing office use would not and it is also the night time hours when occupants of the consented Jacksons Corner scheme would most likely to be at home. The affected part of the Jacksons Corner development is positioned such that it is only the rear third of the 1 - 2 Market Place building that has the potential to cause an issue. In this respect, the applicant has proposed a mixture of obscure glazing and privacy louvres to the all existing windows to the south flank elevation of the building which face the Jacksons Corner development. The privacy louvres would direct views to the sides away from direct views to the consented windows of the Jacksons Corner development. Together with the obscure glazing panels this is considered sufficient to prevent any undue overlooking or loss of privacy from the proposed hotel rooms without compromising levels of outlook or daylighting.
- 6.9 The south flank elevation of the proposed roof top terrace area would be shielded by a 2.5m high closed board timber screen. The screen incorporates a sloping roof up to 3m in height. This would prevent any potential for views from the roof top terrace to the Jacksons Corner development.
- 6.10 In terms of noise and disturbance the impact upon the adjacent consented Jacksons Corner development, other nearby occupiers and the wider town centre area must be considered. There are no material concerns in respect of the proposed C1 hotel use.
- 6.11 RBC Licensing Officers have raised concerns regarding the A4 (bar) elements of the proposal. As explained in paragraph 4.3 above the site falls within the Council's Cumulative Impact Area. This area creates a presumption and starting position that all new applications for bars - where the predominant activity is the sale of alcohol - and takeaways will be refused a license unless the applicant can demonstrate they will not create additional negative cumulative impact in the town. Upright

vertical drinking establishments are the most likely driver of anti-social behaviour and crime and disorder with potential to affect the amenities of surrounding residential occupiers. Licensing advice is that they have no objection to the street market style operation proposed if food is the main driver for the premises and not A4 drinking establishment.

- 6.12 Whilst licensing concerns are relevant, licensing requirements are considered under a separate regime to planning and the concerns raised would largely be considered to be capable of being controlled via the Licensing Acts. Nonetheless, the concerns raised regarding anti-social behaviour, noise and disturbance are intrinsically linked to the material planning consideration of protecting the amenity of surrounding occupiers and therefore must be taken into account within the planning balance.
- 6.13 The site is within the RCAAP Central Core, where such uses are to be encouraged (Policy RC7 seeks for proposals to contribute towards the 18 hour economy of the town centre). However, it should be borne in mind that there is an increasing number of residential uses within the town centre and near to Market Place. This is a consequence not only of planning permissions but also permissions gained through the office prior approval mechanism, where the Local Planning Authority has limited opportunity to object to the proposal. A balance therefore needs to be struck between the economic advantages and the benefit to the long-term sustainability of the Listed Building on one hand, and the amenity to be reasonably expected by town centre flat dwellers on the other.
- 6.14 The closest residential occupiers to the proposed development would be those at the consented Jacksons Corner development adjacent to the site to the south, as referred to earlier in this report whilst the occupiers of the proposed hotel to the upper floors of the application building must also be considered.
- 6.15 A detailed noise assessment has been submitted as part of the application and the Environmental Protection Team is satisfied that this demonstrates that the amenities of surrounding occupiers, including those to the hotel, would be preserved. A condition is recommended to secure the proposed new glazing and ventilation measures to the hotel.
- 6.16 With regard to the proposed roof terrace and bar area the application proposes mitigation in the form of a 2.5m high acoustic screen with acoustic roof barrier reaching 3m in height. A noise assessment of this has also been submitted. This demonstrates that the terrace area would only be acceptable in noise terms with the acoustic screen in place. Environmental Protection Officers are satisfied that the principles of the acoustic screen proposed by the applicant would be acceptable but recommend a condition so that the detailed specification of this case can be secured. A condition is also recommended to require the screen to remain in place for the lifetime of the roof top terrace area and that the terrace is not occupied outside the hours of 0800 - 2000.
- 6.17 Environmental Protection Officers also raised concern regarding the external lighting proposed to the terrace area and potential light spillage to nearby properties. A detailed assessment of this was submitted by the application during the course of the application and Environmental Protection Officers are satisfied that this demonstrates the proposed lighting would not cause any undue harm to the amenities of surrounding occupiers.
- 6.18 An odour control assessment has also been submitted with regard to the proposed kitchen area, implementation of which can be secured by way of condition. Additional conditions are also recommended to secure an air quality mitigation

scheme for future occupants of the hotel, submission of a noise assessment with regard to any additional plant equipment as well as controls on the hours of deliveries and waste collection times.

- 6.19 Environmental Protection Officers are therefore satisfied that, subject to recommended conditions, the site specific impacts of the proposed development upon immediate surrounding occupiers and future occupiers of the proposed hotel can be suitably mitigated.
- 6.20 In terms of the wider concerns raised by licensing officers, the applicant has submitted a number of amended details in an attempt to address these concerns.
- 6.21 When concerns have been raised regarding the drinking led nature of other proposals within the town centre officers have often sought confirmation of the amount of bar floor space proposed to ensure this is secondary to other, often A3, uses. For example, this approach was used at 3-5 King Street under applications ref. 150051/FUL and 160358/VARIAT where there were concerns about the extent of ancillary bar area to this application for change of use to A3.
- 6.22 The current application has been clear in that it is a proposal for a mixed A4 and A3 use. However, the nature of the proposal as a food market/hall with bars is quite unique, as is the flexible nature of how the food hall would function with ever changing food and drink offers occupying the kitchen and bar areas proposed within the building. This flexible type use makes controlling bar floor areas difficult, particularly as the seating arrangements are also flexible with the proposal designed so that a group of people could visit the market and all purchase food and drink from different kitchen/bars but then sit together anywhere within the ground floor of the building.
- 6.23 Nonetheless, the applicant has submitted amended plans which includes reducing the number of bar areas to the food hall area from 3 to 2 and also increasing the amount of seating to make the arrangement slightly more formal with less potential for large groups to take part in vertical drinking. The amended plans now show that 72% of the ground floor area would be taken up by seating with the bar areas, circulation and standing space accounting for 28%.
- 6.24 A management plan for the premises has also been submitted which includes measures to reduce disturbance from customers, whilst these issues would be best be controlled via the licensing regime, the measures proposed regarding leaving procedures (lowering music level half an hour before closing, turning lights on and encouraging patrons to disperse) will assist controlling any disturbance associated with the proposed use.
- 6.25 Officers consider that the amendments made by the applicant go some way to addressing planning concerns in terms of noise and disturbances and harm to the amenity of surrounding occupiers. Licensing officers still retain concerns regarding the proposed development; however this would likely be the case for any proposal that includes a drinking element in the town centre given the presumption against such premises within the town centre cumulative impact area. It would be though the licensing process where the majority of issues would be addressed.
- 6.26 Given the concerns outlined above, close proximity of the consented Jacksons Corner residential development and unique and flexible nature of the food hall element of the proposal officers consider that the opening time of the premises should be limited to 11pm each day. This would prevent the premises being used

for late night drinking into the early hours of the morning and control the use in the context of nearby residential occupiers.

- 6.27 On the basis of the conditions outlined above officers are satisfied that the proposal could be satisfactorily mitigated to prevent any undue noise and disturbance to surrounding occupiers and would accord with Policies DM4 and CS34.

Standard of Amenity

- 6.28 Policy DM4 of the Sites and Detailed Policies Document (2012, 2015) seeks to protect the amenity of existing and future occupiers in terms of privacy, light, overbearing, noise and disturbance, lighting, vibration, smell and crime and safety. Policy CS34 of the Core Strategy (2008, 2015) seeks to protect and mitigate development from pollution.
- 6.29 The proposal seeks to provide 24 Hotel Rooms at first and second floor which will be a separate distinct operation from the ground food hall/bar use. The upper floors will be capable of being occupied independently with a separate entrance and staircase. As hotel accommodation the Council does not have any adopted standards but all rooms are considered to provide for a suitable standard of amenity in terms of size, outlook and daylighting.
- 6.30 Potential noise and disturbance from the A3/A4 elements to the C1 hotel use are discussed in the amenity of neighbouring occupiers section above.

Design and heritage issues

- 6.31 Policy CS7 seeks to preserve or enhance the character of the area in which a development is located and Policy CS33 seeks that development should preserve or enhance the character and setting of heritage assets. Policy RC5 seeks to form appropriate relationships between buildings.
- 6.32 A Heritage Assessment has been submitted part of the application.
- 6.33 Aside from the front façade of the building, which would remain unaltered, the rest of the building is of modern steel and concrete frame construction with the listed building having been heavily rebuilt. No significant changes are proposed beyond cleaning and repairs of the front façade and discreet lighting to the architectural features of the building frontage. Internally the only alteration to the front façade is the introduction of secondary glazing to the frontage windows. Precise details of the secondary glazing can be secured by way of a suitably worded condition.
- 6.34 The proposed alterations to the modern part of the building behind the front façade consist of additions of louvres to certain windows, the creation of a terrace at roof level with acoustic screen, and the cutting back of the roof slab to the existing bank vault at the rear of the building at ground floor level and replacement with a glazed retractable roof. At roof level a small extension to the existing plant room is also proposed.
- 6.35 The proposed alterations to the modern addition rear part of the building would not be visible from the Market Place street-scene or any significant views from the surrounding Market Place/London Street conservation area.
- 6.36 In view of the historic removal of the fabric of the building behind the façade and the limited changes proposed to the front elevation, the proposed alterations are not considered to harm the significance of the Listed Building or setting of the

surrounding Conservation Area. The proposal is considered to accord with Policies CS7, CS33 and RC5.

Transport

- 6.37 Policies DM12 of the Sites and Detailed Policies Document 2012, 2015 and CS20 and CS24 of the Core Strategy seek to address access, traffic, highway and parking relates matters relating to development.
- 6.38 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 within the Market Place Square and within walking distance of Reading rail station to the north. This area is well served by rail and bus links and also contains the largest proportion of public car parking spaces.
- 6.39 There is no parking currently associated with the site. The non-provision of parking is acceptable in this town centre location given the proximity of public transport services and public car parks. In terms of traffic generation, the trips generated by the proposed use would be shared with other town centre, employment, service and retail outlets. Therefore, the proposed use is unlikely to result in a material change in trips.
- 6.40 However, the proposed use is likely to generate a significant increase in commercial deliveries such as food and drink deliveries, laundry deliveries and refuse collection. The site currently provides a narrow gated off-street delivery area but there is no provision on site for large deliveries which a use of this type is likely to generate.
- 6.41 Market Place has vehicle access restricted to buses, taxis and permit holders between 07:00-11:00 and 16:00-19:00 and forms part of the town centre bus loop. Any development which does not have adequate provisions for servicing may result in vehicles waiting on Market Place causing delay to bus services.
- 6.42 It is proposed to service the site with delivery vehicles using existing on-street waiting/loading facilities on Market Place and/or King Street, with goods being carried/trolleyed to the entrance. Transport officers raised concerns that due to a lack of direct access (no dropped kerb or dedicated loading outside the building) trolleys and goods would have to be wheeled around the narrow footways of Market Place to obtain access to the building. This is of particular concern given the busy of Market Place where the potential for conflict with pedestrians and buses is high and would likely create a highway safety hazard.
- 6.43 As a solution Transport and Network Management Officers have agreed to the principle of a new pedestrian dropped kerb in the vicinity of the existing entrance doors to the building so that an acceptable crossing provision for deliveries and servicing can be provided. A dedicated crossing point will remove the need for goods to be transport longer distances along narrow footways to the detriment of pedestrian safety.
- 6.44 Given the kerb area is located out of the redline application area and applicants ownership the requirement to secure a license to provide a pedestrian dropped kerb would be secured by way of a section 106 legal agreement.
- 6.45 The City 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 cycle storage for staff working within the hotel/food hall

outlets. These details can be secured by way of conditions. A dedicated external bin store is proposed to the side access and is considered acceptable.

- 6.46 A Construction Method Statement will be required given the town centre location and the significant remodeling of the site proposed within this application. The proposed work should be in accordance with the Borough's Guidance Notes for Activities on the Public Highway. However, it is common that a Construction Method Statement is conditioned and determined separately of the planning application.

Other Issues

Community Infrastructure Levy

- 6.47 The proposed C1 Hotel floor space (850m²) would be liable for the Community Infrastructure Levy. This equates to £125,196. However, as the hotel accommodation is to be provided solely via conversion of existing floor space then, if the applicant can demonstrate that the building has been in use for a continuous period of 6 months at any time within the last 36 months then the liability would default to £0. This would be established post decision via the CIL regulations procedures.

Employment Skills and Training

- 6.48 As the proposal relates to a change of use of over 1000m² it is necessary to secure a construction phase Employment Skills and Training Plan. This is in line with the Employment Skills and Training SPD requirements and can be secured by way of a section 106 legal agreement. The requirement is either a site specific plan or a financial contribution and the terms of the S106 will be flexible in this respect.

Equalities Impact

- 6.49 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.
- 6.50 In terms of the key equalities protected characteristics it is considered there would be no significant adverse impacts as a result of the development.

RECOMMENDATION

GRANT Full Planning Permission and Listed Building Consent

Case Officer: Matt Burns

Plans Considered:

Drawing no.s

3172.111 rev E - Proposed Ground Floor Plan

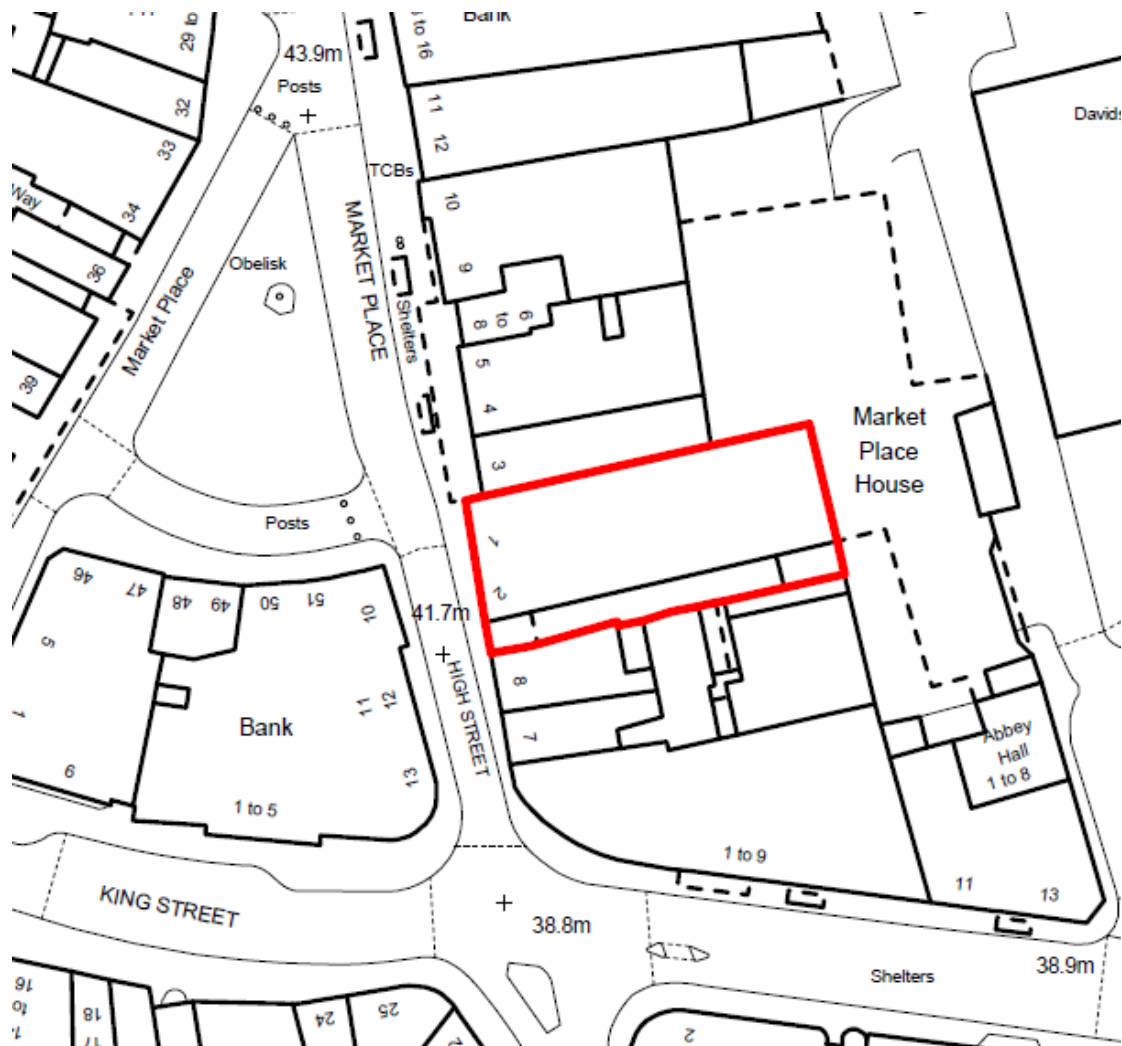
Received by the Local Planning Authority on 31st August 2018

Location Plan ref. 1-2 Market Place, Reading RG1 2EQ

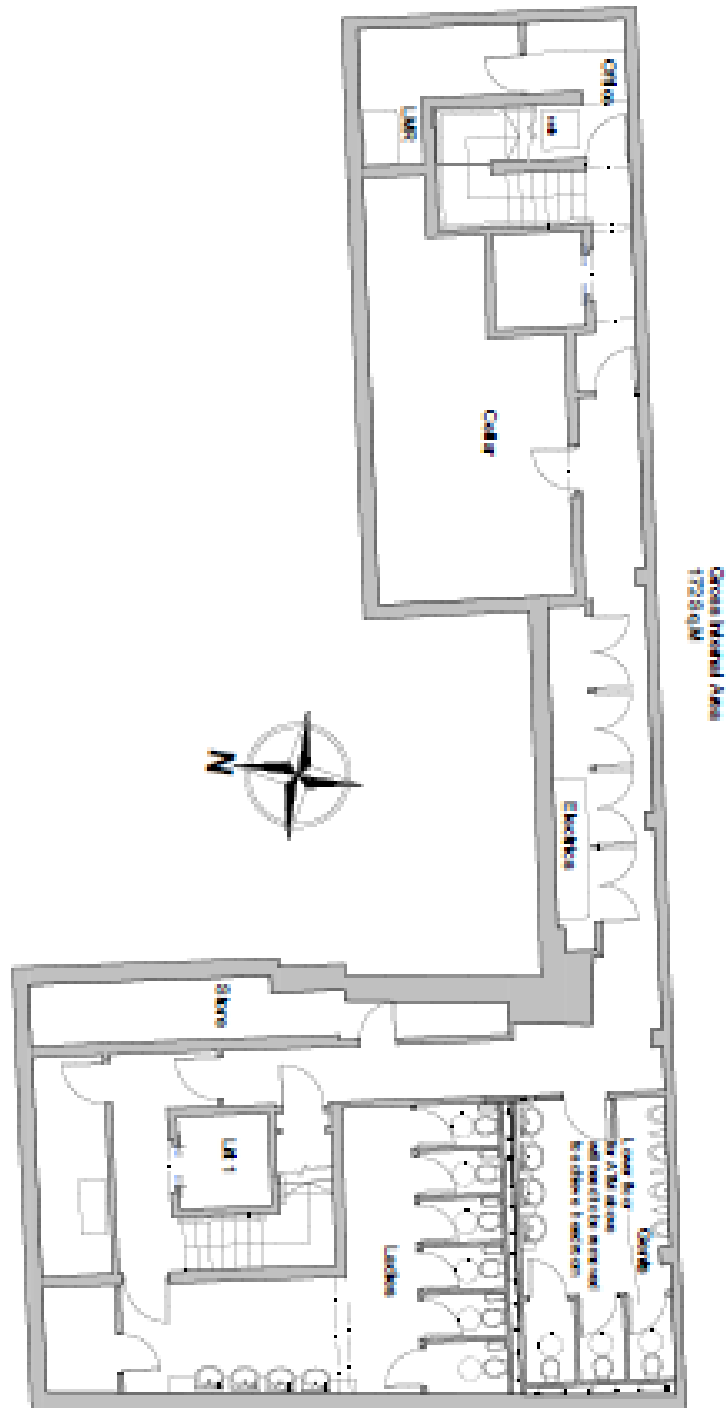
3172.110 rev B - Proposed Basement

3172.112 rev D - Proposed First Floor

3172.113 rev D - Proposed Second Floor
3172.14 rev D - Proposed Third Floor
3172.120 rev A - Proposed Sections AA, BB & CC
3172.125 rev A - Proposed Elevations
Received by the Local Planning Authority on 25th May 2018



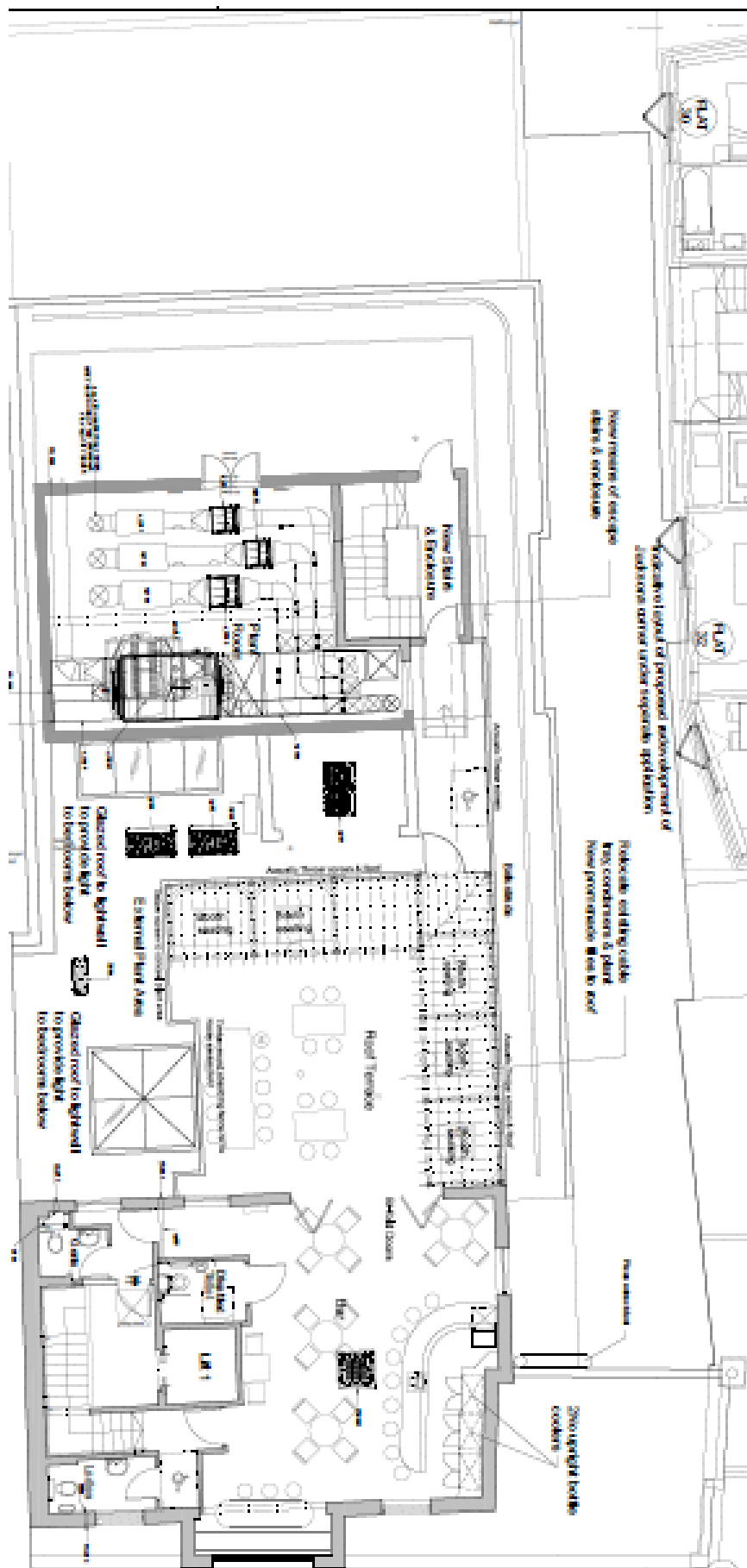
Location Plan



Proposed Basement Floor Plan



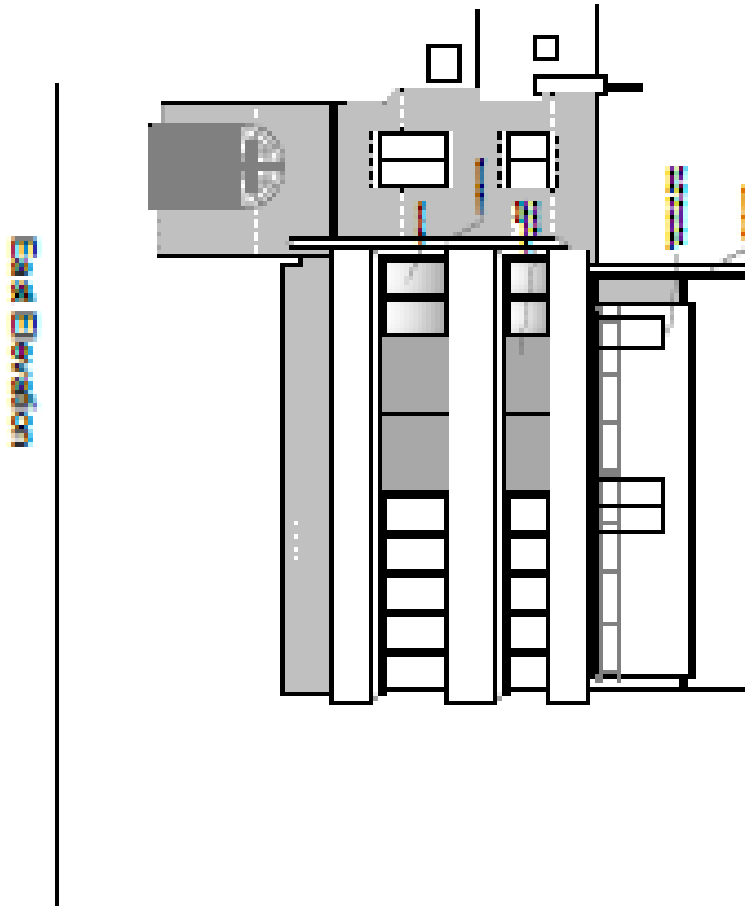




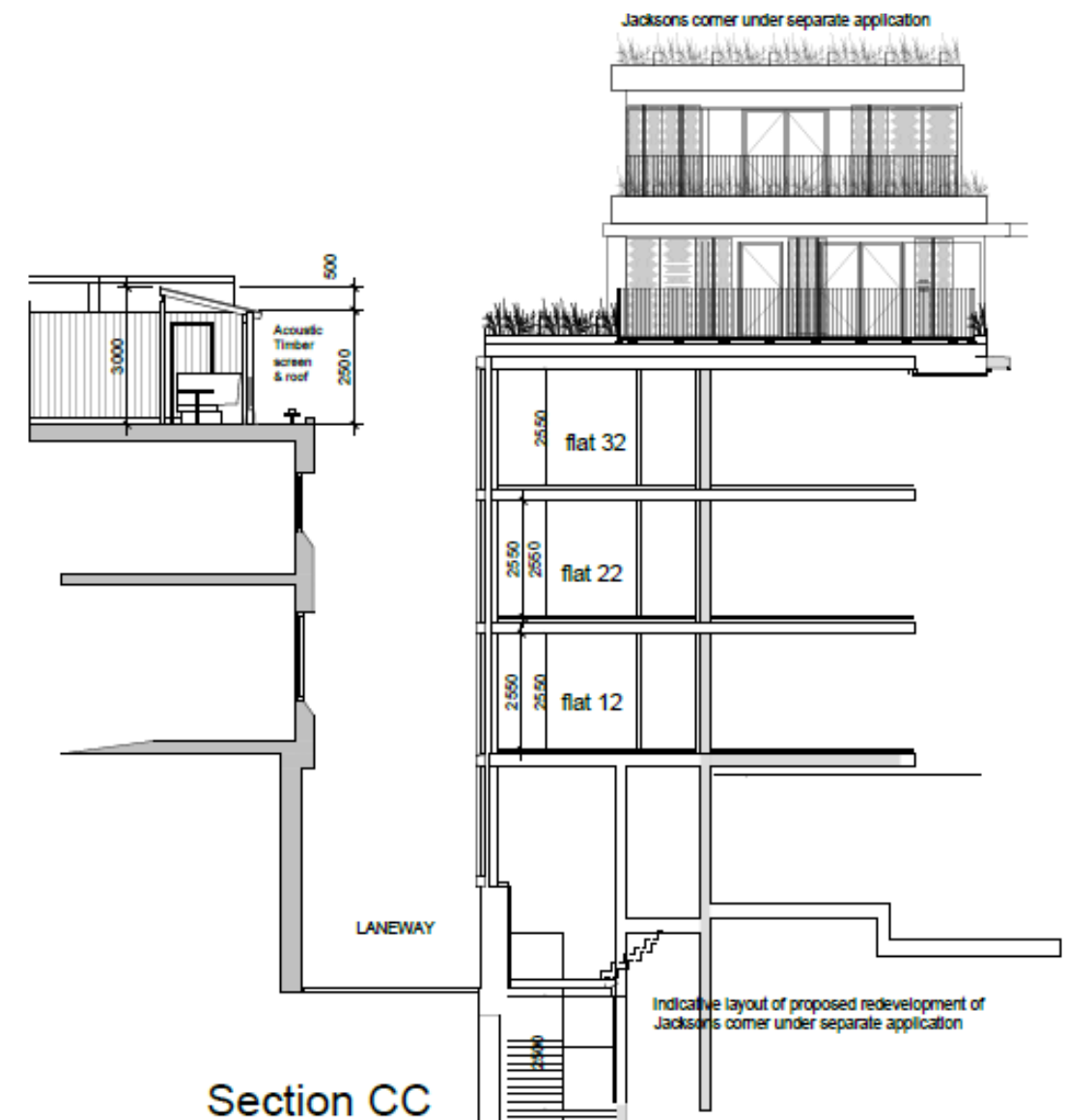
Proposed Third Floor Plan (with roof terrace)



Proposed West and South Elevations



Proposed East Elevation



Proposed North-South Section showing relationship with larger Jackson Corner Consented Building (and showing acoustic screen to roof terrace)

This page is intentionally left blank

COMMITTEE REPORT

BY THE DIRECTOR OF ENVIRONMENT & NEIGHBOURHOOD SERVICES
READING BOROUGH COUNCIL
PLANNING APPLICATIONS COMMITTEE: 10th October 2018

ITEM NO. 11

Ward: Abbey

Application No.: 180909/FUL

Address: Clarendon House 59-75 Queens Road

Proposal: One storey roof extension, part six, part nine storey side/rear extension and mews houses providing 43 new residential units together with associated services enclosures, parking, and landscaping (amended description)

Date received: 15th June 2018

Application target decision date: 14th September 2018

Extension of time date: 10th November 2018

RECOMMENDATION

Grant Full Planning Permission, subject to satisfactory completion of a Section 106 legal agreement by 10th November 2018 and the following conditions.

If the Section 106 legal agreement is not completed by 10th November 2018, delegate to the HPDRS to refuse the above application unless the HPDRS approves an extension of time.

Legal Agreement to secure the following:

1. Provision of 13 on-site residential units as affordable housing, comprising 7 x 1 bed, 5x 2 bed and 1 x 3 bed flats (7 x social rent, 2 x affordable rent and 4 x shared ownership units)
2. Employment Skills and Training Plan (construction phase) or equivalent financial contribution
3. Refuse Disposal Management Plan

A plan to be submitted to the Council for Approval setting out measures and/or procedures for the management of the disposal of refuse by residents of all the dwellings in the Development in accordance with the following principles:

- (a) all refuse from the apartments to be deposited in refuse bins located or to be located in "the Disposal Area"
- (b) a contract to be entered into with a registered private disposal refuse collector for the regular collection of all refuse from the Disposal Area and such a contract thereafter to be in place at all times for the lifetime of the Development unless otherwise agree in writing by the Council
- (c) appropriate enforcement measures to ensure compliance by all residents of the dwelling with these principles

The Owner agrees with the Council that it shall -

- 1) prior to Occupation of any part of the Development submit to the Council for Approval the Refuse Disposal Management Plan;
- 2) no dwelling in the Development shall be Occupied until the Refuse Disposal Management Plan has been Approved by the Council; and
- 3) from first Occupation of the first dwelling in the Development to be Occupied comply with or procure the compliance with the terms of the Refuse Disposal Management Plan as Approved by the Council

Conditions:

1. Time limit - standard three years for implementation
2. Approved Plans
3. Submission of materials
4. Submission of Construction Management Statement
5. Hours of construction: 8am-6pm (Mon-Fri); 9am-1pm (Sat); no Sundays/holidays
6. No bonfires during construction
7. Contaminated Land 1: site characterisation report
8. Contaminated Land 2: remediation scheme
9. Contaminated Land 3: implementation of remediation scheme
10. Contaminated Land 4: reporting any unexpected contamination
11. Landscaping: planting specification including native species and maintenance
12. Landscaping: implementation of landscaping scheme
13. Landscaping: replacement within five years
14. Construction Method Statement
15. Car parking layout to be provided before occupation
16. Cycle storage provision to be provided before occupation
17. Service vehicle delivery management
18. No entitlement to parking permits: information to residents
19. No entitlement to parking permits: confirmation of addresses
20. Details of bin stores
21. Details of green and brown roofs
22. Noise assessment and mitigation scheme required
23. Archaeological Written Scheme of Investigation (WSI)
24. In accordance with flood risk assessment
25. In accordance with sustainability reports
26. Provision of CHP
27. Submission of a security strategy, with the development to achieve the Secured By Design standard
28. Disabled persons' access in accordance with Access Statement contained within submitted DAS and retention of all standards including lifts
29. Submission of a scheme of biodiversity enhancements
30. Submission of scheme of management and maintenance for the SUDS scheme
31. Implementation of the SUDS scheme
32. Submission of details of boundary treatments and gates
33. No external additions to the development unless submitted and approved by the Planning Authority (to include external cleaning mechanisms and satellite dishes)

Informatives:

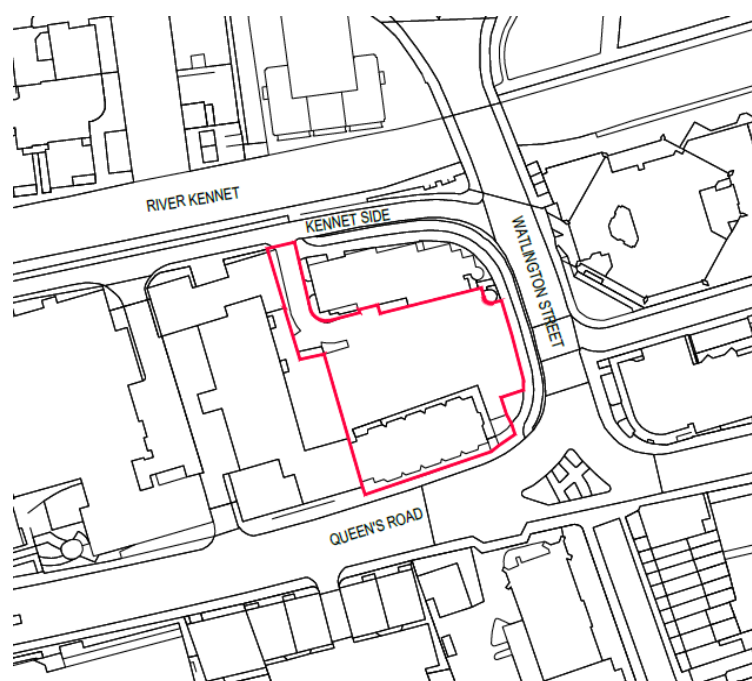
1. Positive and proactive requirement
2. S.106 applies
3. CIL-liable
4. Terms and conditions
5. Pre-commencement conditions
6. No parking permits
7. Works affecting the Highway
8. Fee for conditions discharge
9. Building Regulations
10. Thames Water requirements
11. Environment Agency requirements

1. INTRODUCTION

- 1.1 The application relates to a five storey building with basement located on the north side of Queens Road at the corner junction with Watlington Street. The site

is located within flood zone 2, an air quality management area and the rear car park is identified as an area of potential contaminated land.

- 1.2 The site is located within the 'Reading Central Area' but outside of the 'Central Core' as defined by the Reading Central Area Action Plan 2012, 2015.
- 1.3 The existing building is a five storey, red-brown brick office building with a flat roof containing significant plant equipment. The building is adjoined to Queens Wharf to the west, which is a white rendered six storey residential building, with a darker clad and recessed top floor.
- 1.4 To the east, the building corners onto Watlington Street with the taller 10 storey element of the 'Q2' building on the opposite side of the junction. To the rear (north) there is the site car park which is set within a courtyard formed by the rear elevation of Clarendon House, the east flank elevation of Queens Wharf and the six storey Grantley Heights residential development. Opposite the site on Queens Road is the Grade II listed Wesley Methodist Church and the northern edge of the Eldon Square Conservation Area.



2. PLANNING HISTORY

- 2.1 170905/OPA - Change of use of building from Class B1(a) (offices) to C3 (dwelling houses) to comprise 49 residential units. Prior Notification under Class O, Part 3 of Schedule 2 of the Town and Country Planning (General Permitted Development) Order 2015 (as amended) - Prior Approval Given.
- 2.2 180240/FUL - Additional and replacement fenestration and doors, new hard and soft landscaping, relocation of cycle store and revised car parking layout - Under Consideration.
- 2.3 180772/OPA - Change of use of building from Class B1 (a) (offices) to C3 (dwelling houses) to comprise 49 dwellings. Prior Notification under Class O, Part 3 of Schedule 2 of the Town and Country Planning (General Permitted Development) Order 2015 - Prior Approval Given.

PROPOSALS

- 3.1 The proposal seeks full planning permission for retention of existing 5 storey Clarendon House building (which has prior approval for conversion to 49 flats) and addition of a one storey roof extension.
- 3.2 A part six, part nine storey side/rear extension is also proposed to the north east of the site along the Watlington Street frontage, enclosing the courtyard between the existing building, the rear part of Queens Wharf and Grantley Heights.
- 3.3 A two storey block of four mews houses is also proposed within the western part of the rear courtyard area.
- 3.4 The proposal seeks to create a total of 43 residential units (17 x 1 bedroom, 25 x 2 bedroom and 1 x 3 bedroom flats).
- 3.5 The development can be thought of as 4 different elements:
 - 1- Retention and upgrading of the existing Clarendon House building
 - 2- Link element connecting the existing building to the new extension fronting Watlington Street.
 - 3- Part six and part 9 storey side/rear extension fronting Watlington Street
 - 4- Two storey mews house block within the courtyard area

Retention and upgrading of the existing Clarendon House building

- 3.6 A key element to the development is the retention of the existing Clarendon House building fronting Queens Road which has prior approval consent for conversion to 49 flats (ref.180772/OPA) and this work is currently underway on site.
- 3.7 The existing building to be retained is a fairly commercial looking flat roof and red brick office building and is not of any particular architectural merit. A separate planning application is under consideration for fenestration upgrades to the building (ref. 180240/FUL) which would divide the existing large windows to produce a more residential looking façade.

Link element connecting the existing building to the new extension fronting Watlington Street

- 3.8 Alterations to the existing building as part of the current application relate to a single floor roof extension to provide an additional (6th) storey of residential accommodation. The proposed roof extension would be flat roof in form and recessed from the edge of the roof of the existing building. This recess would assist in providing small private terrace areas for these units to the front and rear of the roof. A biodiverse green roof is proposed to the rooftop of the extension.
- 3.9 The roof extension would extend across the full width of the building and would integrate with the 'link element' of the development which would connect the existing building to the proposed part six/part nine storey side/rear extension as it turns the corner from Queens Road to Watlington Street.
- 3.10 The corner link element would be six storeys in height and recessed from the frontages of the existing building and the proposed Watlington Street extension. The building would have a layered appearance generated through use of

materials which would include textured clay brick, brushed bronze finish aluminium curtain walling, cladding and flashing and full height glazing panels. This link element would form the main entrance to the building from Queens Road/Watlington Street.

- 3.11 Amended plans submitted during the course of the application adjusted the form of the link element from a sharp angular feature to incorporate a softer rounded edge as the building turns the corner.

Part six and part nine storey side/rear extension fronting Watlington Street

- 3.12 The most significant addition proposed is the part six/part nine storey side/rear extension which would attach via the corner link element and would be positioned at 90 degrees to Clarendon House fronting Watlington Street. This extension would enclose the courtyard area with Queens Wharf and Grantley Heights currently open to the Watlington Street road frontage.
- 3.12 The first 5 storeys of the extension would sit proud forward of the link element whilst retaining a 1m set back from the Watlington Street pavement edge. Small covered private terrace areas are proposed to the ground floor units fronting Watlington Street along with landscape planting. Slightly larger ground floor terrace areas are proposed to the units facing into the courtyard area to the rear.
- 3.12 The upper 6 to 9 storeys of the extension would be set back in the site away from the road frontage by between 2.5m and 4.5m, (due to chamfered angle of the upper elevation). This set back would form a large terrace area to the flat roof of the fifth storey serving one of the two bedroom units fronting Watlington Street. Some individual units to the south and west elevation would be served by smaller independent projecting balconies. No projecting balconies are proposed to the Watlington Street elevation.
- 3.13 The two distinct upper and lower elements of this part of the building would utilise different blends of dark and light red brickwork with would be flat roofed. A biodiverse brown roof is proposed to the rooftop of the extension.
- 3.14 Amended plans were submitted during the course of the application which reduced the height of the extension from 10 to 9 storeys and also introduced a chamfered angle to the upper 6 to 9 storeys of the Watlington Street elevation. The northern elevation of the extension was also adjusted in relation to Grantley Heights, moving the elevation further away from facing habitable windows of this neighbouring building and closer in respect of facing non-habitable windows.

Two storey mews house block within the courtyard area

- 3.15 To the western edge of the courtyard positioned against the large retaining wall of Queens Wharf a two storey flat roof block of four mews houses is proposed. The block would contain four one bedroom duplex units. This would be a brick built building and each unit would be served by small front private terrace areas at ground floor level and would be accessed via the courtyard area from Kennet Side.

Courtyard/Access/Parking

- 3.16 A landscaped central communal courtyard and perimeter planting to Watlington Street is proposed along with green and brown roofs to the proposed extensions.

- 3.17 Four parking spaces are proposed to courtyard area (eight in total but four would serve the flats within the existing building converted under permitted development rights).
- 3.18 Vehicular access and servicing to the courtyard area would be from Kennet Side as per the existing arrangements at the site.
- 3.19 Pedestrian access to the site would be obtained via two entrances from Queens Road via the existing building and corner link extension whilst there would also be access from Kennet Side via the courtyard area.
- 3.20 Bin and bicycle storage area located around the courtyard.
- 3.21 The applicant sought pre-application advice from the Local Planning Authority and also held a number of local community consultation events prior to submission of the application.
- 3.22 As discussed above amended plans were submitted to the Council on 12th September. The main changes proposed include:
- Reduction of side/rear extension from 10 to 9 storeys (number of units reduced from 46 to 43)
 - Introduction of a chamfer to the upper storeys of the Watlington Street elevation of the side/rear extension.
 - Introduction of a rounded corner element between Watlington Street and Queens Road of the side/rear extension.
 - Re-configuration of north elevation of the side/rear extension adjacent to Grantley Heights
 - Amendments to landscaping layout



Proposed Visual - Queens Road and Watlington Street junction

- 3.23 This application is reported to planning applications committee because it is a major category application.
4. CONSULTATIONS

RBC Natural Environment Trees

- 4.1 No objections, subject to conditions to secure a detailed planting specification, implementation of submitted landscaping scheme and replacement planting.

RBC Transport

- 4.2 No objections, subject to conditions to secure a construction method statement, implementation of the submitted parking layout and bicycle storage, submission of bin storage details, restriction on parking permits and submission of a delivery and servicing plan.

RBC Environmental Protection

- 4.3 No objections, subject to conditions to secure a detailed noise assessment and mitigation scheme for future occupiers of the flats, a contaminated land remediation scheme, a construction method statement and control of construction hours (08:00hrs to 18:00hrs Mondays to Fridays, and 09:00hrs to 13:00hrs on Saturdays, and not at any time on Sundays and Bank or Statutory Holidays)

RBC Ecology

- 4.4 No objections, subject to a condition to secure a scheme of biodiversity enhancements to include bird and or bat boxes, tiles or bricks on and around the building and native and wildlife planting as part of the landscaping scheme.

RBC Housing

- 4.5 The mix and tenure of affordable housing proposed is acceptable.

Berkshire Archaeology

- 4.6 No objection, subject to a condition to secure implemented of a written scheme of archaeological investigation.

Environment Agency

- 4.7 No objections.

Historic England

- 4.8 Do not wish to comment.

Royal Berkshire Fire and Rescue

- 4.9 Access for firefighting purposes and layout plans for fire safety purposes would be reviewed by RBFR as part of a building regulations application. Recommend that domestic sprinklers are included within the proposed development.

Thames Water

- 4.10 No objections.

Conservation Area Advisory Committee

4.11 No comments received.

Civic Society

4.12 No comments received.

Thames Valley Police – Crime Prevention & Design

4.13 No comments received.

Public Consultation

4.14 Neighbouring occupiers at Queens Wharf, Grantley Heights, Q2, Sapphire Plaza, Wesley Gate, no.s 25, 31-45, 47 and 49 Watlington Street and The Lyndhurst Public House 88 Queens Road were notified of the application and amended plans submitted by letter. Four site notices were also displayed around the application site.

4.15 Neighbours were also re-notified following submission of amended plans on 12th September 2018.

4.16 28 letters of objection have been received, predominantly from residents of the existing flats surrounding the proposed courtyard at Queens Wharf and Grantley Heights. 13 additional objections have been received following consultation on the amended plans. The main issues raised are:

- Loss of sunlight/daylight and overshadowing
- Loss of view
- Overlooking and loss of privacy
- Overbearing and excessive scale of development
- Insufficient parking
- Traffic congestion
- Scale bulk and massing
- Overdevelopment
- Harm to setting of conservation area and grade II listed church
- Disturbances during construction
- Loss of wind (for cooling)
- Two storey mews house building is too close to Queens Wharf - loss of privacy and view and light to Queens Wharf car park
- Mews Houses are a security risk - people could climb on top and drop down into Queens Wharf car park
- Detrimental impact on house value/rental sales
- Too much demand on public services from additional flats
- Inadequate servicing arrangements
- Many of the flats in Queens Wharf and Grantley Heights are occupied by tenants and application notification letters may not have been forwarded to landlords
- Impact on physical and mental well being
- Right to light notice issued to all Grantley Heights residents will be challenged in the Courts
- Approach taken in the daylight study with regard to Grantley Heights is highly inappropriate
- The applicant's daylight/sunlight report has not assessed all relevant windows to Grantley Heights
- Reading is not a City and city development criteria should not apply

- Residents raised concerns with the applicant regarding noise from construction activities that are currently taking place at the site associated with the conversion of the existing Clarendon House building to flats - some residents advise these were dealt with quickly and courteously by the applicant and issues addressed other residents have stated that this is not the case
- Sewers and drainage are not sized for this development
- Impact upon the Kennet
- Yellow site notices were not placed around the application site
- Insufficient time given for comments on amended plans
- Lack of response and feedback to residents who attend the applicant's community consultation event
- No provision has been made for external cleaning of the building

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 the 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'. However the NPPF does not change the statutory status of the development plan as the starting point for decision making (NPPF paragraph 12).
- 5.3 In this regard, 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).
- 5.4 Accordingly, the National Planning Policy Framework and the following development plan policies and supplementary planning guidance are relevant:

Reading Borough LDF Core Strategy (Adopted January 2008 - amended 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
- CS8 Waterways
- CS9 Infrastructure, Services, Resources and Amenities
- CS14 Provision of Housing
- CS15 Location, Accessibility, Density and Housing Mix
- CS16 Affordable Housing
- CS20 Implementation of the Reading Transport Strategy (Local Transport Plan 2006-2011)
- CS24 Car/Cycle Parking
- CS33 Protection and Enhancement of the Historic Environment
- CS34 Pollution and Water Resources
- CS35 Flooding
- CS36 Biodiversity and Geology

CS38 Tree Planting

Sites and Detailed Policies Document - (Adopted October 2012, - amended 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
- DM6 Affordable Housing
- DM10 Private and Communal Outdoor Space
- DM12 Access, Traffic and Highway-Related Matters
- DM18 Tree Planting
- DM19 Air Quality

Reading Central Area Action Plan - (Adopted January 2009)

- RC5 Design in the Centre
- RC9 Living in the Centre

Supplementary Planning Document: Affordable Housing (July 2013)
Supplementary Planning Document: S106 Planning Obligations (March 2014)
Supplementary Planning Document: Parking Standards and Design (October 2011)
Supplementary Planning Document: Employment Skills and Training (April 2013)
Supplementary Planning Document: Sustainable Design and Construction (July 2011)

6. APPRAISAL

The main issues raised by this planning application are as follows:

- Principle
- Design, Impact on the Character of the Area and Setting of Heritage Assets
- Access
- Natural Environment and Landscaping
- Transport
- Flooding
- Amenity of Surrounding Occupiers
- Standard of Residential Accommodation
- Amenity Space
- Unit Mix
- Sustainability
- Archaeology
- Affordable Housing

Principle

- 6.1 The National Planning Policy Framework (2018) encourages the effective use of land by reusing land that has been previously developed (brownfield land) and seeks that all housing applications should be considered in the context of the presumption in favour of sustainable development. The accessibility of the site is considered acceptable for the proposed development (CS4 of the Reading Core Strategy 2008, altered 2015) whilst the proposal would align with the broad objectives of Policy CS14, in assisting in meeting the annual housing targets.

- 6.2 The principle of the proposed development is considered acceptable and the following material planning considerations are relevant:

Design, Impact on the Character of the Area and Setting of Heritage Assets

- 6.3 Policy CS7 seeks to preserve or enhance the character of the area in which a development is located and Policy RC5 seeks to secure appropriate relationships between buildings, spaces and frontages within the centre of Reading. Policy CS33 seeks to preserve or enhance the historic character and setting of heritage assets.
- 6.4 The existing building is fairly modern nondescript 5 storey redbrick office building of little architectural merit which is located at a prominent corner junction on one of the busiest routes out of Reading Town Centre. The existing building is not considered to contribute positively to the character of the surrounding area nor the historic character and setting of the adjacent Eldon Square Conservation Area nor the Grade II Listed Wesley Methodist Church located on the opposite side of Queens Road.
- 6.5 The addition of a single floor roof extension to the existing building would reflect similar additions to the roof of surrounding buildings. In particular Queens Wharf which adjoins the building to the west has a roof addition at the same height incorporating front balcony areas. There is also evidence of recessed roof additions opposite the site at Havell House (62-66 Queens Road) whilst similar has also just been permitted at no.s 3-4 Wesley Gate (70-74 Queens Road) under application ref. 172162. The recessed nature of the roof extension results in a subservient appearance and reduces the prominence of the addition within the street-scene, whilst high quality material finishes are proposed of brushed bronze aluminium panelling, textured clay brick and full height glazing panels producing an addition which is light in appearance. The recessed form of the extension assists in integrating the contrasting, but high quality appearance, of the roof extension with the existing building.
- 6.6 The roof extension runs across the full width of the building to integrate with the six storey corner link extension. The link element is also recessive in form set stepped back from the front elevations of the existing building and the larger Watlington Street extension, whilst materiality would be the same as that of the roof extension. Use of the same lightweight and high quality materials to the roof extension and link extension assists in assimilating the existing building within the larger development.
- 6.7 The introduction of the rounded edge to the corner of the link element (introduced as an amendment following discussions with officers) also assists in softening the visual impact of this part of the building where it turns the exposed corner between Queens Road and Watlington Street and where the building is in closest proximity to the boundary edge of the conservation area and adjacent grade II listed Wesley Methodist Church.
- 6.8 The most significant element of the proposed development is the part six/part nine storey extension fronting Watlington Street. This part of the site is currently an exposed edge to the three sided courtyard car park formed by Clarendon House, Queens Wharf and Grantley Heights which provides a view of the now redundant car parking spaces previously associated with the office use of Clarendon House. The exposed car park courtyard edge is poor aesthetically and does not contribute positively to this part of the street-scene.

- 6.9 It is considered that the principle of completing the courtyard and infilling the currently exposed edge could have the potential to enhance the visual amenity of this part of the site and street. The current view from Watlington Street of the poor quality eastern flank elevation of Clarendon House and exposed car park appears unfinished and fails to form a cohesive street frontage.
- 6.10 The lower six storey part of the Watlington Street extension responds to the height and scale of host building (Clarendon House) and that of the other buildings surrounding the courtyard. The red brick material palette is considered appropriate reflecting the historic use of materials found within the adjacent Eldon Square conservation area, in particular to southern part of Watlington Street opposite the site. The design and use of materials together with introduction of landscaping planting to the Watlington Street frontage is considered to enhance the visual appearance of this part of the street-scene.
- 6.11 The upper element of the Watlington Street extension has been reduced from 10 to 9 storeys as an amendment during the course of the application. This higher element would set back from the principal building line of the lower part of the extension by between 2.5m and 4m. This, together with the overall reduction in storey height, assists in reducing the perceived mass to Watlington Street. Whilst the upper element of the extension would exceed the height of the other buildings surrounding the courtyard the location of this part of the application site forms somewhat of a bookend between the built form to Queens Road, the busy Watlington Street roundabout and the larger buildings found around this junction.
- 6.12 Directly opposite the site is Sapphire Plaza which is five storey contemporary glazed office building, whilst slightly further to south at the junction with Queens Road is the Q2 building which is a 10 storey residential building with a ground floor retail unit. To the north of the site, the other side of Grantley Heights and Kennet Side is also the Kings Point site (120 Kings Road) where the replacement Verto residential building is under construction at 17 storeys.



Queens Road Street-Scene

- 6.13 The key views in this location are that looking south down Watlington Street past the application site towards the Eldon Square Conservation area (the boundary of which is at the junction with Queens Road) and also towards the spires of the Grade II listed Welsey Methodist Church located on the junction with Queens Road and also that of the Polish Catholic Church of the Sacred Heart located further to the south along Watlington Street and also the view looking north along Watlington Street in the opposite direction. Both the church spires are specifically referenced within the Eldon Square Conservation Area Appraisal Document as being important local landmarks.
- 6.14 The applicant has undertaken extensive heritage and townscape assessments as part of the application including production of verified views in relation to the church spires. The 10 storey Q2 building (in relation to the spire of the Polish Catholic Church of the Sacred Heart) and the 17 storey Verto building (in relation to the spire of Wesley Methodist Church) form existing prominent features in the views up and down Watlington Street.
- 6.15 During the course of the application Officers raised concerns with the applicant regarding the extent to which the proposal impinged upon views of the Wesley Methodist Church spire when looking south past the site along Watlington Street. In response to this amended plans were submitted which, as discussed above, reduced the overall height from 10 to 9 storeys but also and importantly introduced a chamfered angle to the upper 6 to 9 storey Watlington Street elevation of the building. This assists in retaining the integrity of the spire when viewed south past the application along Watlington Street, whilst the reduction in height, even only by a storey, results in a visually less dominant structure in relation to the spire. The two images below show verified views of the proposal (orange outline) in the original ten storey and amended 9 storey chamfered form.



10 storey proposal - Verified view south of the proposed development along Watlington towards Wesley Methodist Church (right)



Amended 9 storey chamfered proposal - Verified view south of the proposed development along Watlington towards Wesley Methodist Church (right)



Amended 9 storey chamfered proposal - Closer view south of the proposed development along Watlington towards Wesley Methodist Church (right)

- 6.16 The upper element of the building would also be visible as a backdrop to the spire when viewed in the opposite direct northwards along Watlington Street. In this respect the use of materials assists in softening the appearance of the 9 storey extension. The darker colour red brick mix of the lower element of the extension would be viewed against the backdrop of the lower darker red brick appearance of the church whilst the lighter brick tone of the upper 6-9 storeys of the extension would reflect the lighter colour of the church spire. Again the reduction in height of the building has also assisted in lessening its visual

prominence. In this view the 17 storey Verto building is highly prominent as a backdrop to the church spire and the application proposal.



View north of the proposed development along Watlington Street from Polish Catholic Church of the Sacred Heart towards the spire of the Wesley Methodist Church (Verto building under construction shown behind)

- 6.17 In terms of the impact upon views within the adjacent conservation area this is largely limited to those up and down Watlington Street as discussed above as well as some minor oblique views from Queens Road.
- 6.18 The Council's Conservation Consultant is satisfied that, given the building would be viewed in the context of the larger buildings, in particular Q2 and the Verto building that is under construction which surround the conservation area boundary at the junction of Queens Road and Watlington Street, then the proposal would result in less than substantial harm to the setting of the Grade II Listed Wesley Methodist Church and adjacent Eldon Square Conservation Area. As such and as per paragraph 196 of the NPPF (2018) this must be weighed against the public benefits of the proposed development as discussed within the other sections of this report.
- 6.19 Within the courtyard the proposed two storey block of four mews houses would be set along the western edge to the front of the retaining wall on the boundary with Queens Wharf. Contained within the courtyard the mews houses would not be visible to the surrounding street-scene. As a small modest two storey brick built block surrounded by much larger buildings and set within the existing sparse car park area it is not considered that the mews block would result in any adverse harm to the visual amenity of occupiers looking out on to the courtyard area.
- 6.20 The proposed landscaping to the courtyard area is considered to significantly enhance the visual amenity of this part of the site above that of the existing car parking area (details of this are discussed further in the landscaping section below). Whilst the tree and hedge planting are also considered a significant enhancement to the current sparse and exposed Watlington Street frontage.

- 6.21 Policy CS8 Waterspaces is also considered relevant given the proximity of the Kennet. This policy seeks to protect Reading's water spaces so that they contribute to biodiversity, local character and visual amenity. Whilst the site is separated from the river frontage by the existing Grantley Heights building, the wider street-scape improvements, such as that to the Watlington Street frontage together with the proposed landscaping and ecological enhancements it is not considered that the proposal would conflict with Policy CS8.
- 6.22 The proposal is considered to integrate satisfactorily with the character and visual amenity of the surrounding area and to accord with policies CS7 and RC5. In respect of heritage impact and Policy CS33 it is considered that the proposal would result in less than substantial harm to the setting of the adjacent Grade II Listed Wesley Methodist Church and Eldon Square Conservation Area.

Access

- 6.23 Policy CS5 seeks that proposals should be located, sited and designed to provide suitable access, to, into and within, its facilities for all potential users, including disabled people, so that they can use them safely and easily. In this respect the proposal incorporates wheelchair access from Queens Road and Kennet Side via the Courtyard Area. The four mews houses are all accessible from ground floor level whilst the new six/nine storey side/rear extension has lift access to all floors.
- 6.24 There will be level access to parking areas, level entrance and terrace thresholds, wide entrance and internal doors, lobbies and corridors, wheelchair turning space in living rooms, kitchen and bedrooms, low windows sills. 10% of the accommodation will also be built to be easily adaptable to wheelchair housing standards with direct routes for future installation of a hoist from master bedroom to bathroom and wheelchair accessible bathrooms. This accommodation would be spread across all tenure types of the development.
- 6.25 The landscaped courtyard has includes level access whilst hard and soft landscaping has been designed to assist visually impaired people via use of differing surface textures to assist in orientating around the site.
- 6.26 In terms of safe access the routes into and around the building are generous well-lit footways. The proposal significantly improves surveillance levels in and around the site, particularly to the Watlington Street frontage where public routes would be overlooked by residential windows and small private amenity terraces at ground floor. Surveillance of the central courtyard area will also be significantly increased through the transition from a large car to more residential in nature with the addition of the mews houses and ground floor units to other buildings fronting on to this space will small terrace areas. The courtyard is also proposed to be well lit (dimable at night and incorporating activating movement sensors). A CCTV system will cover all entrance points as part of a site wide management plan.
- 6.27 Gates are not currently proposed to the vehicular and pedestrian access to the courtyard area from Kennet Side. This is an existing access to be retained that is not currently gated. A condition is recommended to require details of any gates or other boundary treatments not shown on the proposed plans to be submitted and approved by the Local Planning Authority.
- 6.28 To proposal is considered to have demonstrated compliance with Policy CS5.

Natural Environment and Landscaping

- 6.29 Policy CS7 seeks that development is of high design quality and maintains and enhances the character of the area in which it is located including landscaping. Policy RC5 seeks that development provide appropriate, well designed public spaces, public realm and street-scape. Policy CS36 seeks that development should retain, protect and incorporate feature of biodiversity and Policies CS38 and DM18 seek that the Borough's vegetation cover be extended.
- 6.30 A detailed landscaping scheme has been submitted part of the application, with amendments provided following detailed initial comments from the Natural Environment Tree Officer.
- 6.31 The landscaped courtyard would provide a link (for residents only) from the building entrance at the corner junction of Queens Road and Watlington Street through to the Kennet Side entrance to the courtyard. The link (footway route) would pass through a central space containing planting, benches and a water feature, surrounded by evergreen hedges intended to provide a green haven for residents screened from the surrounding car parking and doors and windows. Planting of 5 mature trees is also proposed within the courtyard as well as screen and buffer planting between ground floor windows and doors facing into the courtyard.
- 6.32 The Watlington Street frontage would also be significantly enhanced. Following submission of amended details by the applicant the landscaping scheme now includes additional fastigate tree planting and a 1.2m high hedge buffer between the building and the pavement.
- 6.33 The lower roof elements of the development (that to Clarendon House and the Mews Houses) are proposed to be green roof areas and to contain a variety of native species planting to provide a combination of biodiversity all year round which would be viewed by residents looking down from the higher parts of the development.
- 6.34 The Natural Environment Tree Officer is satisfied that with the detailed landscaping scheme provided and considers that this would assist in providing a suitable environment for future residents and in enhancing the appearance of the site within the surrounding area. Detailed planting specifications can be secured by way of suitably worded conditions.



Plan - Landscaping Layout

- 6.35 A phases 1 ecological assessment of the site has been submitted as part of the application which indicates that the existing site, consisting of a hardstanding car park and large buildings is of limited ecological value with no evidence of protected species.
- 6.36 Biodiversity enhancements are proposed within the upper level roof area (to the 9 storey extension part of the building) which would be brown roof habitat area containing different types of gravel and aggregate and logs for burrowing insects, beetles and invertebrates, native species planting as part of the landscaping scheme and provision of bird and bat boxes around the site.
- 6.37 The Council's Ecological Consultant has reviewed the proposals and is satisfied with the proposal but recommends a condition to seeks further details of the bird and bat boxes and native species planting.
- 6.38 The proposals are considered to accord with Policies CS7, RC5, CS36, CS38 and DM18.

Transport

- 6.39 Policies DM12 of the Sites and Detailed Policies Document 2012, 2015 and CS20 and CS24 of the Core Strategy seek to address access, traffic, highway and parking relates matters relating to development.
- 6.40 The site was granted prior approval consent on 31st July 2017 under application no. 170905 for change of use of building from Class B1(a)(offices) to C3 (dwelling

houses) to comprise 49 residential units. A revised scheme was granted prior approval on 2nd July 2018 under application no. 180722 which reduced the parking spaces from 24 spaces to 4 spaces.

- 6.41 The site is located to the north side of Queens Road (A329), a major transport corridor into Reading. Vehicle access to the site is provided via Kennet Side which operates one-way from west to east. Queens Road and the surrounding road network all have parking restrictions preventing on-street parking. Kennet Side and Sidmouth Street consist of a mixture of double yellow lines and permit holder only parking bays. The pedestrian network surrounding the site has adequate footway and street lighting provision, with pedestrian crossings and appropriate tactile paving/dropped kerbs.
- 6.42 The site is located just within Zone 1, Central Core Area, of the Borough's Revised Parking Standards and Design SPD. This area lies at the very heart of the town centre consisting primarily of retail and commercial office developments. This area is defined as having the best transport hubs, with both the main railway station and bus interchanges. In accordance with the adopted Parking Standards and Design SPD, the development would be required to provide a parking provision of 0.5 spaces per 1-2 bedroom unit but a lower parking provision can be considered when there would be no detriment to highway safety as a result.
- 6.43 The proposed development comprises of the erection of 43 residential units together with associated services enclosures, parking and landscaping. Vehicle access to the car park will be retained from Kennet Side. It is proposed to provide 4 car parking spaces within the existing car parking area, creating a cumulative total of 8 parking spaces within the site.
- 6.44 It is noted that the proposed parking provision is lower than the Council's adopted Parking Standards and the applicant has submitted justification within their submitted Transport Statement to support this lower provision. Given that the site is within the Central Core Area and within walking distance of Reading Town Centre with good access to public transport services, it is considered that the reduction in the residential parking provision on site will not lead to on street parking considering the extensive parking controls in the area. However, the future occupants of the units will not be entitled to apply for a resident parking permits (including visitor permits) which will be controlled by conditions and informative placed on the permission if the application is approved.
- 6.45 The applicant has confirmed that the parking spaces will be offered for purchase and appropriately managed to ensure the future occupiers of the dwellings are made aware of the parking restrictions within the site.
- 6.46 Given the reduction of parking spaces associated with the development, the number of vehicular trips from the site will be significantly less than the last office use during peak hours and it is not considered there will be any adverse highway safety impacts as a result of the development proposals.
- 6.47 The Council's Waste Management Guidelines for Property Developers states that the stopping point for the refuse vehicle should be safe, legal and designed to minimise any obstruction to traffic. The applicant has confirmed that the refuse collection arrangements will remain as per the existing arrangement from Grantley Heights, with refuse vehicles reversing from Kennet Side into the access road, as agreed with RBC Waste Operations. However, the site will generate a requirement for up to 19 four wheeled recycling bins and 19 four-wheeled

general waste bins but the applicant has stated that the bin stores can only accommodate 18 four wheeled bins. This under provision is unlikely to result in a highway safety concern given that the refuse collection will take place from within the site, off the public highway. However, it is considered that this would have a detrimental impact upon the visual and residential amenity of future occupiers of the flats by way of the potential for additional bins to be left uncovered around the courtyard. To mitigate this lesser provision of bins the applicant has proposed to enter into an agreement with a private refuse collector to increase the frequency of bin collections from the site so that a lesser on-site provision can be accepted. This approach has been agreed in principle by RBC Waste Operations and is to be secured as part of a section 106 legal agreement.

- 6.48 The applicant has confirmed that covered cycle parking is proposed within the courtyard in a 'Josta' two-tier system that will provide 48 cycle parking spaces. The two-tier stands are provided within a bricked shelter with aluminium sliding doors. This level and form of provision is considered acceptable and can be secured by way of condition.
- 6.49 There are no transport objections to this application (subject to conditions) and the proposal is considered to accord Policies CS20, CS24 and DM12.

Flooding

- 6.50 Policy CS35 seeks to prevent development which would increase the risk of flooding.
- 6.51 The site is located within Flood Zone 2, as set out in the Council's 'Strategic Flood Risk Assessment' (June 2017).
- 6.52 As a major development classed as 'more vulnerable' in terms of flood risk classification located within flood side 2 the application is required to undergo and pass the flood risk sequential test. The Sequential Test seeks to steer new development to areas with the lowest probability of flooding. The aim is to steer new development to Flood Zone 1 (areas with a low probability of river or sea flooding). Where there are no reasonably available sites in Flood Zone 1, local planning authorities in their decision making should take into account the flood risk vulnerability of land uses and consider reasonably available sites in Flood Zone 2 (areas with a medium probability of river or sea flooding).
- 6.53 An extensive flood risk sequential test has been submitted as part of the application reviewing alternative sites located at a lower risk of flooding. The proposal is an extension to an existing residential building and given the Council's latest 'Housing and Economic Land Availability Assessment' (May 2017) notes that 'there are not sufficient sites to meet the objectively assessed need for housing in Reading on sites in Flood Zones 1 and 2' officers are satisfied that the evidence submitted by the applicant is sufficient to demonstrate that the sequential test has been passed. Located in flood zone 2 the flood risk exception test is not required to be undertaken.
- 6.54 A site-specific flood risk assessment is also required to be undertaken. This demonstrates that all floor levels of the development will be set at acceptable levels in relation to EA modelled flood levels whilst dry access to and from the site can be obtained from Queens Road.
- 6.55 A scheme for a sustainable urban drainage system (SUDS) has been submitted with the application and is considered to demonstrate satisfactory drainage

arrangements for the development. Maintenance and management details of the SUDS can be secured via condition along with implementation of the SUDS scheme itself.

- 6.56 The Environment Agency has reviewed the proposal and raised no objection. Implementation of the site specific flood risk assessment can be secured by condition and the proposal is considered to accord with Policy CS35.

Amenity of Surrounding Occupiers

- 6.57 Policy DM4 of the Sites and Detailed Policies Document (2012, 2015) seeks to protect the amenity of existing and future occupiers. Policy CS34 of the Core Strategy (2008, 2015) seeks to protect and mitigate development from pollution.
- 6.58 An assessment of the daylight and sunlight impact of the proposed development has been submitted by the applicant as part of the application. This assessment has been independently reviewed by the Building Research Establishment (BRE), who produces good practice guidance on these matters.
- 6.59 The BRE has reviewed the applicant's findings on the impact of the development on affected surrounding buildings
- 6.60 The Q2 building located to the east of the application site on the opposite side of Watlington Street has a commercial ground floor with residential flats above up to a height of 10 storeys. The Watlington Street elevation of this building would directly face the application site across the road. The BRE advises that any loss of both daylight and sunlight would be limited and within BRE guidelines in all cases. It is noted that the results in this respect are based upon assumed layouts of Q2 but officers are satisfied that given the separation (25m) to the proposed building there would not be any likely unacceptable impacts.
- 6.61 There is a residential flat to the upper floors of the Lyndhurst Pub on the corner of Watlington Street and Queens Road to the south east of the application site however none of the windows directly faces the proposed development. BRE advise that the impact on the flat from the proposed development would be similar or smaller than that to the Q2 building discussed above. Therefore, it is concluded that there would be no unacceptable impact to this flat.
- 6.62 Queens Wharf is a mixed use building with commercial uses at ground floor facing Queens Road and residential uses at ground floor facing Kennet Side and to the upper floors (6 storeys). The building adjoins the existing Clarendon House building to the west and has a 6 storey elevation with residential windows and balconies facing directly into the proposed courtyard area. The BRE advises that any loss of daylight and sunlight to the windows at Queens Wharf would be within the recommended guidelines in all cases.
- 6.63 Grantley Heights is a 6 storey residential building to the north of the application site which has a 6 storey elevation with windows and balconies facing directly into the proposed courtyard area. The northern elevation of the proposed part six/part nine storey element of the proposed development would be positioned 2m from the southern elevation of this building at the closest point. The windows to Grantley Heights which directly face the proposed extension building at this closest point serve non-habitable rooms (stairwell and communal landing/corridor). As they serve non-habitable rooms these windows have not been surveyed and officers agree that this is a suitable approach.

- 6.64 20 of the 45 habitable room windows analysed at Grantley Heights would be outside of the BRE guidelines in terms of receipt of daylight with regard to the vertical sky component (VSC) which is a measure of the of the amount of sky visible from a centre point of a window (the BRE advises that ideally windows should retain at least 27% of VSC). Some of the losses are stated to be 'major adverse' with 3 bedroom windows losing around half the daylight they currently receive. However, the BRE notes that Grantley Heights, in terms of the elevation facing into the courtyard, is built right up to the property boundary it shares within the application site. This make is a 'bad neighbour' in the context of BRE guidelines as its amenity relies upon daylight obtained from other land.
- 6.65 The BRE advises that where an existing building has windows that are unusually close to the site boundary and taking more than their share of light, alternative targets should be set for receipt of daylight and sunlight. To ensure that new development has the opportunity to match the height and proportions of existing buildings, the VSC and APSH (Annual Probable Sunlight Hours - a measure of how much sunlight a window can receive with and without the new development) targets are set to those for a 'mirror image' of the bad neighbour building of the same height and size, an equal distance away on the other side of the boundary.
- 6.66 The applicant has sampled this methodology when assessing the daylight impact and the BRE notes that the results indicate that the VSC for the proposed development exceed those for the mirror image approach in all cases. However, it is also noted that this methodology would support the loss of all daylight to some windows at Grantley Heights which would clearly not be reasonable in practice.
- 6.67 With the proposed development in place (not using the mirror image methodology), windows to Grantley Heights would have retained VSC values of between 7.07% and 29.32%, with most results in the teens to low twenties. The very low results are for windows underneath balconies, but these rooms all have another window in each case which would have a VSC in the high teens or the twenties. The BRE advises they agree with the findings of the applicant's daylight/sunlight report and that overall, the levels of retained VSC are what might be found in this type of densely developed urban location.
- 6.68 In terms of impact upon receipt of sunlight to the courtyard windows of Grantley Heights BRE advise that all habitable rooms would retain sufficient sunlight within BRE guidelines with the development in place.
- 6.69 On balance, based on the independent specialist advice provided by BRE officers are satisfied that the proposed development would retain a reasonable level of daylight and sunlight to existing residential occupiers surrounding the site. In this respect the proposal is considered to accord with Policies DM4 and RC9.
- 6.70 A number of specific queries regarding the daylight/sunlight assessment submitted by the applicant have been raised in representations regarding the impact upon particular windows to Grantley Heights. The applicant has provided an addendum to the daylight/sunlight report to specifically address the points raised.
- 6.71 The impact upon daylight/sunlight to the roof space dormer windows to the southern courtyard elevation of Grantley Heights has been. An assessment of the impact upon the two closest (and therefore with the potential to be most affected) roof space dormer windows has been undertaken. One of the windows

is understood to be a bathroom and therefore, as a non-habitable room is not required to be tested. The other window is a habitable space (bedroom) and the results indicate that this window would retain a VSC of 22.21%. This is comparable with other windows assessed at lower levels of this elevation as discussed earlier in this section of the report. BRE concluded that the amount of light received by the lower level windows was commensurate within what they would expect for a densely developed urban location and as such, officers are satisfied that these particular windows would retain a reasonable level of daylight and sunlight.

- 6.72 The other specific query raised is with regard to the impact upon the windows to the circular column to the south east corner of the building visible from Watlington Street. This part of the building forms the living rooms to the flats in this part of the building. The living rooms are triple aspect with a set of doors and balconies facing out on to Watlington Street and then windows facing north towards Kennet Side and windows also facing south towards the proposed courtyard area. The daylight/sunlight addendum submitted identifies that the windows facing the courtyard would notice a meaningful reduction in daylight (VSC) from the proposed development, however the two other windows would be significantly less affected as they face out onto Watlington Street and Kennet Side. As such, the impact upon the receipt of daylight to the affected living rooms as a whole is considered to be de minimis. Officers are satisfied that given the multi-aspect nature of these rooms a reasonable level of daylight would be retained.
- 6.73 Turning to consider privacy and overlooking matters, Policy DM4 states that a back to back distance of 20m between habitable room windows is usually appropriate but that site specific circumstances could mean that lesser distances can be acceptable.
- 6.74 There would be a separation distance of 40m between the courtyard facing windows of the proposed part six/part nine storey extension and the facing windows/balconies of Queens Wharf to the opposite western edge of the courtyard. This separation is far exceeds the recommended separation distance and is considered more than sufficient to prevent any undue overlooking or loss of privacy in this respect.
- 6.75 Similarly, there would be a separation distance of 26m between the proposed single floor roof extension to the existing Clarendon House building and the facing courtyard windows of Grantley Heights on the opposite northern edge of the courtyard. Again this would exceed the recommended separation distance and is considered sufficient to prevent any undue overlooking or loss of privacy.
- 6.76 The other relationships, those between the part six/part nine storey extension and Grantley Heights, the part six/part nine storey extension and the residential units granted prior approval to Clarendon House, the proposed mews houses block and Grantley Heights and also the proposed mews houses block and the residential units granted prior approval at Clarendon House are considered acceptable. The courtyard elevations of these building are set at approximately ninety degrees to each other such that any direct or unacceptable views between units would not possible.
- 6.77 There are not considered to be any unacceptable relationships in terms of overlooking and loss of privacy from windows of the proposed development facing out on to the Queens Road and Watlington Street frontages.

- 6.78 In terms of visual dominance and overbearing impacts it is acknowledged that for residents of Queens Wharf the direct outlook from courtyard facing windows would change. However, given the separation distances to the Queens Wharf elevation across the courtyard from the proposed development (40m) officers are satisfied that the proposed nine storey tower element of the proposal would not appear unduly overbearing to the six storey elevation of this neighbouring building, whilst loss of a view is not a planning consideration.
- 6.79 The angled relationships between the residential units granted prior approval to Clarendon House and the part six/part nine storey extension and the proposed mews houses block is such that these prior approval units are considered to retain sufficient direct outlook and the proposed development would not appear unduly overbearing. A similar relationship exists between Grantley Heights and the proposed part six/part nine storey extension and mews houses block. However, the proposed development does not adjoin Grantley Heights as it does with Clarendon House. In this respect officers raised concerns with the applicant regarding the impact of the proposed part six/part nine storey extension and the eastern most column of habitable courtyard facing windows (bedrooms) of Grantley Heights which would have directly faced on to the north flank elevation of the proposed extension at a distance of around 6m.
- 6.80 Amended plans were submitted which adjusted the configuration of the north flank elevation of the proposed part six/part nine storey extension such that it steps away from the direct outlook of the aforementioned column of windows with an increased clearance of 11m. This adjustment has moved part of the north flank elevation of the proposed part six/part nine storey extension closer to this elevation of Grantley Heights however, this is only at the far eastern end of Grantley Heights where the facing windows are non-habitable serving stairwells and landing/corridors and as such there are not material concerns regarding loss of outlook or visual dominance to these windows. Following the submission of the amended plans officers are satisfied that the proposal would not result in any unacceptable overbearing impacts or appear unduly visually dominant in respect of Grantley Heights.
- 6.81 It is not considered that the modest two storey mews houses block would appear unduly dominant to any of the neighbouring properties surrounding the courtyard. This block would directly abut the existing 3m high boundary wall to the western edge of the courtyard with the ground floor Queens Wharf car park area. The two storey mews block would be flat roof and 6m in height and as such would project above the existing boundary wall by 3m. There is a separation of 11.5m from the mews house block to the facing elevation of Queens Wharf in the form of the car park. Furthermore, the ground floor windows of Queens Wharf directly to the rear of the mews block serve the ground floor commercial use of the building with the ground floor residential units set further to the north. Given this off-set relationship and separation of 11.5m it is not considered that the mew block would appear unduly overbearing to the ground floor residential units in Queens Wharf.
- 6.82 In terms of the proposed courtyard area any noise and disturbance to surrounding occupiers must be considered against the existing car park use for over 20 cars. The reduced levels of car parking proposed as part of the application is likely to reduce noise in this respect with regard to engine noise and doors opening/closing. Nonetheless, the noise environment to the courtyard would be significantly better than that experienced by residents of existing properties exposed to traffic on Queens Road and Watlington Street.

- 6.83 With regard to privacy from the courtyard itself, Grantley Heights has a car park at ground floor level whilst Queens Wharf is set back sufficiently from the courtyard edge (separated by its own car park) such that there are not considered to be any direct unacceptable impacts.
- 6.84 Noise and dust and disturbance associated with the construction of the proposed development can be controlled by way of a construction method statement to be secured by way of a pre-commencement planning condition in accordance with Policy CS34.
- 6.85 Overall the proposed development is not considered to result in any significant adverse harm to the amenity of surrounding occupiers in accordance with Policies DM4, RC9 and CS34.

Standard of Residential Accommodation

- 6.86 Policy DM4 of the Sites and Detailed Policies Document (2012, 2015) and Policy RC9 of the Central Area Action Plan (2009) seek that new development should not cause a significant detrimental impact to the living environment of new residential properties. Policy CS34 of the Core Strategy (2008, 2015) seeks to protect and mitigate development from pollution.
- 6.87 Floor plans for the different flat types within the different elements of the proposal have been submitted as part of the application. The internal space standards and room layouts for the proposed dwellings and flats are considered to be acceptable and to provide for a good standard of amenity for future occupiers.
- 6.88 An assessment of the amount of daylight/sunlight amenity that would be received by future occupiers of the proposed development has been submitted by the applicant. This assesses the daylight that would be received to habitable rooms on the ground and first floors of the proposed development. Since these are the lowest residential floors, the analysis results represent the worst case scenario for daylight receipt to the new dwellings. The results demonstrate that 96% of the habitable rooms tested would receive acceptable levels of daylight in accordance with Building Research Establishment (BRE) guidelines and concludes that this level of internal daylight is commensurate with urban, city centre residential properties.
- 6.89 This document has been independently reviewed by the BRE who have confirmed that 96% of the rooms tested would receive acceptable levels of daylight. As a city centre residential development and in particular given the constraints posed by integrating the existing Clarendon House building within the development, officers are satisfied that the development as a whole would receive acceptable levels of daylight. Furthermore, the windows tested represent the worst case scenario and the level of daylight receipt overall would be highly likely to increase to the upper floors of the buildings
- 6.90 In terms of sunlight receipt the applicant's assessment demonstrates that two rooms would not achieve the recommended level of sunlight due to orientation and presence of the existing Clarendon House building. The BRE has advised that the overall provision of sunlight to the development is reasonable given the constraints of the site.
- 6.91 In terms of overlooking and privacy between the units with the proposed development, policy DM4 states that a back to back distance of 20m between

habitable room windows is usually appropriate but that site specific circumstances could mean that lesser distances can be acceptable. The only proposed units which would directly face each other are the front elevation of the proposed mews house block and the rear elevation of the Watlington Street extension. At 22m the courtyard separation between these two elements of the development is considered acceptable to prevent any undue overlooking or loss of privacy.

- 6.92 The other relationships, those between the units within the single floor roof extension to the existing Clarendon House building and the units within the mews house block and between the units within the single floor roof extension to the existing Clarendon House building and the units within the larger part six/part nine storey Watlington Street extension are considered acceptable. The courtyard elevations of these units are set at approximately ninety degrees to each other such that any direct views between units would not be possible.
- 6.93 In terms of noise impact to future occupiers of the development an assessment has been submitted part of the application which concludes that the future occupiers will be served by acceptable internal noise levels. Environmental Protection Officers are seeking further information as to the type of mitigation (glazing and ventilation specifications) proposed and as such are recommended a standard condition to require more detailed information in this respect is provided prior to any commencement of development on site. Internal noise insulation between neighbouring units would be secured under the appropriate building regulations standards.
- 6.94 The site is located within an air quality management area and an air quality assessment has also been submitted and Environmental Protection Officers are satisfied that this demonstrates that the proposal would not worsen local air quality and that air pollutant levels at the site are within air quality objective limits and therefore no mitigation measures are required.
- 6.95 In terms of the proposed courtyard area any noise and disturbance to surrounding occupiers must be considered against the existing car park use for over 20 cars. The reduced levels of car parking proposed as part of the application is likely to reduced noise in this respect with regard to engine noise and doors opening/closing. Nonetheless, the noise environment to the courtyard would be significantly better than that faced by residents of existing and proposed properties fronting Queens Road and Watlington Street.
- 6.96 With regard to privacy from the courtyard itself defensible planting is proposed to the ground floor windows facing into the courtyard and is considered to provide a suitable buffer. The courtyard is also generous in size with the central communal garden area set away from the windows of the mews house block which has the potential to be worst affected in this respect.
- 6.97 The proposed courtyard area is considered a benefit to the amenity of future occupiers. Its enclosed nature is such that light to this area would not be optimal but given its generous size and use of landscaping officers consider that this would provide an adequate communal amenity space for residents. The scale of the proposal (a residential development of less than 12 storeys) is such that it is not classified as a 'tall building' (Policy RC13) and a wind assessment has not been deemed necessary.
- 6.98 Overall the proposed development is not considered to provide a suitable level of amenity for future occupiers in accordance with Policies DM4, RC9 and CS34.

Amenity Space

- 6.99 Policy DM10 seeks that useable private or communal amenity spaces to be provided are in keeping with the character of amenity spaces to the surrounding area. It is not uncommon for flatted development in the town centre to have limited or no amenity space provision given access to nearby public facilities. In this instance the proposal benefits from a generous courtyard space and as such can provide a communal garden area in addition to private balconies and terraces to some individual units. This is considered to be a benefit to the development and in this respect the proposal would accord with Policy DM10.

Unit Mix

- 6.100 Policy CS15 of the Reading Core Strategy (2008, altered 2015) states that "Developments should provide an appropriate range of housing opportunities in terms of a mix of housing types, sizes and tenures, in accordance with the findings of a housing market assessment." The supporting text to this policy states that the provision of at least an element of family housing in all developments is a priority, based on the findings of the Berkshire Strategic Housing Market Assessment (2007) (SHMA). The policy also states that the appropriate density and mix of residential development will be informed by the characteristics of the area in which it is located and accessibility.
- 6.101 Policy RC9 seeks that, ideally, a mixture of one, two and three bedroom units should be provided and that as a guide, in developments of 15 dwellings or more, a maximum of 40% of units should be 1 bedroom and a minimum of 5% of units should be at least 3 bedrooms.
- 6.102 The proposed unit mix of 17 x 1 bedroom (40%), 24 x 2 bedroom (56%) and 2 x 3 (5%) bedroom flats is policy compliant and therefore considered to be acceptable.

Sustainability

- 6.103 Policies CS1 and DM1 seek that proposals should incorporate measures which take account of climate change. Policy DM2 seeks that developments of more than 20 dwellings should consider the inclusion of combined heat and power plant (CHP) or other form of decentralised energy provision.
- 6.104 The applicant has submitted a sustainability report as part of the application which follows the relevant policies and Sustainable Design and Construction SPD guidance applying the recognised energy hierarchy of 'be lean', 'be clean' and 'be green'. This demonstrates that a number of sustainability measures are proposed as part of the application.
- 6.105 In terms of 'be lean' a number of energy efficient measures are proposed including use of natural ventilation, efficient mechanical ventilation, generous ceiling heights for natural daylight penetration and dual aspect units whilst energy efficient materials/services are proposed such as LED lighting.
- 6.106 In terms of 'be clean' the application includes provision of a natural gas CHP unit which will provide all heating and hot water for the development and would therefore accord with the aspirations of Policy DM2 in providing a decentralised energy source.

- 6.107 In terms of 'be green' the applicant's sustainability appraisal identifies photovoltaic panels as the only deliverable form of green energy as part of the development. However, the sustainability appraisal also demonstrates that the energy and CO2 reductions offered by the on-site CHP plant would far exceed target levels and as such, given lack of available roof space photovoltaic panels have not been proposed.
- 6.108 It is considered the proposal demonstrates a high level of compliance with sustainability requirements, with the on-site CHP plant a significant benefit of the development. The proposal is considered to accord with Policies CS1, DM1 and DM2.

Archaeology

- 6.109 Policy CS33 of the Core Strategy (2008, 2015) states that development should protect features and areas of historic importance.
- 6.110 The site is located a short distance away from the Medieval core of Reading and the River Kennet. This location raises the potential for archaeological remains dating from the Prehistoric through to the Medieval and Post-Medieval periods. Given the location of the site and the scale of the project, the potential impact on archaeological remains by the proposals should be assessed. An Archaeological Desk-Based Assessment has been submitted as part of the application.
- 6.111 Berkshire Archaeology have reviewed the desk based assessment submitted and are satisfied with its findings, namely that some potential for the survival of archaeology from various periods still remains on site, but that it is unlikely to be of high significance and therefore can be satisfactorily mitigated through submission, approval and implementation of a written scheme of archaeological investigation during the development process. This requirement can be secured by way of suitably worded condition in accordance with Policy CS33.

Affordable Housing

- 6.112 As a scheme for 43 new dwellings the proposal would be required to provide a 30% on-site provision of affordable housing in accordance with Policy CS16 of the Core Strategy (2012, 2015).
- 6.113 The application proposes that 13 of the 43 dwellings proposed would be affordable units in the form of 7 x 1 bed, 5 x 2 bed and 1 x 3 bed flats which equates to an on-site policy compliant provision of 30%. In terms of tenure the application proposes a mix of 70% rented (7 x social rented units and 2 x affordable rent units) and 30% intermediate housing (4 x shared ownership units) which has been agreed as meeting Reading's housing needs by the Council's Housing Development Manager.
- 6.114 Four of the proposed affordable units would be located within the proposed two storey mews block on the western edge of the courtyard and nine would be located across the ground, first and second floors of the proposed 9 storey side/rear extension. The affordable units proposed at ground floor level would benefit from the small private amenity areas. The ground floor social rented units (within both the mews houses block and ground floor of the side rear extension) would have independent access obtained from the courtyard area. The affordable rent and shared ownership units located at first and second floor level of the proposed side rear/extension would utilise the market flats lobby

accessible from Queens Road/Watlington Street and also from the proposed courtyard area.

- 6.115 The proposal is considered to be policy compliant in terms of affordable housing provision and to be acceptable in this respect. The affordable housing provision proposed will be secure by way of a section 106 legal agreement.

Other Issues

Contaminated Land

- 6.116 Council records indicate that part of the existing courtyard car park area is a potential area of contaminated land. A contaminated land assessment has been submitted as part of the application. This identified lead and benzo(a)pyrene as contaminants of concern on the site. Environmental Protection Officers have recommended conditions to secure submission, approval and then implementation of a remediation scheme to ensure the site is suitable for the proposed use. Subject to the above condition the proposal is considered to accord with Policy CS34 in respect of land contamination.

Fire Safety

- 6.117 The development would incorporate a domestic sprinkler system which is also being applied to the residential conversion works being undertaken to the existing Clarendon House building.

Community Infrastructure Levy

- 6.118 As new build residential development the proposal would be liable for the Community Infrastructure Levy (CIL). The total liable floor space, as per the applicants, CIL Additional Information Form, submitted as part of the application is 3574m². On this basis CIL liability is estimated to be £526,414, albeit this figure is likely to decrease slightly in practice in the event that the applicant applies for social housing relief for the affordable elements of the scheme.

Employment Skills and Training Plan

- 6.119 In addition to the affordable housing matters to be secured via a section 106 legal agreement referenced earlier in the report, it is also considered necessary to secure a construction phase Employment Skills and Training Plan via s106 too. This is in line with the Employment Skills and Training SPD requirements. This can be in the form of a site specific plan or a financial contribution and the terms of the S106 will be flexible in this respect.

Issues Raised in Representations

- 6.120 Issues regarding loss of sunlight, daylight, wind, overshadowing, overbearing impact, privacy and overlooking are addressed in the '*Amenity of Surrounding Occupiers*' section of the main report.
- 6.121 Loss of view and property/rental values are not material planning considerations.
- 6.122 The application was advertised appropriately. 4 site notices were displayed around the application site by officers and directly adjoining neighbours were notified by letter (letters were also sent in respect of the amended plans submitted on 12th September 2018).

- 6.123 There is no statutory requirement to re-consult on amended plans submitted for planning applications. However, officers sent neighbour notification letters to all adjoining properties informing that amended plans had been submitted allowing 2 weeks for further comments (up to 26/09/2018) to be submitted in addition to the initial consultation carried out 20/06/2018. Officers are satisfied that sufficient opportunity has been given for neighbouring residents to comment on the application. The Council has no control as to whether properties notified are occupied by tenants or the homeowner.
- 6.124 Issues regarding scale, massing, appearance and impact upon heritage assets are addressed in the '*Design, Impact on the Character of the Area and Setting of Heritage Assets*' section of the main report.
- 6.125 Issues regarding parking, traffic congestion and servicing arrangements are addressed in the '*Transport*' section of the main report.
- 6.126 Specific issues raised regarding the applicant's daylight/sunlight report are addressed in '*Amenity of Surrounding Occupiers*' section of the main report.
- 6.127 Potential noise/traffic disturbances during any construction associated with the proposed development would be addressed via a construction management statement (to be secured by way of condition) and is addressed in the '*Transport*' and '*Amenity of Surrounding Occupiers*' sections of the main report.
- 6.128 It is not considered that the proposed mews houses would represent any undue security risk to Queens Wharf car park. The mews houses block would be taller than the existing boundary wall between the courtyard and the Queens Wharf car park.
- 6.129 In terms of demand upon public services the Planning Authority cannot require the applicant to provide additional public services as part of an application. The proposal is liable for the Community Infrastructure Levy which would go towards infrastructure works/improvement within the Borough.
- 6.130 In terms of the impact of the proposal on residents' enjoyment of their home life and mental health Article 8 of the Human Rights Act (HRA) applies (Respect for Home and Family Life). The grant of planning permission for development which may have sufficiently serious effects on the enjoyment by local residents of their home life may in principle affect Article 8 although such cases are likely to involve extreme facts. In addition Article 8(2) allows public authorities to interfere with the right to respect the home if it is "in accordance with the law" and "to the extent necessary in a democratic society" in the interest of "the well-being" of the area.

In the light of the objections received it is considered appropriate to assume that (for the sake of the objections) an interference with the neighbours' human rights is relevant and Article 8 is engaged.

Under S.70 of the 1990 Planning Act, Parliament has entrusted planning authorities with the statutory duty to determine planning applications, and has said (S.70(2)) that in dealing with such an application the authority "shall have regard" to the development plan and to "any other material considerations" which will include HRA issues.

The courts have held that a “balance” has to be struck in planning decisions between the rights of the developer and the rights of those affected by the proposed development. This involves the balance between:

- on the one hand the specific interests of the individual objectors, and
- on the other hand, the interests of the applicant to obtain the planning permission he has applied for, and lastly
- the interests of the wider community, as expressed in Lough (2004) in the following terms “in an urban setting it must be anticipated that development may take place” and that it “is in the public interest that residential developments take place in urban areas if possible”.

Impact upon the residential amenity is addressed in the ‘*Amenity of Surrounding Occupiers*’ section of the main report and officers are satisfied that the proposal would not conflict with HRA.

- 6.131 ‘Right to light’ is a Civil matter and not a material planning consideration. Any right to light notices issued by the applicant and challenges to this would also be a Civil/legal matter between the affected properties and the applicant.
- 6.132 With regard to sewer and drainage capacity Thames Water were consulted on the planning application and have raised no objection. The applicant would be required to secure the appropriate licenses from Thames Water separate to the planning process.
- 6.133 With regard to impact upon the Kennet, the Environment Agency have been consulted on the application and have raised no objection. The EA have advised that an environmental permit may be required for the works – the applicant would be required to apply to the EA for this separately to the planning process via the EA’s own procedures.
- 6.134 In terms of any lack of response and feedback to residents who attend the applicant’s community consultation event – this was an event carried out prior to submission of the planning application solely by the applicant and the Planning Authority cannot require them to respond to feedback submitted. However, in assessing the planning application by way of this report the Planning Authority is responding to the representations made at application stage.
- 6.135 With regard to provisions for external cleaning a condition is recommended to ensure that any additional external mechanisms required to facilitate this (and other additions such as satellite dishes) are required to be submitted and approved by the Planning Authority to ensure that any additions would not be detrimental to appearance of the building.

7. Equality

- 7.1 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.

8 CONCLUSION

- 8.1 The proposed development is considered to be acceptable in the context of national and local planning policy and other material considerations as set out in this report.
- 8.2 With regard to heritage impact as set out in paragraph 6.18 of this report officers consider the proposal to result in less than substantial harm to the setting of the Grade II Listed Wesley Methodist Church and adjacent Eldon Square Conservation Area. As such and as per paragraph 196 of the NPPF (2018) this must be weighed against the public benefits of the proposed development.
- 8.3 As discussed in the main body of the report there are a number of public benefits of the proposal, most notably contributing to the Borough's housing stock and in particular in respect of a policy compliant level of affordable housing. In terms of sustainability and energy efficiency the proposal also includes provision of on-site combined heat and power plant whilst significant landscaping and ecological enhancements are proposed.
- 8.4 Officers are satisfied that the proposal demonstrates a number of public benefits, most notably the sustainable use of land for residential purposes in an accessible location and as such it is recommended to grant full planning permission subject to the recommended conditions and informatives and satisfactory completion of a section 106 legal agreement.

Drawings Submitted:

Drawing no.s:

21 01 - Site Location Plan

Received by the Local Planning Authority on 1st June 2018

21 02 - Proposed Site Plan Rev 03

22 01 - Proposed Ground Floor Plan Rev 03

22 02 - Proposed 1st Floor Plan Rev 03

22 03 - Proposed 2nd Floor Plan Rev 03

22 04 - Proposed 3rd Floor Plan Rev 03

22 05 - Proposed 4th Floor Plan Rev 03

22 06 - Proposed 5th Floor Plan Rev 03

22 07 - Proposed 6th Floor Plan Rev 03

22 08 - Proposed 7th Floor Plan Rev 03

22 09 - Proposed 8th Floor Plan Rev 03

22 11 - Proposed Roof Plan Rev 03

23 01 - Proposed Section A-A Rev 03

23 02 - Proposed Section B-B Rev 03

23 03 - Proposed Section C-C Rev 03

23 04 - Proposed Section D-D Rev 01

23 05 - Proposed Section E-E Rev 02

23 06 - Proposed Section F-F Rev 02

23 10 - Proposed Site Section A-A Rev 01

23 11 - Proposed Site Section B-B

23 12 - Proposed Site Section C-C

24 01 - Proposed East Elevation Rev 02

24 02 - Proposed South Elevation Rev 01

24 03 - Proposed North Elevation Rev 02

24 10 - Proposed Site Elevation

34 03 - Proposed Cycle Storage
34 04 - Proposed Bin Store South
34 05 - Proposed Bin Store North

26 01 - Unit Type 1
26 02 - Unit Type 2
26 02.01 - Unit Type 2/WA
26 03 - Unit Type 3
26 03.01 - Unit Type 3/WA
26 04 - Unit Type 4
26 05 - Unit Type 5
26 06 - Unit Type 6
26 07 - Unit Type 7
26 08 - Unit Type 8
26 09 - Unit Type 9
26 09.01 - Unit Type 9/WA
26 10 - Unit Type 10
26 11 - Unit Type 11
26 12 - Unit Type 12
26 13 - Unit Type 13
26 14 - Unit Type 14
26 15 - Unit Type 15
26 16 - Unit Type 16
26 17 - Unit Type 17
26 18 - Unit Type 18
26 19 - Unit Type 19
26 20 - Unit Type 20

(WA denotes wheelchair accessible)

Received by the Local Planning Authority on 12th September 2018

Case Officer: Matt Burns



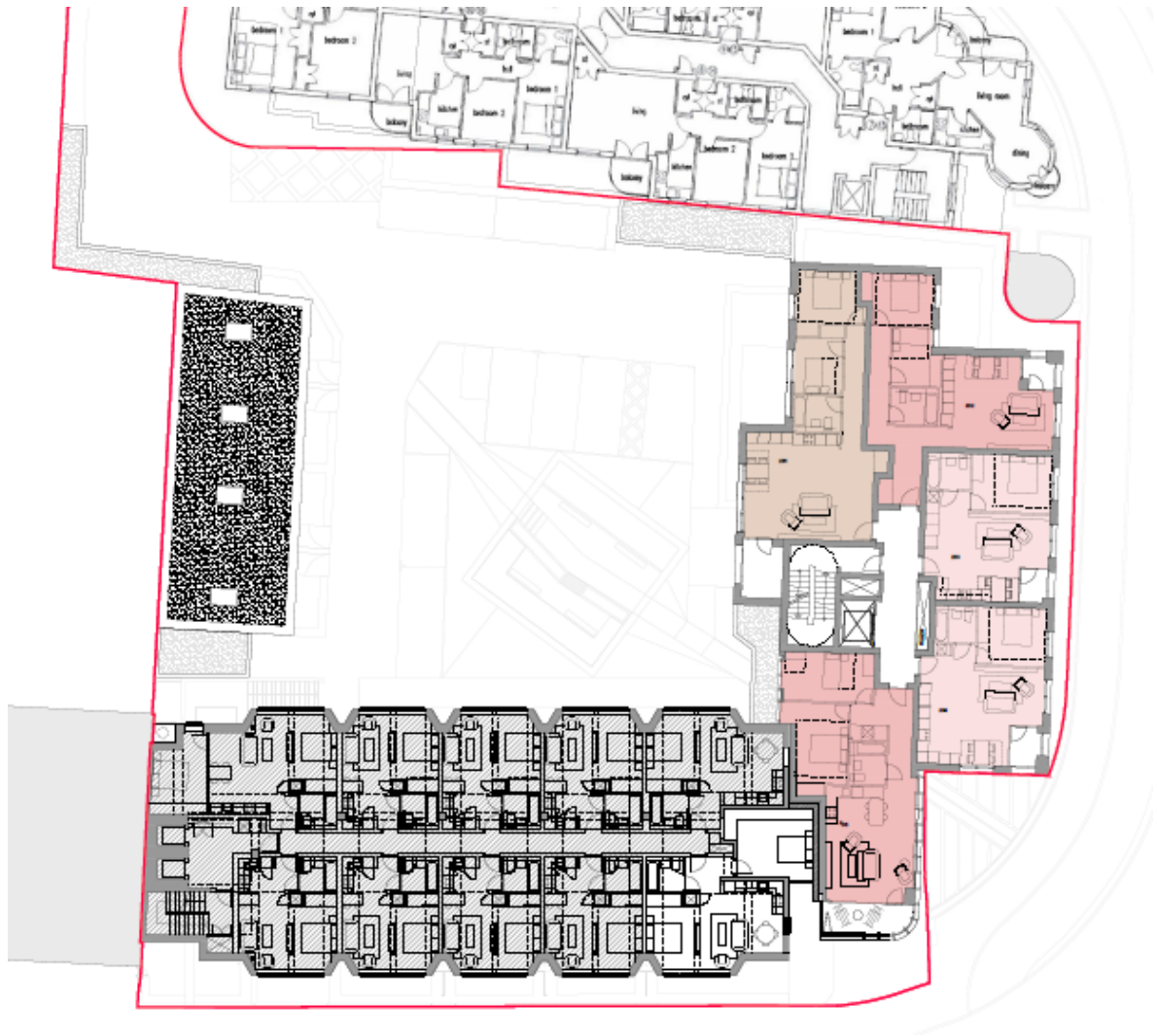
Proposed Site Plan



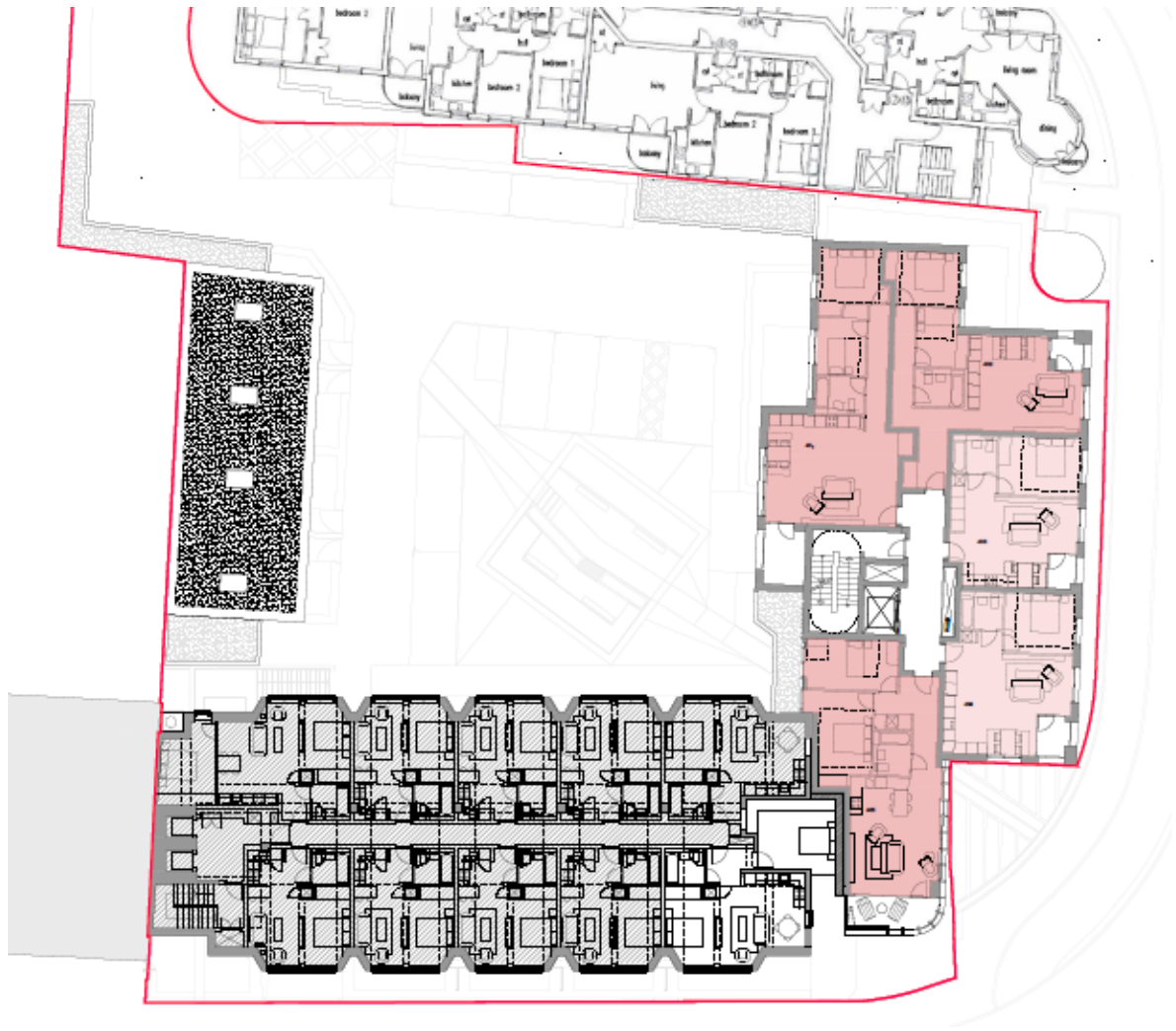
Proposed Ground Floor Plan



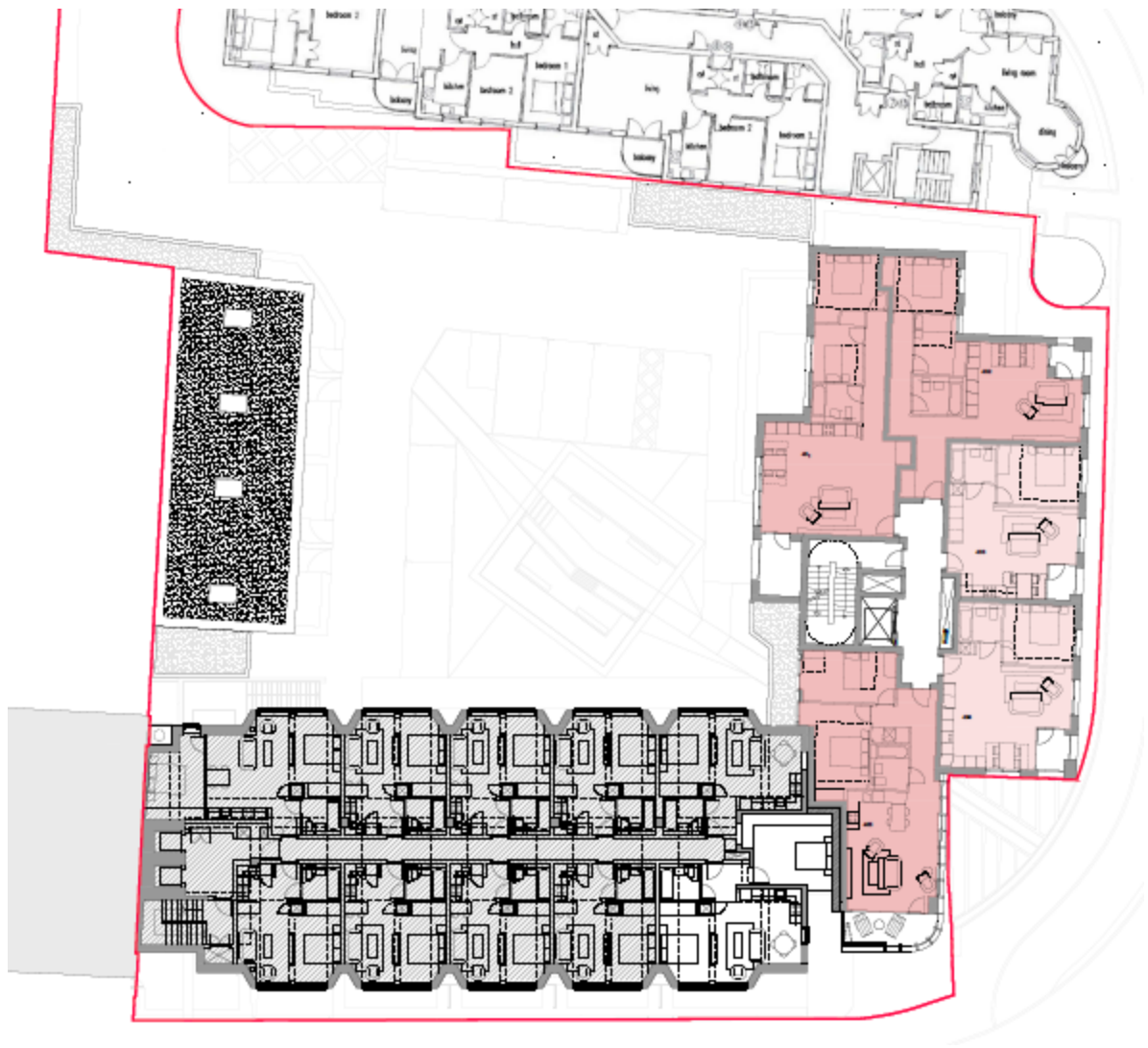
Proposed First Floor Plan



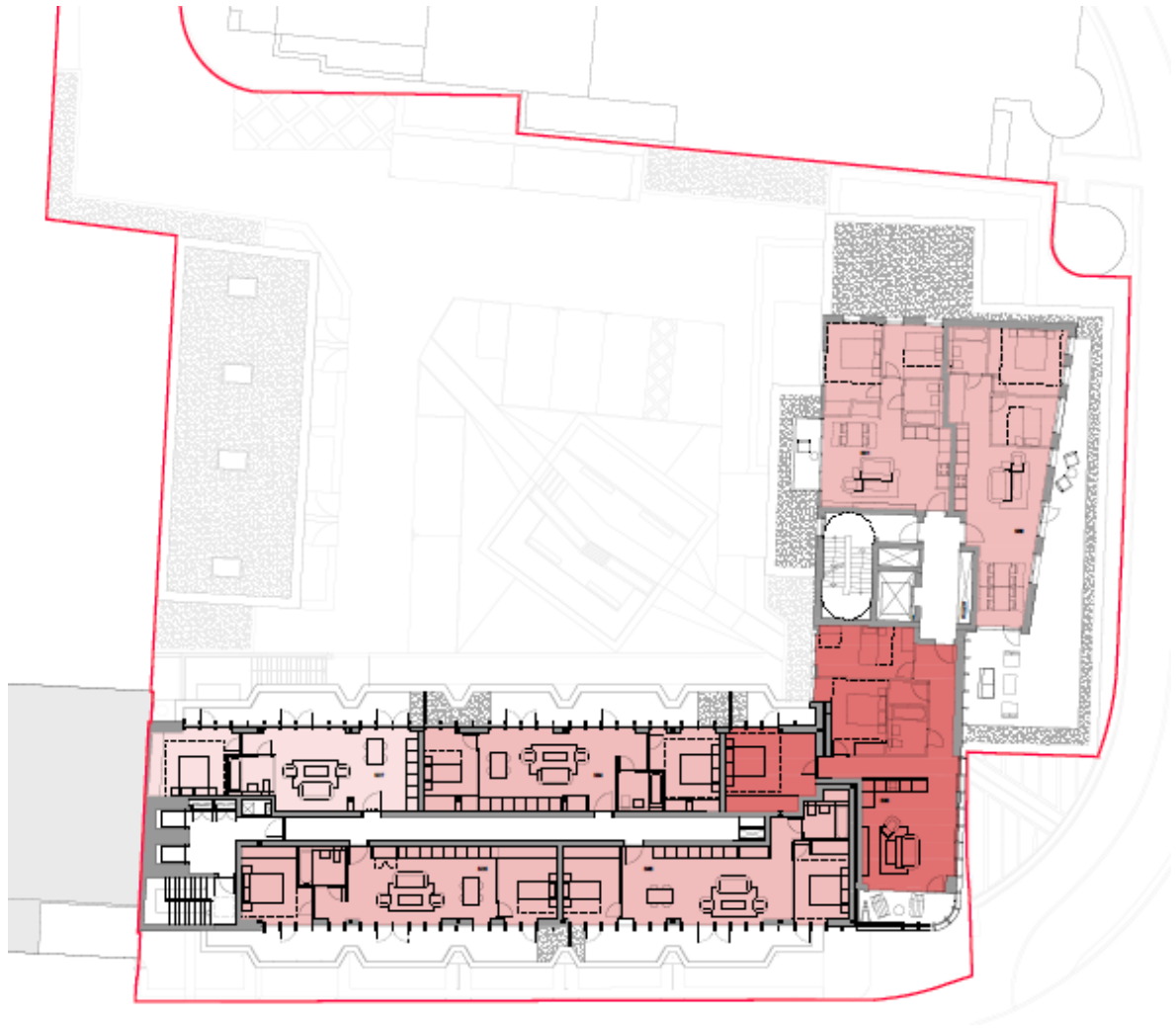
Proposed Second Floor Plan



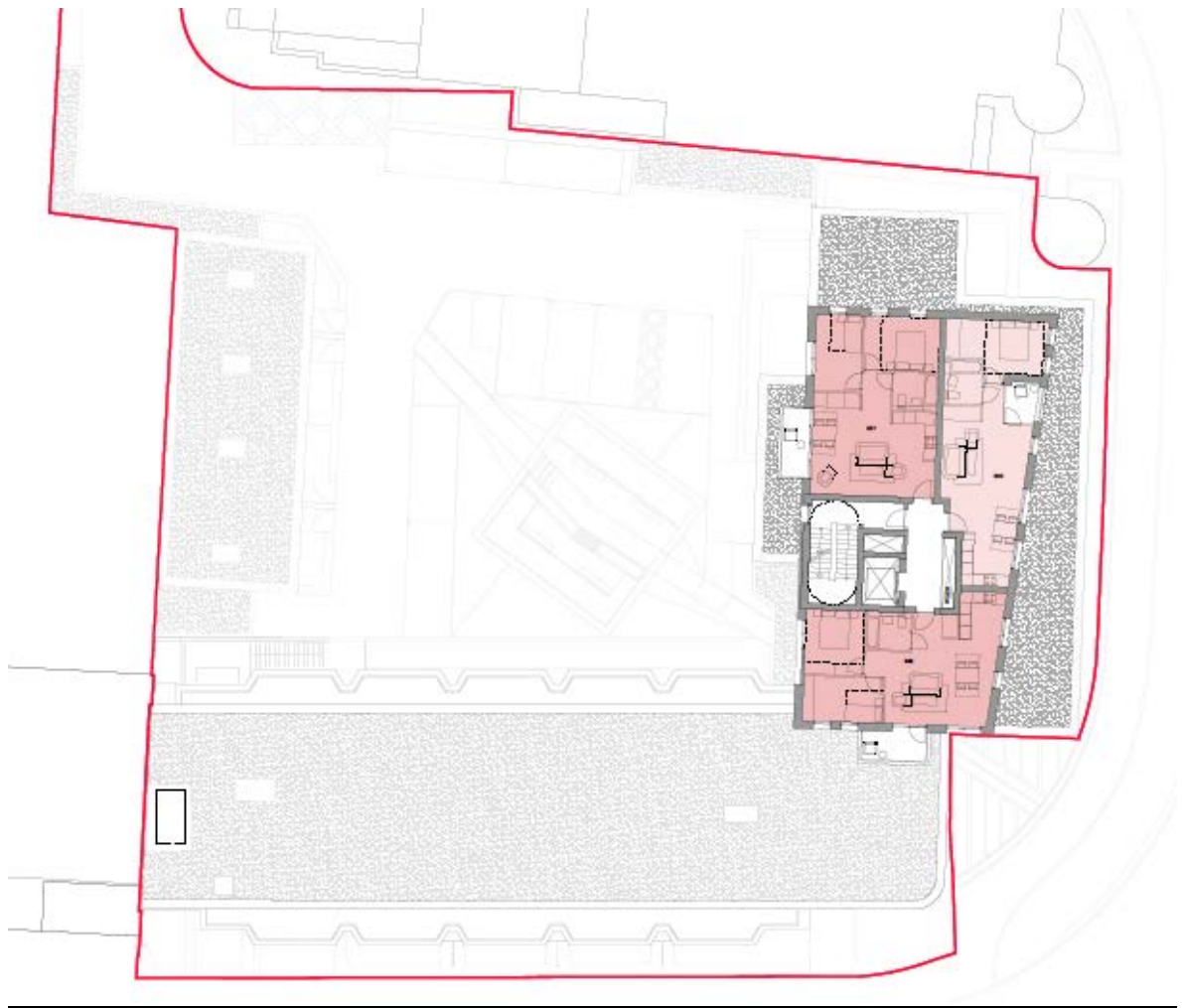
Proposed Third Floor Plan



Proposed Fourth Floor Plan



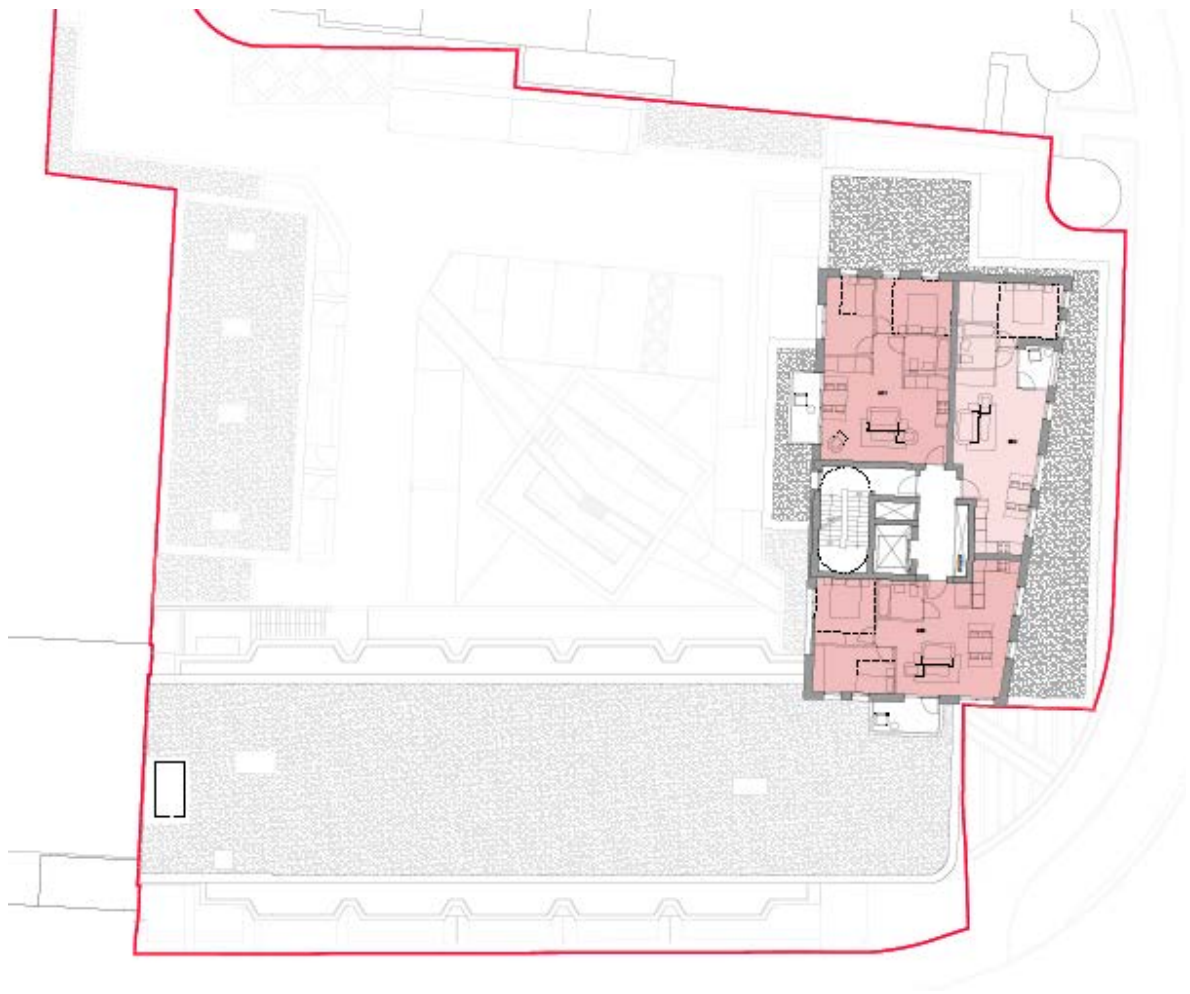
Proposed Fifth Floor Plan



Proposed Sixth Floor Plan



Proposed Seventh Floor Plan



Proposed Eighth Floor Plan



Proposed East Elevation (Watlington Street)



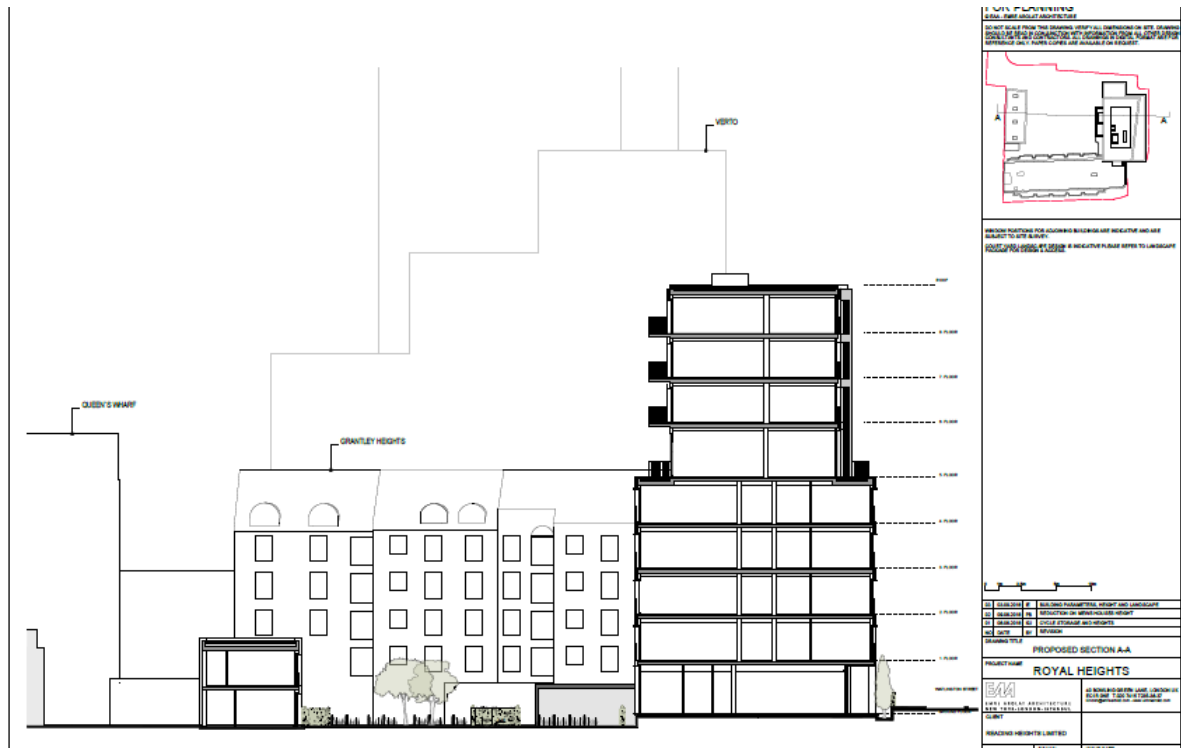
Proposed South Elevation (Queens Road)



Proposed North Elevation



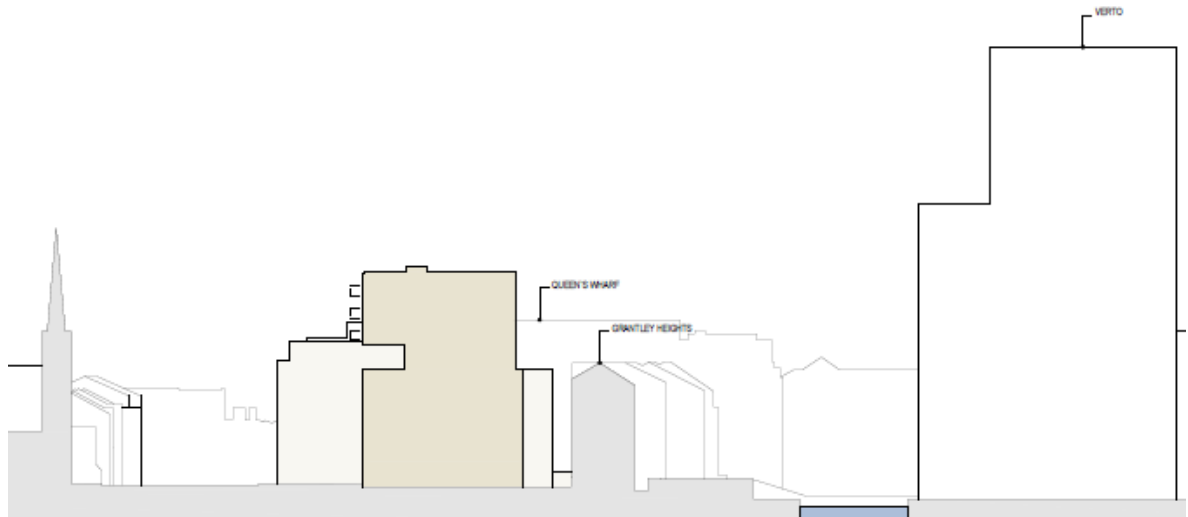
Proposed street-scene (Queens Road)



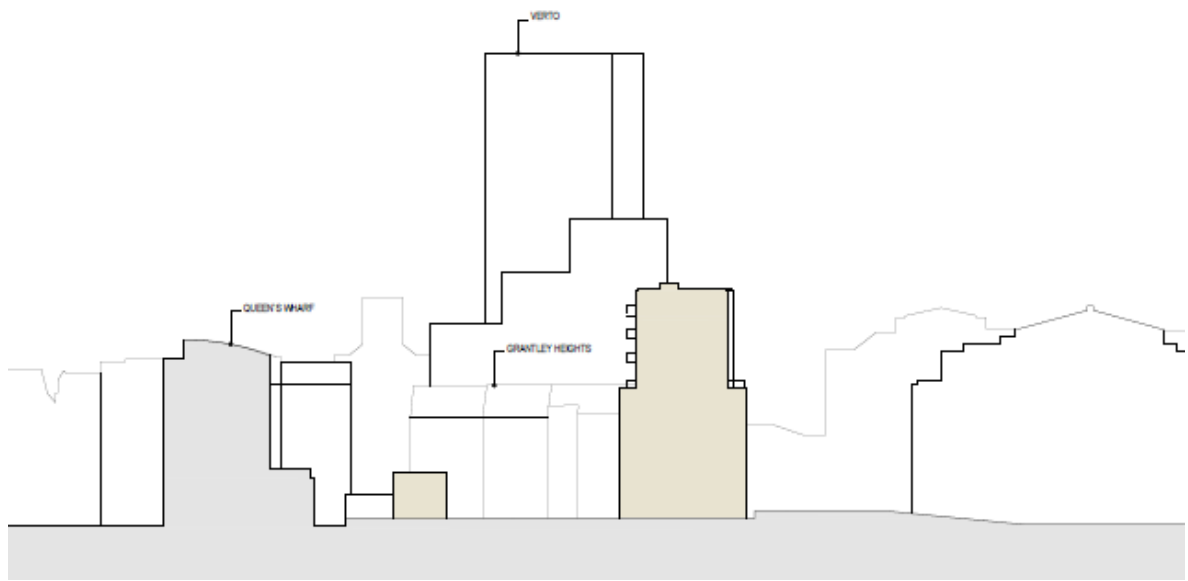
Proposed East West Section (through courtyard)



Proposed North South Section (through courtyard and showing mews house block)



Proposed North South Watlington Street Long Section



Proposed East West Long Section Through Courtyard

This page is intentionally left blank

COMMITTEE REPORT

BY THE DIRECTOR OF ENVIRONMENT & NEIGHBOURHOOD SERVICES
READING BOROUGH COUNCIL
PLANNING APPLICATIONS COMMITTEE: 10th October 2018

ITEM NO. 12

Ward: Abbey

Application No.: 181296/FUL & 181297/LBC

Address: 17-27 Queen Victoria Street Reading

Proposal:

181296/FUL - Proposed change of use of first, second and third floor from office use (B1a) to serviced apartment use (use class C1) comprising 15 x 1 bed units and 4 x 2 bed units

181297/LBC - Minor internal and external alterations associated with the proposed change of use of first, second and third floor from office to serviced apartment use (use class C1) comprising 15 x 1 bed units and 4 x 2 bed units

Date received: 25th July 2018

Application target decision date: 24th October 2018

RECOMMENDATION

181296/FUL - Full Planning Permission

Grant Full Planning Permission subject to satisfactory completion of a Section 106 legal agreement by 24 October 2018 and the following conditions:

If the Section 106 legal agreement is not completed by 24 October 2018, delegate to the HPDRS to refuse the above application unless the HPDRS approves an extension of time.

Legal Agreement to secure the following:

1. Refuse Disposal Management Plan

A plan to be submitted to the Council for Approval setting out measures and/or procedures for the management of the disposal of refuse by residents of all the apartments in the Development in accordance with the following principles:

- (a) all refuse from the apartments to be deposited in refuse bins located or to be located in "the Disposal Area"
- (b) no refuse bins refuse bags or other receptacles or containers containing refuse and no loose refuse from the apartments to be deposited on the highway known as Queen Victoria Street at any time
- (c) a contract to be entered into with a registered private disposal refuse collector for the regular collection of all refuse from the Disposal Area and such a contract thereafter to be in place at all times for the lifetime of the Development unless otherwise agree in writing by the Council
- (d) appropriate enforcement measures to ensure compliance by all residents of the apartments with these principles

The Owner agrees with the Council that it shall -

- 1) prior to Occupation of any part of the Development submit to the Council for Approval the Refuse Disposal Management Plan;
- 2) no apartment in the Development shall be Occupied until the Refuse Disposal Management Plan has been Approved by the Council; and
- 3) from first Occupation of the first apartment in the Development to be

Occupied comply with or procure the compliance with the terms of the Refuse Disposal Management Plan as Approved by the Council

2. Serviced Apartments Use only (Use Class C1):

- no Apartment shall be used for any use other than as a C1 Use
- no Apartment shall be used or occupied as a residential dwelling or dwelling-house (C3 Use)
- not to let or licence for occupation or permit or suffer occupation of any of the Apartments for a continuous period of more than 3 months to the same occupier or occupiers
- other than those Customers staying in accordance with the above, not to let or licence for occupation or permit or suffer occupation of any Apartment for a continuous period for more than 3 months to the same Customer or Customers
- not to require Customers of any Apartment to agree to any minimum period of occupation (of whatever duration)
- to provide to the Council within 14 days of written request evidence regarding the use or occupation of the Apartments or any of them

Conditions:

1. Time Limit
2. Approved drawings
3. Implementation of approved glazing and ventilation specification
4. Plant equipment noise assessment
5. Submission and approval of a bin store management plan
6. Submission and approval of a construction management statement
7. Implementation of approved energy efficiency report

Informatives:

1. Section 59 of the Highways Act 1980
2. Construction and demolition nuisance law
3. Building Regulations required
4. Terms and conditions of this permission
5. Positively and proactive working
6. Listed Building Consent ref. 181297 is related to this permission
7. Condition 6 is a pre-commencement condition

181297/LBC - Listed Building Consent

Grant Listed Building Consent subject to the following conditions:

1. Time limit
2. Detailed plans of window and doors details
3. Details of external plant and services
4. External brickwork to match existing in colour, size, mortar colour, pointing and bonding
5. Retention of all other features of historic and architectural interest unless referred to on approved plans

1. INTRODUCTION

- 1.1** The site is located on the western side of Queen Victoria Street, which is a pedestrianised street connecting Station Road with Broad Street and located within the Reading Central Area.

- 1.2 The application site comprises the 1st, 2nd and 3rd floors of a three storey building with access to upper floors and rear yard area from street level. The entire street is made up of two terraces of Grade II listed 19th Century buildings. Queen Victoria Street is dominated by retail uses at ground floor, with a mixture of office and residential uses on upper floors. The majority of the upper floors of the building are vacant.
- 1.3 Members of the Planning Applications Committee undertook a site visit on 4th October 2018.



2. PLANNING HISTORY

- 2.1 06/00511/FUL - Change of use from office to residential on 1st, 2nd and 3rd floors. 13 no flats to include one studio, 4no two bed and 8no one bed. - Approved
- 2.2 06/00512/LBC - Alteration of internal partitions, addition of kitchens and bathrooms and removal of a staircase - Approved
- 2.3 10/01362/PREAPP - Pre-application advice for proposed change of use from office to residential - Observations sent.
- 2.4 11/00568/FUL - Change of use of first, second and third floors from office use to 9 x 1 bed flats and 4 x 2 bed flats - Approved
- 2.5 11/00570/LBC: Internal alterations for change of use of first, second and third floors from office to residential - Approved
- 2.6 170650/FUL: Proposed change of use of first, second and third floor from office to residential use comprising 15 x 1 bed flats and 4 x 2 bed flats - Approved at PAC in December 2018 subject to S106 (S106 still awaiting completion)

- 2.7 170651/LBC: Internal and external alterations associated with proposed change of use of first, second and third floor from office to residential use comprising 15 x 1 bed flats and 4 x 2 bed flats - Approved at PAC in December 2018 subject to S106 (S106 still awaiting completion)

3. PROPOSALS

- 3.1 The application seeks planning permission for the proposed change of use of the first, second and third floors from office use (B1a) to serviced apartment use (use class C1) comprising 15 x 1 bed units and 4 x 2 bed units.
- 3.2 Listed building consent is also sought for the minor internal and external alterations associated with the proposed conversion.
- 3.3 The proposed internal and external alterations to the building are largely identical to those approved under applications ref. 170650FUL & 170651LBC for change of use of the building to C3 residential flats (this planning permission has not been formally issued yet as the S106 is still awaiting completion).
- 3.3 The proposed units would be accessed from two existing ground floor entrance points from Queen Victoria Street. Bin and cycle store facilities would be located in the rear ground floor yard area.
- 3.4 Externally the works proposed are minor with replacement of the two non-original front entrance doors the only alteration to the Queen Victoria Street frontage. To the rear all windows are to be made good and upgraded to double glazed. It is also proposed to reinstate a previously blocked up first floor rear window to the rear of no. 27 and an existing window is to be enlarged to create a doorway at the rear of no. 25.
- 3.5 Internally the proposed works mainly involve removal of modern stud partition walls to the first, second and third floors and replacement with new acoustically-insulated stud partitions. Existing secondary glazing to the front windows of the building is to be replaced with new upgraded secondary glazing.
- 3.5 The main internal alteration proposed is removal of one stair case from first to third floor, which is currently located to the northern end of the building. A single set of steps, which is entirely at first floor level at the rear of no. 27, is also to be repositioned. Four small new door openings are proposed to the central spine walls of the three buildings at both first and second floor level whilst a small door opening is proposed on the party wall between no. 17-19 and no. 21-25 at first floor level only to allow internal access between the two parts of the larger building. At third floor level two existing openings previously created to the central spine walls of the building will be blocked up and two new openings will be created.
- 3.6 The main difference between this application and the previous one for conversion to C3 is the creation of a raised floor level (by two steps) at first floor level while keeping the existing first floor level intact below. This would allow for services to be distributed in this gap without harming the fabric of the existing building. The existing dimensions of the building allows for this raised floor level to occur without unduly impacting upon ceiling height.
- 3.6 The application also proposes to protect all decorative fireplaces, mouldings and ceiling decorations. Lowered ceilings are proposed to allow for new services to

the apartments, these will incorporate reproducing decorative mouldings to match those hidden and protected by the lowered ceilings. Original stairs will be restored where necessary with replacement spindles.

- 3.7 Pre application advice was sought prior to the previous application for conversion to C3 residential flats and the extent of both internal and external alterations proposed has been significantly reduced from pre application stage to the current application for C1 serviced apartments.

4. CONSULTATIONS

Historic England

- 4.1 Does not wish to comment.

RBC Heritage Consultant

- 4.2 No objection, conditions recommended.

RBC Transport

- 4.2 No objection, conditions recommended.

RBC Environmental Protection

- 4.4 No objection, conditions recommended.

Public Consultation

- 4.3 No.s 35 - 39 Broad Street, 145-148 Friar Street and no.s 1 - 31 Queen Victoria Street have been notified of the application by letter and two site notices were displayed outside the building on Queen Victoria Street. The proposals were also advertised in the local newspaper.

- 4.4 No comments 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 the 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'. However the NPPF does not change the statutory status of the development plan as the starting point for decision making (NPPF paragraph 12).
- 5.3 In this regard, 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).

- 5.4 Accordingly, the National Planning Policy Framework and the following development plan policies and supplementary planning guidance are relevant:

Reading Borough LDF Core Strategy (Adopted January 2008 - amended 2015)

- CS1 Sustainable Construction and Design
- CS2 Waste Minimisation
- CS5 Inclusive Access
- CS7 Design and the Public Realm
- CS9 Infrastructure, Services, Resources and Amenities
- CS11 Use of Employment Land for Alternative Uses
- CS18 Residential Conversions
- CS20 Implementation of the Reading Transport Strategy (Local Transport Plan 2006-2011)
- CS24 Car/Cycle Parking
- CS33 Protection and Enhancement of the Historic Environment
- CS34 Pollution and Water Resources

Sites and Detailed Policies Document - (Adopted October 2012, - amended 2015)

- SD1 Presumption in Favour of Sustainable Development
- DM1 Adaption to Climate Change
- DM3 Infrastructure Planning
- DM4 Safeguarding Amenity
- DM10 Private and Communal Outdoor Space
- DM12 Access, Traffic and Highway-Related Matters
- DM19 Air Quality

Reading Central Area Action Plan (Adopted January 2009)

- RC5 Design in the Centre
- RC6 Definition of the Centre
- RC9 Living in the Centre

Supplementary Planning Document: Affordable Housing (July 2013)

Supplementary Planning Document: S106 Planning Obligations (March 2014)

Supplementary Planning Document: Parking Standards and Design (October 2011)

Supplementary Planning Document: Sustainable Design and Construction (July 2011)

6. APPRAISAL

The main issues to consider in assessing these applications are:

- Principle
- Character and Appearance of the Listed Building
- Unit Mix
- Amenity of Neighbouring Occupiers
- Standard of Accommodation
- Sustainability
- Transport
- Refuse Storage and Collection

Principle

- 6.1 Very similar schemes covering units 17-23 and conversion to C3 residential flats were approved in 2006 under references 06/00511/FUL and 06/00512/LBC and

2011 under references 2011/00568/FUL and 2011/00570/LBC and as mentioned in the proposals section of this report above applications 170650/FUL and 170651/LBC for conversion no.s 17-27 to C3 residential flats were approved at Planning Applications Committee in December 2017 (decision notices not yet formally issued as S106 still awaiting completion). These previous decisions are material considerations in the determination of the current applications.

- 6.2 The principle of change of use of the upper floors from offices to residential has been established within Queen Victoria Street with the 2006, 2011 and 2017 approvals on this application site, but also at 10 Queen Victoria Street (05/00130/FUL) and 12-14 Queen Victoria Street (04/00431/FUL). Whilst the current proposal is for C1 serviced apartments the nature of the use is not considered to be materially different in nature and there is no planning policy objection to such a use within the town centre.
- 6.3 Policy RC9 states that C1 serviced apartments are considered an appropriate use within the Reading Central Core area. This is subject that the duration of occupation of residents is restricted, to ensure the units are used on a short stay basis and not as residential flats. This is to be secured by way of a section 106 legal agreement containing the following requirements:
- no Apartment shall be used for any use other than as a C1 Use
 - no Apartment shall be used or occupied as a residential dwelling or dwelling-house (C3 Use)
 - not to let or licence for occupation or permit or suffer occupation of any of the Apartments for a continuous period of more than 3 months to the same occupier or occupiers
 - other than those Customers staying in accordance with the above, not to let or licence for occupation or permit or suffer occupation of any Apartment for a continuous period for more than 3 months to the same Customer or Customers
 - not to require Customers of any Apartment to agree to any minimum period of occupation (of whatever duration)
 - to provide to the Council within 14 days of written request evidence regarding the use or occupation of the Apartments or any of them
- 6.4 In terms of the loss of the existing office accommodation this was considered acceptable when the most recent applications at the site were considered in 2011 and 2017 in the context of Policy CS11 (Use of Employment Land for Alternative Uses) given the availability of vacant office space elsewhere in the Borough. There is not considered to have been any material change in availability of office accommodation in this respect. In addition to this the majority of the office accommodation within the building has remained vacant for some time, whilst the shape and size of the accommodation is not considered readily compatible with a modern office environment.

Character and Appearance of the Listed Building

- 6.5 The proposed works to the listed building are very similar to those approved under reference 06/00512/LBC, 11/00570/LBC and 170651/LBC. The existing building retains much of its original layout and retains the majority of original architrave, skirting and cornice detailing. The majority of windows are original timber and are to be either retained or made good/replaced with like for like. The majority of original internal doors have been removed in the past and replaced with modern fire doors.

- 6.6 The proposed external changes to the building are very limited in extent. The two rear windows (original) that are to be altered would utilise materials to match existing whilst making good of all rear windows would utilise timber framework and detailing also to reflect existing.
- 6.7 Internally, the works largely consist of internal re-configuration of modern partitions to form the serviced apartment units. It is considered that the proposals have been arranged such that alterations to original walls, ceilings, doorways and windows have been kept to a minimum such that the overall character of internal spaces within the building would be maintained.
- 6.8 The proposed removal of one of the five existing staircases within the building is considered to be acceptable in the context of the overall scheme and is considered to be a reasonable compromise to secure the future use of the building and avoid it falling into disrepair. The staircase to be removed in number 17 and its removal was not resisted under the previous approvals ref. 06/00512/LBC, 11/00570/LBC and 170651/LBC.
- 6.9 The Council's Conservation Consultant has carried out a site visit to the buildings and is satisfied that whilst the removal of staircases, together with their adjacent walls and internal lights/windows would result in a small loss of original fabric, this is considered to be less than substantial harm given the extent of the Listed Building. The proposal would facilitate re-use of the building which has been vacant for some time and in a use which is considered compatible with the building's original function and would prevent the building falling into further decay.
- 6.10 On the basis of the above and subject to conditions to require submission and approval of further details regarding proposed partitions, window and doors and plant/service runs as well as conditions to require replacement brickwork to match existing and retention of all other feature of historic and architectural details other than those details on the approved plans it is considered that the proposals would preserve the character of the listed building in accordance with Policy CS33 of the Core Strategy (2008, 2015) and the NPPF.

Amenity of Neighbouring Occupiers

- 6.14 The proposed development adjoins retail and office uses. It is considered that the proposed serviced apartment use will not impact upon the use of these neighbouring uses in terms of disturbance or loss of privacy. The proposals would not impact upon other residential uses within the area in terms of overlooking, loss of light or overbearing impact and are considered to accord with Policy DM4 of the Sites and Detailed Policies Document 2012, 2015.

Standard of Residential Accommodation

- 6.15 The unit and room sizes proposed are considered adequate and to provide a reasonable living space for future occupants, on a temporary basis. In addition it is considered that the proposed layout and assignment of rooms to windows would allow for adequate outlook and daylighting for each serviced apartment. The windows towards the rear of the building, at first floor level would face the large WH Smith building which runs along the rear boundary of the site. The applicant has submitted daylight and sunlight models for the first floor rear apartments which it is considered show that the units would receive adequate levels of lighting. This relationship is the same as that approved under applications ref. 06/00511/FUL, 11/00568/FUL and 170650/FUL for conversion

of the upper floors of the building to flats. Given the listed nature of the property the creation of additional window openings to further enhance outlook/daylighting is not considered appropriate and given the use, unnecessary.

- 6.16 The layout of the building and existing windows to the rear at first floor level is such that there are a number of side-facing windows at close proximity to each other from the projecting wings of the building which are at ground and first floor level only. The layout of the apartments has been designed such that where there are facing windows with little off-set in position these are, in the main, secondary windows and as such are to be obscurely glazed up to a height of 1.7m. Where clear glazed side-facing windows are proposed the layout is such that the closest facing window is obscurely glazed and additional small vertical wooden privacy panels are proposed to the edge of the some windows to reduce any acute viewing angles. The relationships between the windows are again the same as that considered acceptable under applications ref. 06/00511/FUL, 11/00568/FUL and 170650/FUL. Infilling or bricking up of windows is not considered appropriate given the listed nature of the building. A small terrace area is proposed to the rear of apartment no.11 which would be enclosed on three sides by the existing building with a 1.8m high obscure balustrade proposed such that no undue overlooking would result.
- 6.17 A noise survey and mitigation scheme has been submitted with the application. Environmental Protection Officers are satisfied that the windows and ventilation specification proposed would achieve an acceptable noise level within each of the apartments. This can be secured by way of a suitably worded condition. A further condition is recommended to require that a further noise assessment is submitted to and approved by the Local Planning Authority prior to the installation of any additional mechanical plant.
- 6.18 An air quality assessment has been submitted as part of the application. Given the pedestrianised location of the site and the distance from nearest traffic sources air quality for the proposed apartments is considered to be acceptable and no additional air quality mitigation is considered necessary.
- 6.19 The proposal is considered to accord with Policy DM4 of the Sites and Detailed Policies Document, Policy CS34 of the Core Strategy and Policy RC9 of the Reading Central Area Action Plan.

Sustainability

- 6.20 The applicant has submitted an Energy Analysis report as part of the application which, taking into account the listed nature of the building, demonstrates suitable energy efficient measures to be incorporated as part of the proposed including lighting fitting, heating controls and insulation. The report demonstrates that that these measures would accord with the requirements for energy efficient requirements for listed buildings with regard to building regulations and the proposal is considered to accord with Policy CS1 of the Core Strategy 2008, 2015 and can be secured by way of suitably worded condition.

Transport

- 6.21 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.

- 6.22 In accordance with the adopted SPD, the development would be required to provide a parking provision of 0.5 spaces per 1-2 bedroom apartment; however as the site is situated within the town centre area and is well served by rail and bus links and also contains the largest proportion of public car parking spaces, the non-provision of car parking spaces for a hotel type use, as detailed in the Design and Access Statement is considered acceptable in this instance.
- 6.25 Given the restricted town centre location the development will require a construction management statement to be submitted and approved prior to commencement of development which can be secured by way of a suitably worded condition.
- 6.26 There is no transport objection to the proposal subject to the conditions and informatives referred to above and the proposal is considered to accord with Policies CS20 and CS24 of the Core Strategy 2008, 2015 and Policy DM12 of the Sites and Detailed Policies Document 2012, 2015.

Refuse Collection and Storage

- 6.26 The applicant proposes to store domestic refuse arising from use of the serviced apartments within a store within the existing rear yard. This yard is connected to Queen Victoria Street by a narrow 20 metre long passageway. The Council's Waste Operations section advises that bins would need to be left on the highway for collection as the distance between the store and collection point exceeds their maximum carrying distance. However there are significant concerns that bins left on the public highway for collection would cause an obstruction to highway users. It is considered that these concerns should be afforded considerable weight. Furthermore, in addition to highway safety concerns, it is considered that the stationing of bins on the highway for collection would appear obtrusive within the street-scene and result in harm to the setting of the adjacent listed buildings. There are also practical implications for ground floor premises as bins left outside would obstruct access doors and display windows.
- 6.27 As such and following discussions with the applicant it is proposed that a "Refuse Disposal Management Plan" be sought by way of a section 106 legal agreement. The terms of this agreement would require the plan to be submitted before the first serviced apartment is occupied and complied with for the lifetime of the development. The terms of the agreement require the plan to ensure that:
 - (a) All refuse from the serviced apartments is to be deposited in refuse bins located within a 'disposal area' at the rear of the site.
 - (b) No refuse bins refuse bags or other receptacles or containers containing refuse and no loose refuse from the serviced apartments is to be deposited on the highway in Queen Victoria Street at any time.
 - (c) A contract is to be entered into with a registered private disposal refuse collector for the regular collection of all refuse from the disposal area for the lifetime of the Development unless otherwise agreed in writing by the Council.
 - (d) Appropriate enforcement measures are in place to ensure compliance by all residents of the serviced apartments with these terms.
- 6.7 A condition is also recommended to require a detailed bin store layout and management plan for the proposed bin store area to the rear yard area of the apartments to ensure this area is maintained to an appropriate standard relative

to the setting of the listed building and the amenity of occupiers of the apartments.

- 6.28 It is considered that this approach would overcome all concerns relating to the storage and collection of waste generated by the proposed serviced apartments and as such the proposals would comply with the requirements of Policy CS18 of the Core Strategy 2008, 2015 and Policies DM4 and DM8 of the Sites and Detailed Policies Document 2012, 2015 in respect of the "treatment of bin storage areas".

Other Issues

Amenity Space

- 6.29 The units would not be served by any communal or private amenity space. Given the nature of the accommodation proposed which would be akin to a hotel and central location close to a large number of leisure and recreation facilities this is not considered unacceptable and would accord with Policy DM10.

Affordable Housing

- 6.30 As a scheme for C1 serviced apartments the proposal would not be required to provide or contribute towards affordable housing in accordance with Policy DM6.

Community Infrastructure Levy

- 6.31 The proposal seeks to utilise the existing floor space only which has been in use within the last three years and therefore, the liable floor space would technically be 0m² and no levy is chargeable.

7. Equality

- 7.1 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

The proposed development, requiring Planning Permission, and works to the listed building, requiring Listed Building Consent, are considered to be acceptable in the context of national and local planning policy and other material considerations as set out in this report. As such the applications are recommended for approval, subject conditions and a section 106 to secure occupancy controls to ensure these do not become C3 dwellings and appropriate refuse management arrangements.

Drawings Submitted:

LO-A0.01_Location Plan

LO-A0.02_Block Plan

EX-A1.01_Existing Basement Floor Plan

EX-A1.02_Existing Ground Floor Plan
EX-A1.03_Existing First Floor Plan
EX-A1.04_Existing Second Floor Plan
EX-A1.05_Existing Third Floor Plan
EX-A1.06_Existing Roof Plan
EX-A2.01_Existing Front Elevation
EX-A2.02_Existing Rear Elevation
EX-A3.01_Existing Section A
EX-A3.02_Existing Section B
EX-A4.01_Existing 3D Perspectives
EX-A5.01 to EX-A5.05_Existing stairs 1-5
EX-A5.06_Existing Windows

PR-A1.01_Proposed Basement Floor Plan
PR-A1.02_Proposed Ground Floor Plan
PR-A1.03_Proposed First Floor Plan
PR-A1.04_Proposed Second Floor Plan
PR-A1.05_Proposed Third Floor Plan
PR-A1.06_Proposed Site/Roof Plan
PR-A2.01_Proposed Front Elevation
PR-A2.02_Proposed Rear Elevation
PR-A3.01_Proposed Section A
PR-A3.02_Proposed Section B
PR-A4.01_Proposed 3D Views
PR-A4.02_Entrance Façade Views
PR-A5.01 Proposed stair 3 treatment
PR-A5.02_Proposed Rear Window

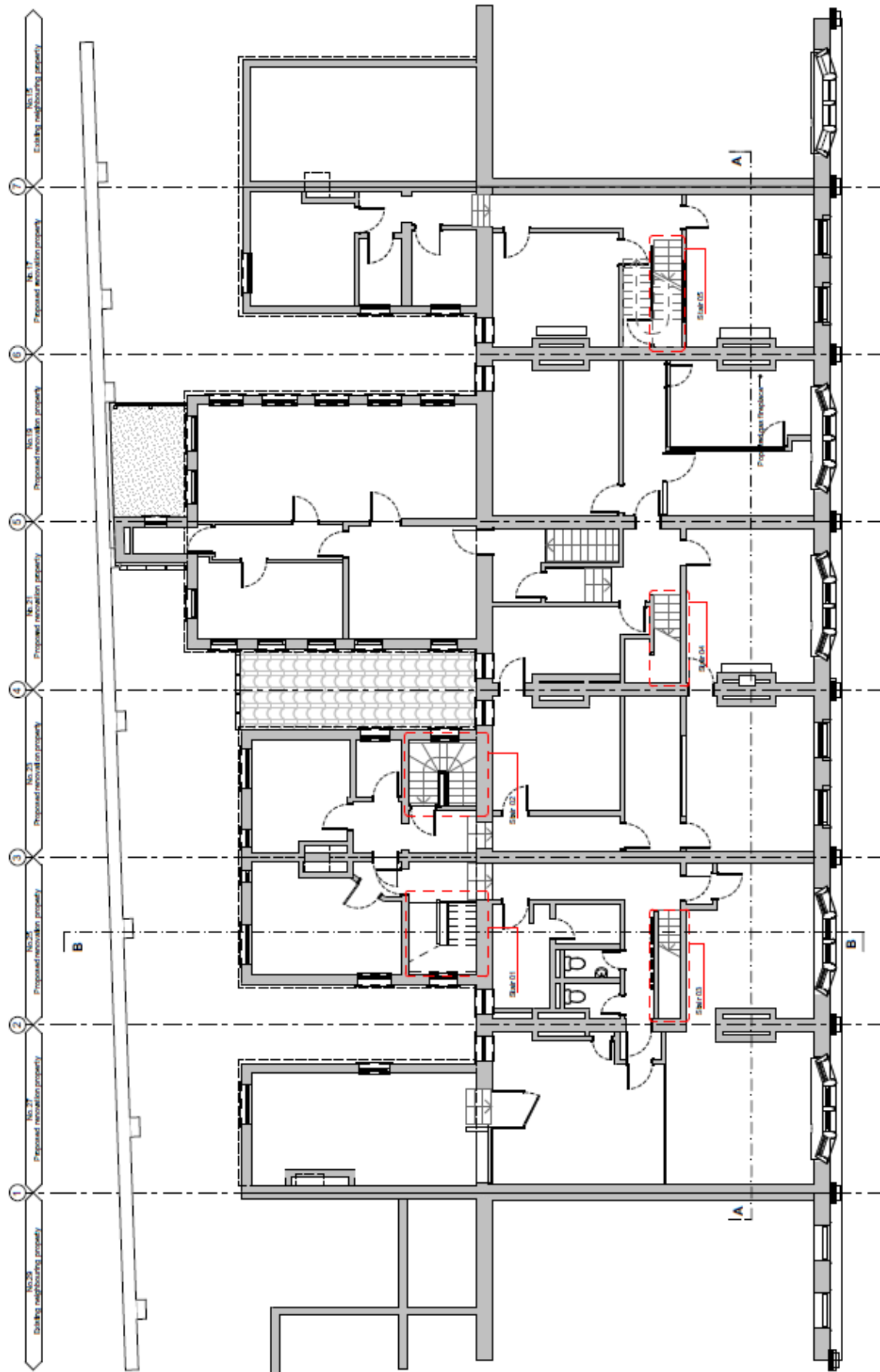
DE-A1 to DE-A13

DETAILS01 to DETAILS05

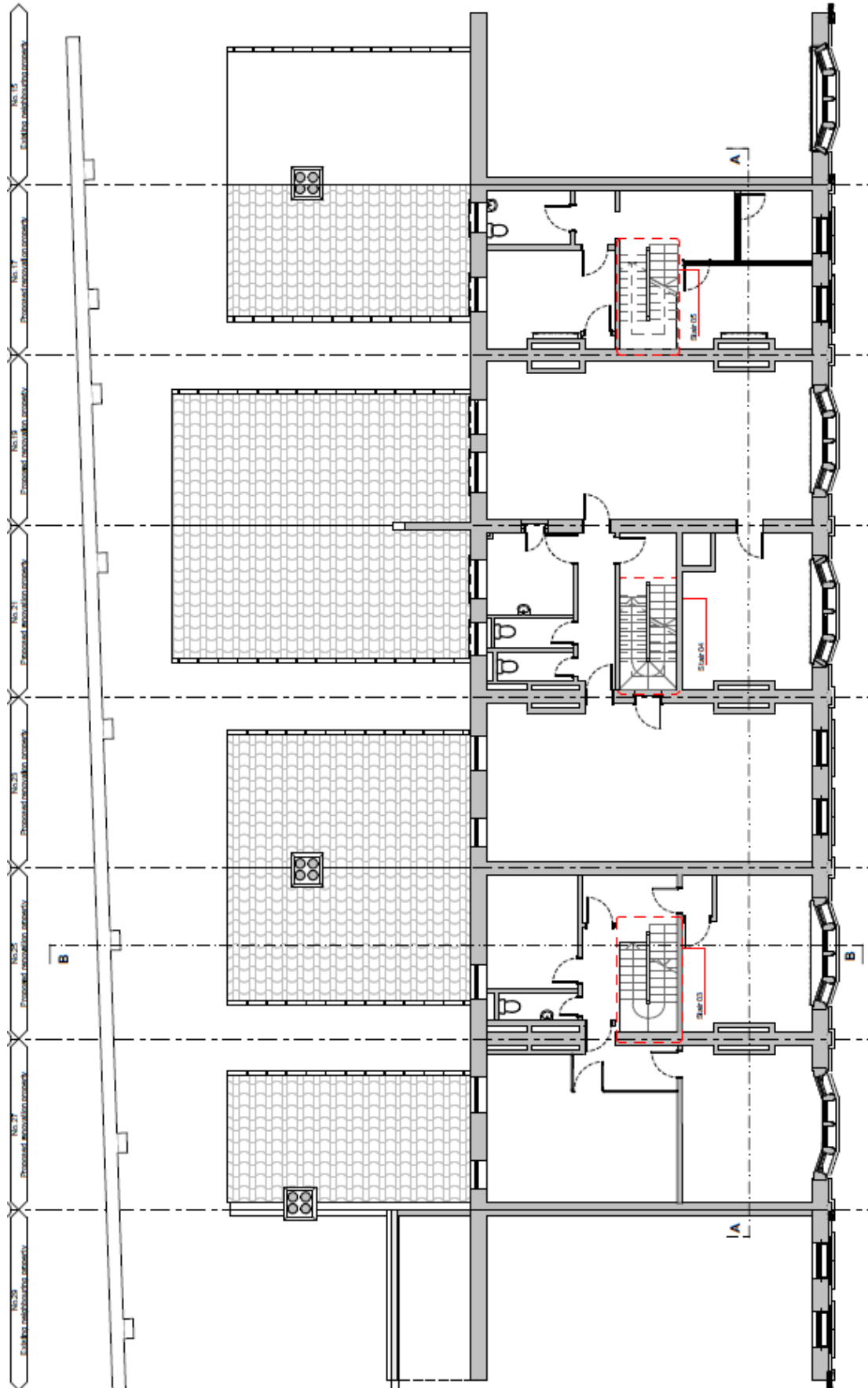
PR-A1.07.1 to PR-A1.07.4

Received by the Local Planning Authority on 26th July 2018

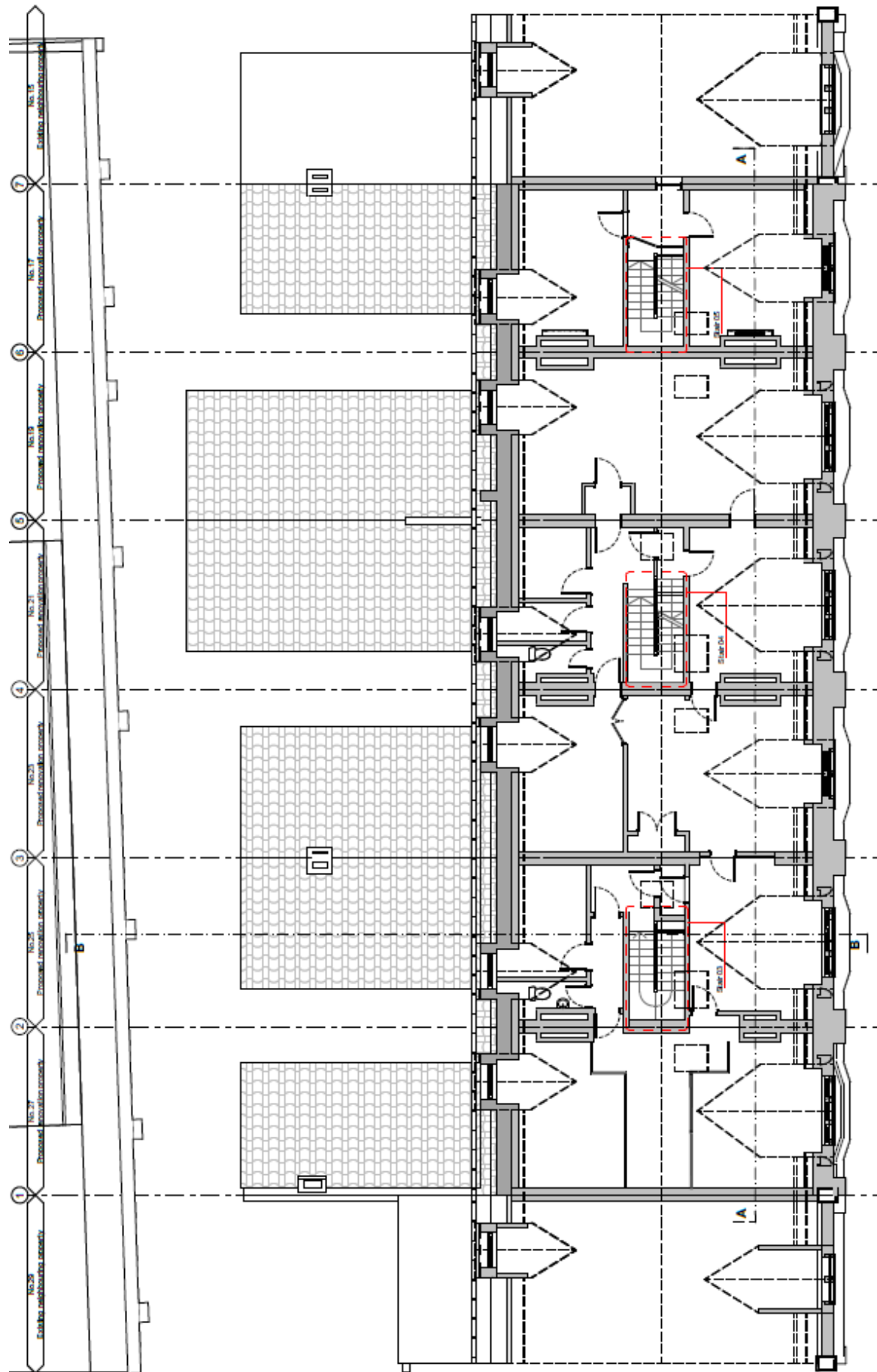
Case Officer: Matt Burns



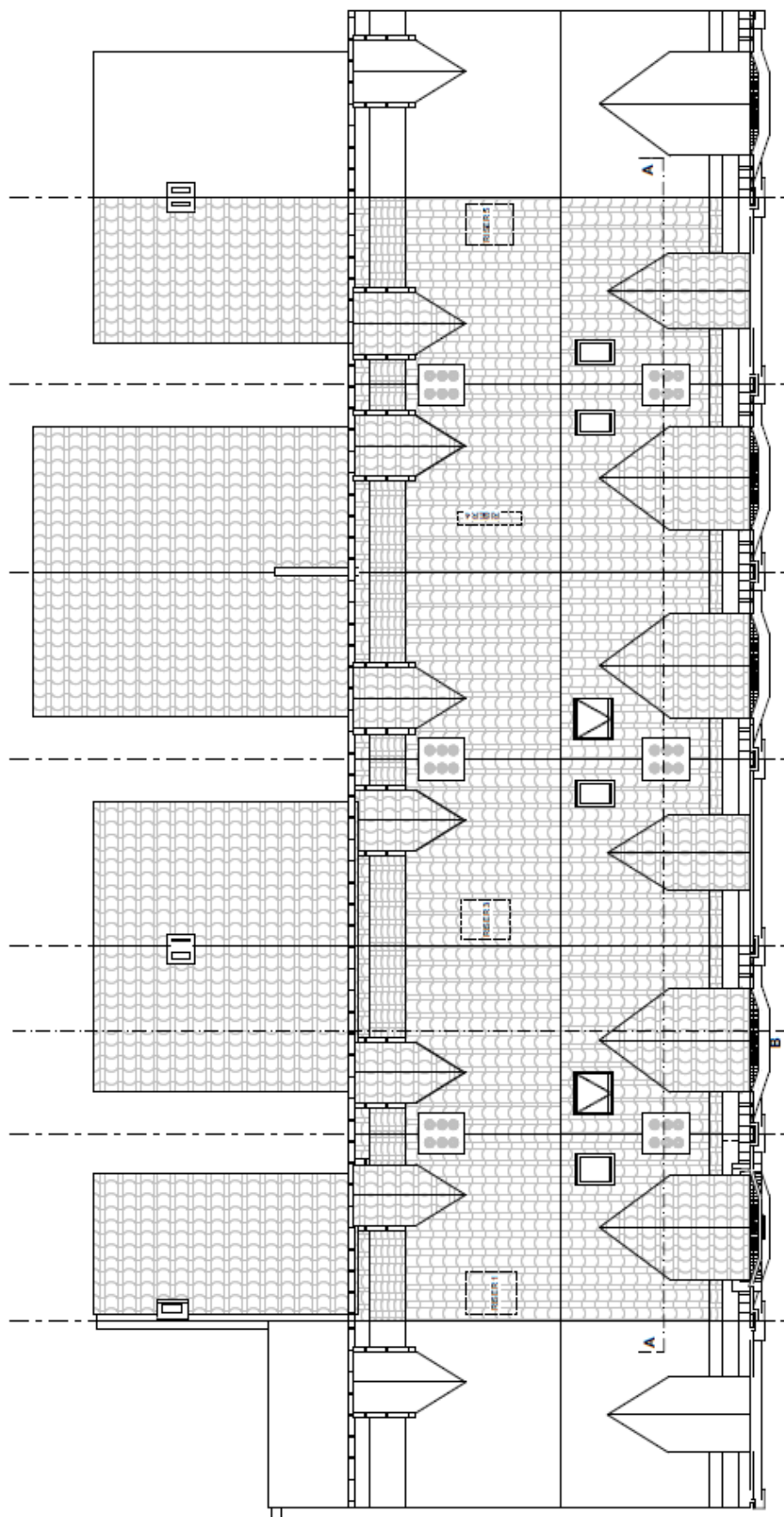
First Floor



Second Floor



Third Floor



Roof Plan

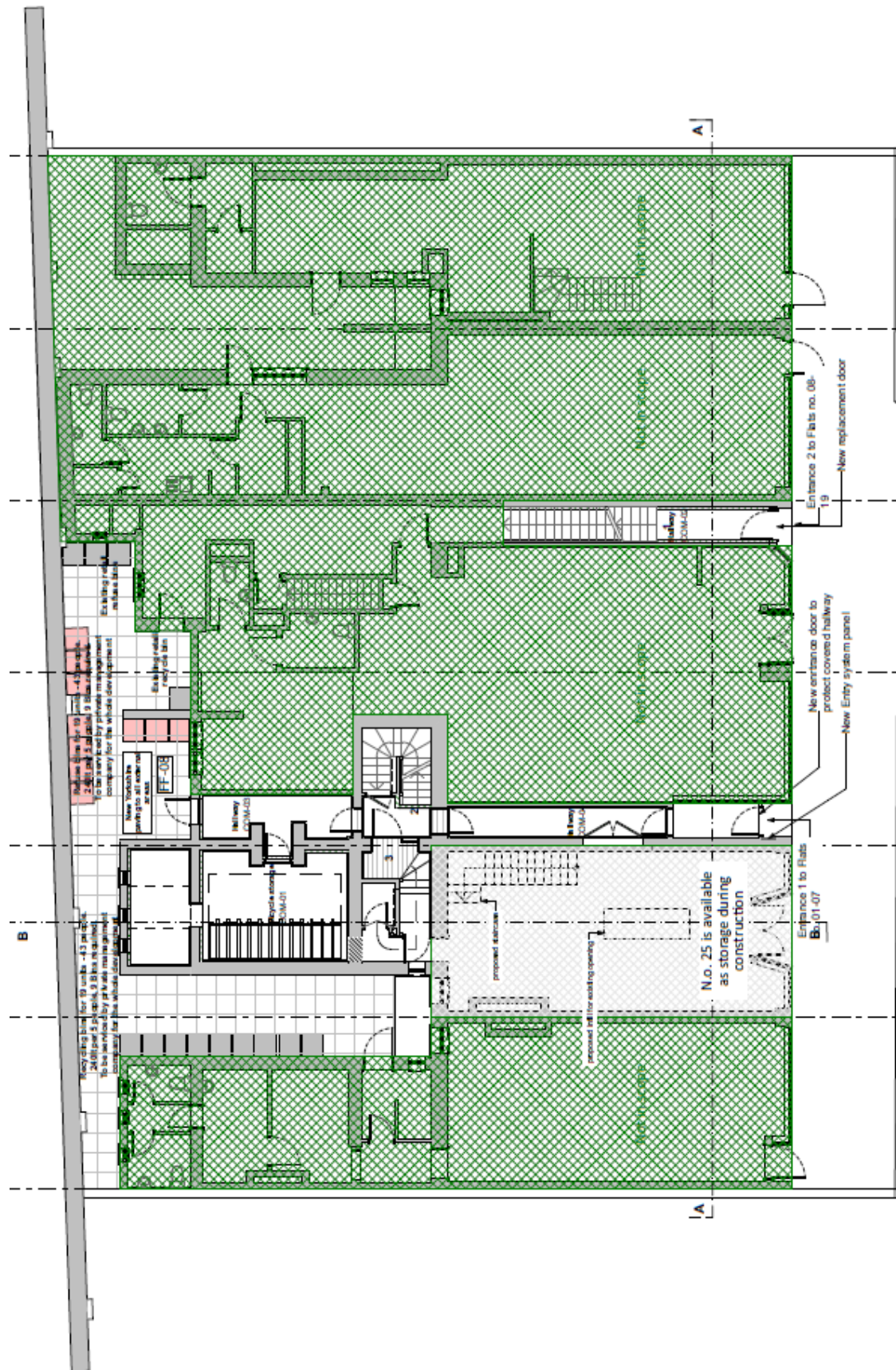


Existing Front Elevation

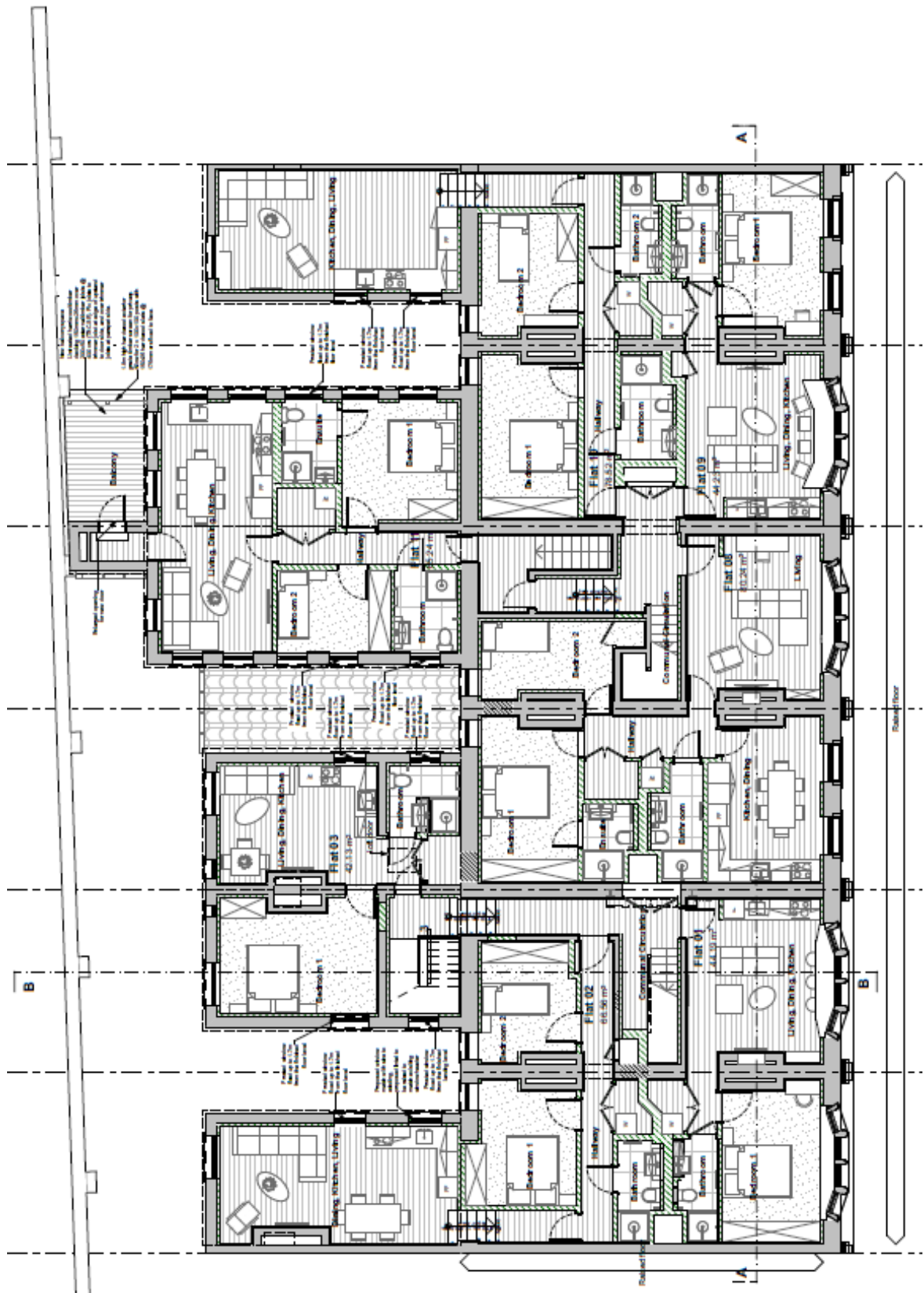


Existing Rear Elevation

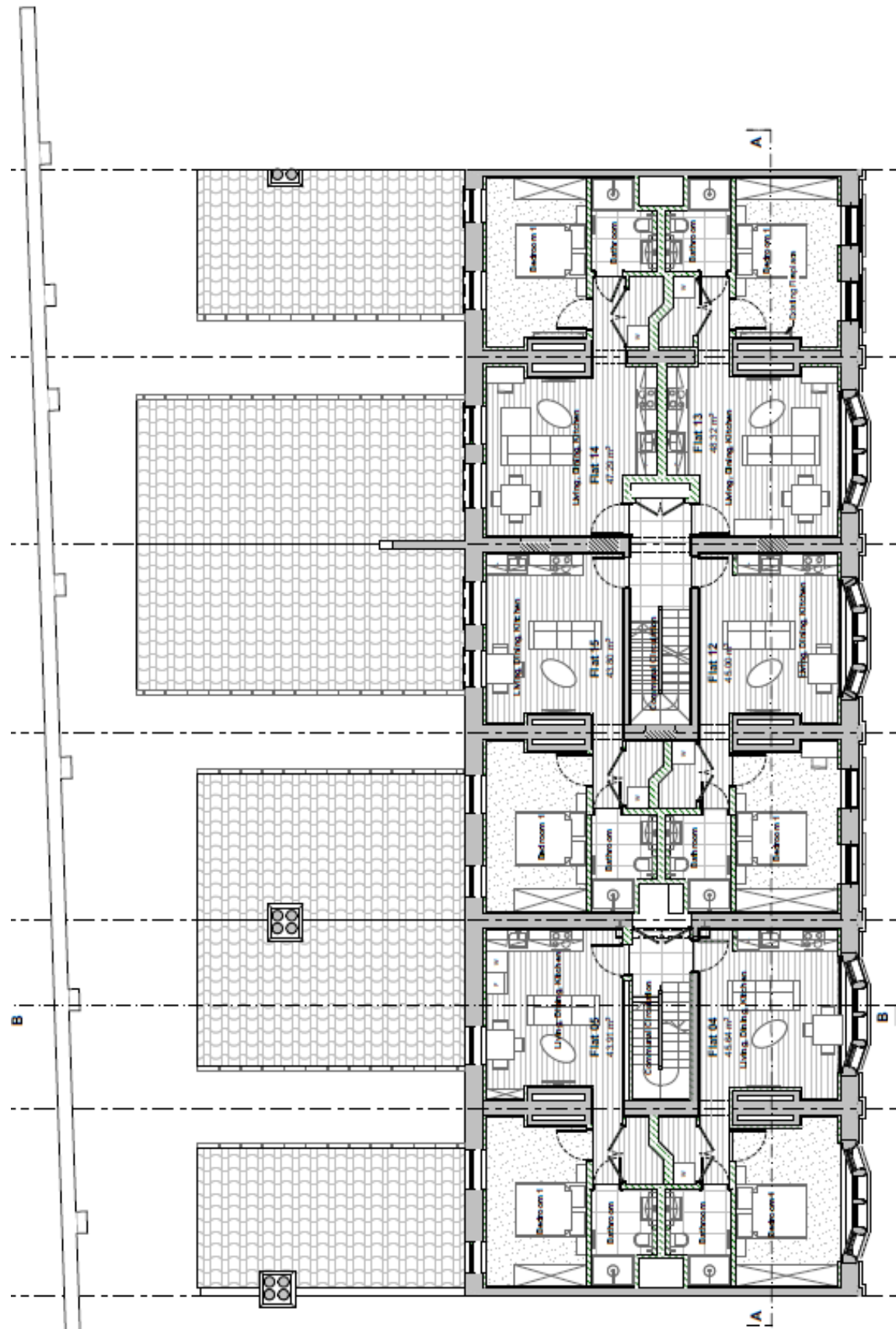
Proposed Plans



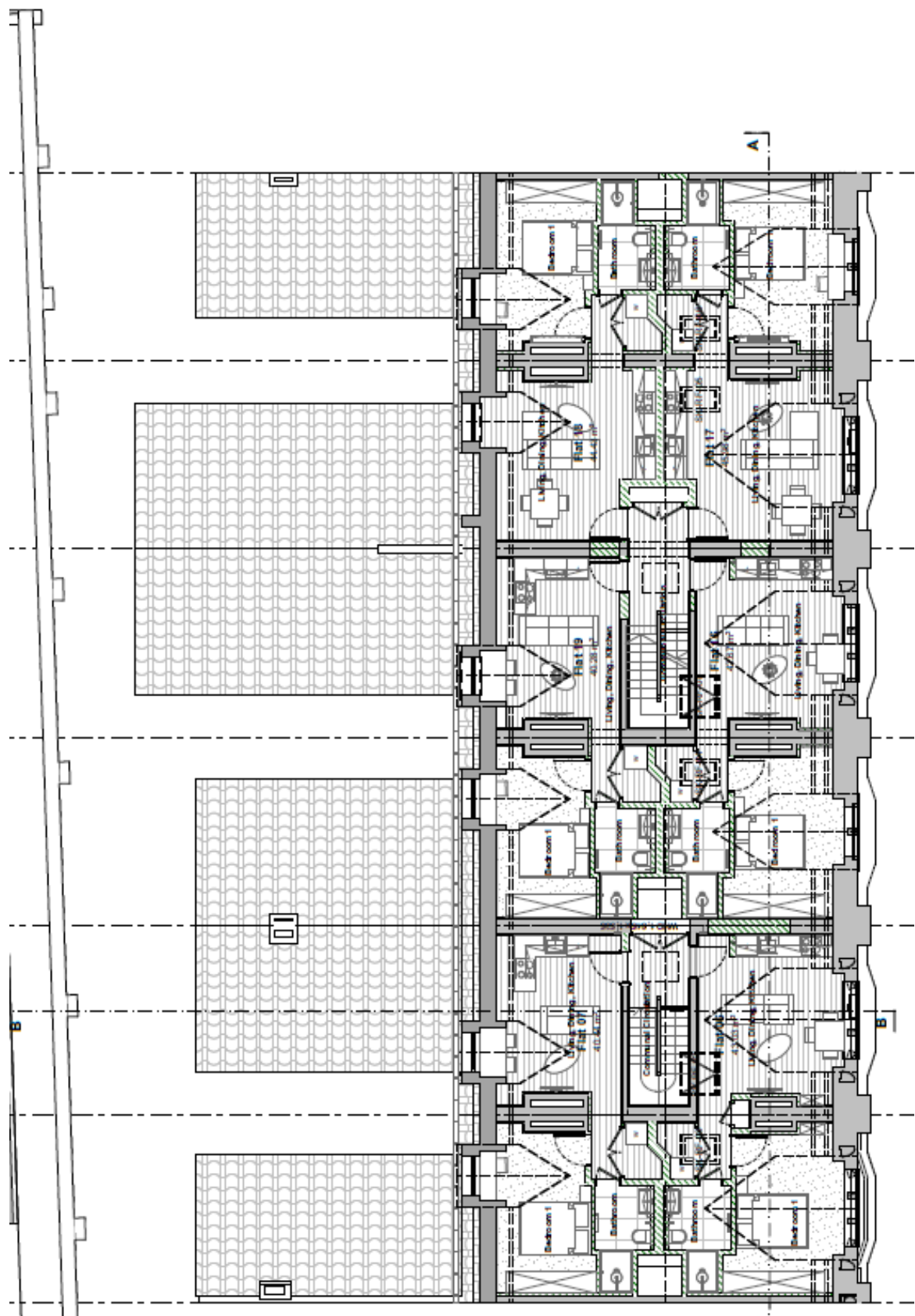
Proposed Ground Floor



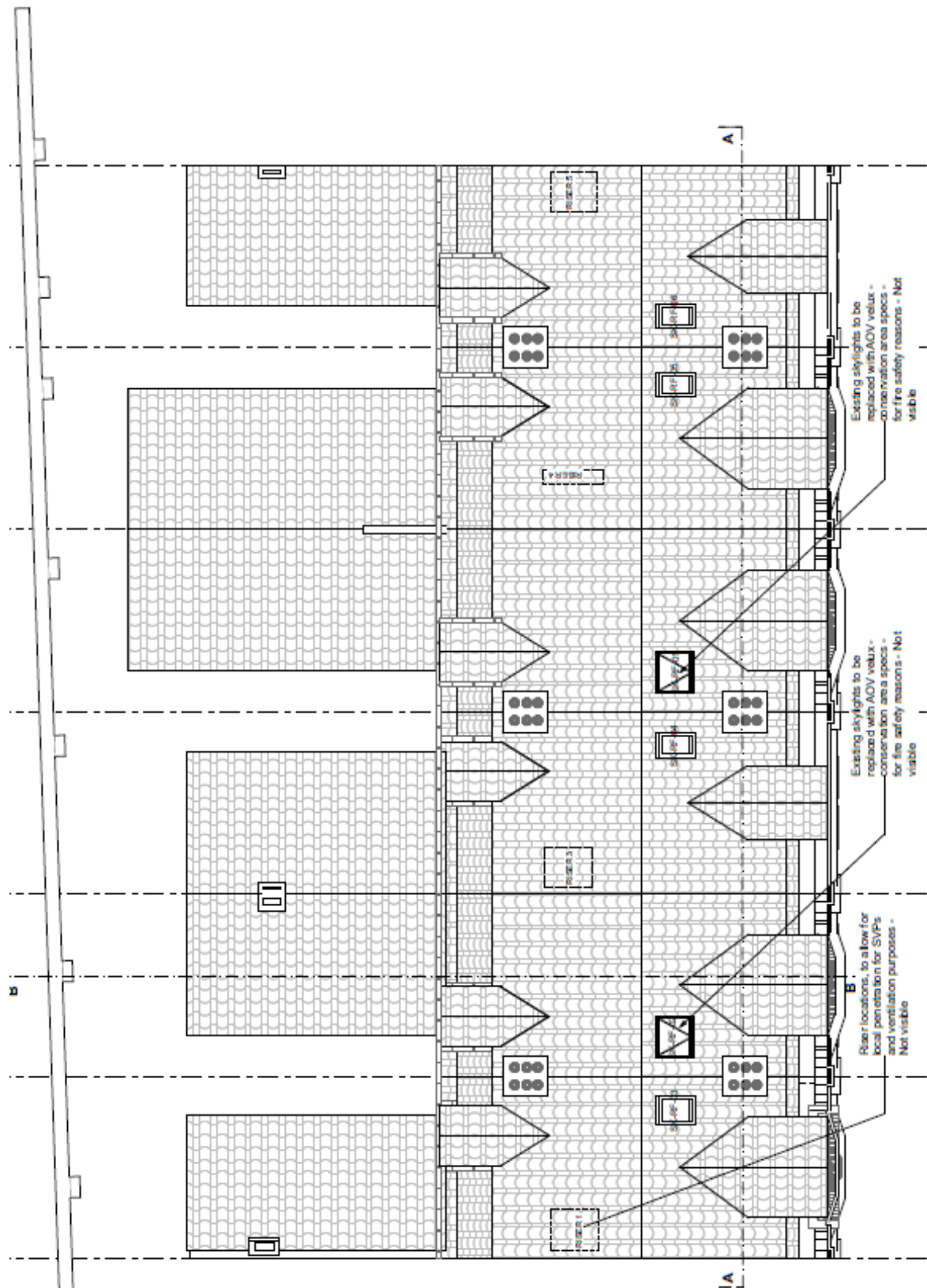
Proposed First Floor



Proposed Second Floor



Proposed Third Floor



Proposed Roof Plan

This page is intentionally left blank

COMMITTEE REPORT

BY THE DIRECTOR OF ENVIRONMENT AND NEIGHBOURHOOD SERVICES READING BOROUGH COUNCIL PLANNING APPLICATIONS COMMITTEE: 10 th October 2018	ITEM NO. 13
--	-------------

Ward: Abbey
Application No.: 181465/NMA
Address: 85 Bedford Road, Reading, RG1 7EY

Proposal: Non material amendments to planning permission 161768 (Conversion of existing building into 2 flats) including various fenestration alterations, provision of rooflights in north and west roofslopes, retain the Bedford Road elevation entrance door and build a bin enclosure on the Bedford Road frontage (amended description).

Applicant: Hill's Rubber Company

Date Valid: 17/08/18

Application target decision date: Originally 14/09/18; an extension of time was subsequently agreed with the applicant to determine the application by 12/10/18
26 week date: 15/02/2019

RECOMMENDATION

To **NOT AGREE** the proposed non-material amendments for the following reason:

The proposed fenestration alterations at ground floor level and erection of a bin enclosure on the Bedford Road frontage, owing to the changes in the external appearance of the building and potential detrimental impacts on amenity, are considered to go beyond the scope of a non-material amendment to planning permission 161768.

Informatives:

1. The applicant is advised that had some individual elements of the proposals (e.g. replacement window at first floor level on the Bedford Road elevation and installation of two rooflights at roof level) been considered in isolation, these would have been considered 'non-material' changes. However, split decisions cannot be issued in this type of application and, given that other elements are not considered to be 'non-material', the entire proposals are not able to be supported.
2. Given there is no right of appeal against the refusal of this 'non-material' amendment decision, should the applicant continue to seek approval for the proposed changes then it is advised to submit either a 'minor material' amendment application (to vary the wording / approved plans specified by condition 2 of permission 161768 under section 73 of the act) or submit a separate full planning application solely for the elements now proposed.
3. In any future submission at the site, it is advised that it would be helpful for manufacturer's details / sections of the replacement windows / insulated panels / rendered blockwork at ground floor level be submitted with any such future application, so the appropriateness of these elements can be considered in more detail. Furthermore, there appears to be an inconsistency on the plans submitted in relation to whether a rooflight is proposed on the east (Bedford Road) roofslope. The mezzanine floor plan suggests a rooflight is proposed on this roofslope, but this is not shown on the elevation plan. In any future submission it is required for all

plans to be accurate and consistent and you should consider submitting a separate roof level plan too for clarity.

4. The Local Planning Authority has worked positively and proactively with the applicant to provide full feedback, accept revisions to the proposals, explain the procedural concerns with the proposals and determine the application under the 'non-material' amendment procedure in as timely a manner as possible, within the context of the application being determined at Planning Applications Committee.
5. In reaching this decision the local planning authority has considered the following plans:

Approved plans at time of application 161768

15 468 PL01 Proposed ground and first floor plan, site location and block plans

15 468 PL02 Existing and proposed north street scene elevations and section

Proposed plans as part of this application

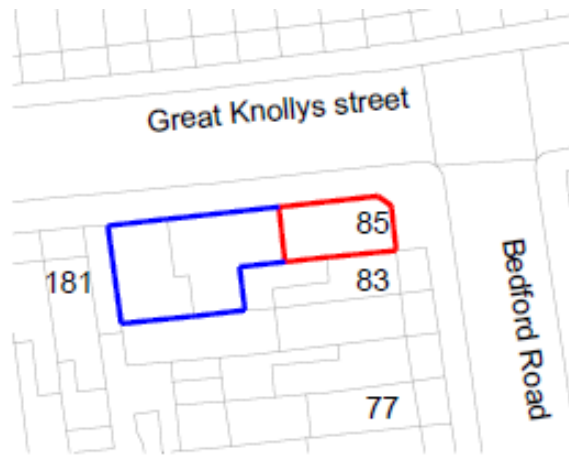
1218 11 b Proposed elevations

1218 12 b Proposed Plans

As received 18/09/18

1. INTRODUCTION

- 1.1 The application site comprises a two-storey building on the corner of Bedford Road and Great Knollys Street. It was previously in employment use (Hill's Rubber Company Ltd manufactured natural and synthetic rubber based products as a Class B1(c) light industrial use), but was granted planning permission in 2016 for conversion to two flats (see relevant history below). Around the same time a separate planning permission granted the demolition of a single storey element connected to the application site building (fronting Great Knollys Street) and the erection of two separate new dwellings, with two off-street parking spaces located between the new dwellings and the existing building. Both 2016 applications were considered by the Planning Applications Committee on 07/12/2016. At the time of the unaccompanied officer site visit as part of this application (on 19/09/2018), the site included a hoarding around it. However, it was evident that the single storey structure fronting Great Knollys Street had been demolished. Furthermore, non-material amendments and discharge of condition applications have been approved at the adjacent site (see relevant history section below).
- 1.2 The application site is located within a predominantly residential area, typically with rows of terraced houses and supplemented with some commercial properties. The application site is not listed, nor located within a conservation area, but is within an air quality management area. It is located outside of the Reading Central Area Action Plan area, albeit the boundary is further along Bedford Road at the closed swimming pool site.
- 1.3 The application is being considered at Planning Applications Committee having been 'called-in' by Councillor Page, as the original applications were referred to the Committee. The site in relation to the wider urban area is shown below, together with two site photographs and an aerial view.



Site Location Plan (not to scale)



Above: Street view image (July 2017) from the junction of Bedford Road and Great Knollys Street (prior to the demolition of the single storey element fronting Great Knollys Street).
Below: Photograph 19/09/18.





Aerial view looking south (prior to the demolition of the single storey element fronting Great Knollys Street).

2. PROPOSALS

2.1 Non-material amendments to planning permission 161768 granted on 14/12/2016 are proposed. More specifically, these seek (based on a comparison between the approved plans approved in 2016 and those proposed in this instance):

- Replace the Bedford Road / Great Knollys Street corner window with rendered blockwork;
- Retention of the existing Bedford Road door (this was approved to be blocked up by 161768);
- Replacement window at first floor level on the Bedford Road elevation (to match those existing on the Great Knollys Street façade);
- Retention of the first floor window on the west elevation (this was approved to be blocked up by 161768);
- Relocation of the dedicated bin store (approved by 161768) from adjacent to the existing Bedford Road entrance door to the Bedford Road forecourt area next to the pavement.
- Raising the sill and forming insulated stallboards below replacement ground floor windows on the Bedford Road elevation;
- Raising the sill and replacing the existing shop window with insulated panels on the Great Knollys Street elevation at ground floor level;
- Reducing the existing opening on the west elevation at ground floor level and introducing an obscure glazed window;
- Introduction of two rooflights (one on the north roofslope and one on the west elevation to facilitate an attic store);

- Possible introduction of a rooflight on the east roofslope (appears to be shown on the mezzanine floor plan, which in line with the corresponding first floor plan would be on the east roofslope).
- 2.2 During the course of the application the applicant submitted revised plans, omitting an originally proposed dwarf wall on the Bedford Road frontage and providing details as to the location and extent of the bin storage facilities proposed. Supporting commentary was also submitted.

3. PLANNING HISTORY

Application site

- 3.1 161768 - Conversion of existing building into 2 flats. Granted 14/12/2016.

Adjoining site fronting onto Great Knollys Street (also referred to as 85 Bedford Road and under the ownership of the applicant at the time of the 2016 permission)

- 3.2 161767 - Demolition of existing single storey factory extension and erection of 2 semi-detached two bedroom houses with associated parking. Granted following completion of s106 legal agreement 18/04/2017.
- 3.3 180092 - Non-material amendments to planning permission 161767 (erection of 2 semi-detached two bedroom houses) to alter the kitchen/dining room windows/doors and internal alterations to form a third bedroom or study. Agreed 02/02/2018.
- 3.4 181300 - Discharge of conditions 3 (materials), 4, 5 & 6 (contaminated land) and 11 (access construction) of planning permission 161767. Conditions discharged 11/09/2018.

4. CONSULTATIONS

- 4.1 None - no statutory requirement for this type of application. Planning Practice Guidance notes that applications under section 96A are not applications for planning permission, so they are not covered by these requirements. Local planning authorities therefore have discretion.
- 4.2 Nevertheless, given the original permission was granted by the Planning Applications Committee, under the terms of the scheme of delegation the chair, vice-chair and Abbey ward members were contacted about the application. Councillor Page subsequently 'called-in' the application for consideration by the Planning Applications Committee.

5. LEGAL AND PLANNING POLICY CONTEXT

- 5.1 Whilst there is no statutory definition of what constitutes a 'non-material' amendment, Section 96A, part 2 of the Town and Country Planning Act 1990 (as amended) states that, "In deciding whether a change is material, a local planning authority must have regard to the effect of the change, together with any previous changes made under this section, on the planning permission as originally granted."
- 5.2 On the basis of the above, the proposed amendments are assessed for materiality - not on the basis of their planning merits. Planning policies therefore do not apply. Planning Practice Guidance makes clear that non-material amendments are not

considered against the Development Plan and instead it is for the local planning authority to be satisfied it is not material.

- 5.3 For information, where an amendment goes beyond what is considered to be 'non-material', it may be appropriately considered to be a 'minor-material amendment'. This would require a section 73 application to vary the relevant condition (e.g. the approved plans condition to make design changes). Again, there is no statutory definition of a 'minor material amendment' but it is likely to include any amendment where its scale and/or nature results in a development which is not substantially different from the one which has been approved. This approach varies from a 'non-material' amendment, for a 'minor-material' amendment application is considered against the Development plan and material considerations, under section 38(6) of the 2004 Act, and conditions attached to the existing permission. Furthermore, 'minor-material amendments' results in a new permission (a 'non-material' amendment does not), there is a right of appeal (there is no right of appeal against a 'non-material' amendment), requires a new decision notice, and requires statutory publicity/consultation.
- 5.4 Where modifications to a permission are fundamental or substantial, a new planning application under section 70 is required.

6. APPRAISAL

- 6.1 The simplest method of assessing a 'non-material' amendment proposal is considered to be by assessing each element individually, before then providing an overall assessment. However, prior to doing so it is relevant to note that the original permission sought the change of use of the property and very few external alterations (which were not referenced in the description of development), with these being limited to:
- Blocking up an existing entrance door on the Bedford Road elevation
 - Blocking up two windows on the west elevation (one at ground and one at first floor level)
 - Provision of a bin storage facility in front of the blocked up Bedford Road door (on the boundary with No. 83).
- 6.2 Within this context, the 'baseline' of the original permission is that the works were largely associated with the change of use of the building, rather than significant changes to the external appearance of the building. As such, within the context of there being no statutory definition of 'non-material' and whether or not a proposed amendment is considered to be 'non-material' depends on the circumstances of the case, there is considered to be a low threshold as to what is considered to be 'non-material' and what goes beyond this to be 'minor-material amendments' in this specific instance. Should changes be considered to go beyond 'non-material', this would which necessitate a separate section 73 variation of condition 'minor-material' application (as outlined in section 5 above). Accordingly, each element of the proposal is assessed in turn:
- 6.3 Replace the Bedford Road / Great Knollys Street corner window with rendered blockwork: This change is considered to alter the design idiom of the building and potentially cause harm to the character and appearance of the building within the streetscene. As such, it is considered to go beyond a 'non-material' change. The applicant was advised during the course of the application that in any future 'minor-material' submission, it would be helpful for more details of the rendered

blockwork to be submitted, so the appropriateness of this element could be considered further.

- 6.4 Retention of the existing Bedford Road door (this was approved to be blocked up by 161768): Given the context of this entrance door being pre-existing (and remaining in place at the time of the officer site visit on 19/09/18), this specific element of the proposal is considered to be a 'non-material' change.
- 6.5 Replacement window at first floor level on the Bedford Road elevation (to match those existing on the Great Knollys Street façade): Given the appearance and finished material of the existing windows, the principle of replacing these windows with sash windows is welcomed and would be considered a 'non-material' change in the context of the existing windows elsewhere at the building and the likelihood that these would have formerly been sash windows too. Had the application been supported at officer level, a condition would have secured these windows as having timber frames.
- 6.6 Retention of the first floor window on the west elevation (this was approved to be blocked up by 161768): Given the context of this window being pre-existing (and remaining in place at the time of the officer site visit on 19/09/18), this specific element of the proposal is considered to be a 'non-material' change. Had the application been supported at officer level, a condition would have secured this window to be obscure glazed and fixed shut up to a height of 1.7m from the floor level, to protect the future amenity of occupiers within the approved dwellings fronting Great Knollys Street from overlooking and loss of privacy.
- 6.7 Relocation of the dedicated bin store (approved by 161768) from adjacent to the existing Bedford Road entrance door to the Bedford Road forecourt area next to the pavement: This modification is considered to go beyond the scope of a 'non-material' change. Initial officer concerns are raised with the design and crime/safety implications of the proposed bin storage area on the Bedford Road forecourt area. From a design perspective this is considered to introduce a utilitarian feature along the streetscene, which is not a feature which is found elsewhere in the vicinity (although there are a variety of boundary treatments, none are of the nature sought nor rise to 1.75m in height adjacent to the pavement). In terms of crime/safety, the open ended nature of the addition at both ends provides opportunities for crime/fear of crime for persons when approaching from both the south (Bedford Road) and west (Great Knollys Street) e.g. fear of persons waiting behind the ends of the structures, which would be a worse situation than either the existing or approved (by 161768) scenarios. As such, during the course of the application the applicant was advised that as well as this specific change not being considered 'non-material', the effect of the change is such that it would not be supported by officers. The applicant was advised to consider other options for bin storage locations at the site, as part of any future 'minor-material' amendment application.
- 6.8 Raising the sill and forming insulated stallboards below replacement ground floor windows on the Bedford Road elevation: On the basis of visually comparing the approved and proposed elevation, these changes appear de minimis in nature and therefore 'non-material'.
- 6.9 Raising the sill and replacing the existing shop window with insulated panels on the Great Knollys Street elevation at ground floor level: Although raising the cill is considered 'non-material', the form and finished appearance of the insulated panels is considered somewhat unclear and could alter the design idiom of the

building, potentially causing harm to the character and appearance of the building within the streetscene. As such, it is considered to go beyond a 'non-material' change. The applicant was advised during the course of the application that in any future 'minor-material' submission, it would be helpful for more details of the insulated panels to be submitted, so the appropriateness of this element could be considered further.

- 6.10 Reducing the existing opening on the west elevation at ground floor level and introducing an obscure glazed window: Owing to the nature/context of this change, this specific element of the proposal is considered to be a 'non-material' change. Had the application been supported at officer level, a condition would have secured this window to be obscure glazed and fixed shut up to a height of 1.7m from the floor level, to protect the future amenity of occupiers within the approved dwellings fronting Great Knollys Street from potential overlooking and loss of privacy.
- 6.11 Introduction of two rooflights (one on the north roofslope and one on the west elevation to facilitate an attic store): This element of the proposals is considered to be a 'non-material' change, for it does not alter the design idiom or result in any amenity concerns, owing to its limited size, projection and location at roof level.
- 6.12 Possible introduction of a rooflight on the east roofslope (appears to be shown on the mezzanine floor plan, which in line with the corresponding first floor plan would be on the east roofslope): If this element of the scheme is proposed (it is unclear based on the inconsistent plans) then it would be considered to be a 'non-material' change, for it does not alter the design idiom or result in any amenity concerns, owing to its limited size, projection and location at roof level.

Concluding comments

- 6.13 On the basis of the above, officers consider that in a number of instances the proposals go beyond what can be considered to be 'non-material' changes in the context of the original permission. Therefore, from a procedural point of view the proposed changes cannot be agreed via the s96a non-material amendment process sought. In essence the original permission granted largely the change of use of the building, whereas this proposal seeks to incorporate significantly more physical works externally. During the course of the application officers have advised the applicant of this and suggested that a 'minor-material' amendment application would be a more suitable basis in which to make the proposed changes, notwithstanding the concerns expressed regarding the design/amenity impacts of the now proposed bin storage facility.
- 6.14 Furthermore, the applicant was advised that some individual elements of the proposals (e.g. replacement window at first floor level on the Bedford Road elevation and installation of two rooflights at roof level) been considered in isolation, these would have been considered 'non-material' changes. However, split decisions cannot be issued in this type of application and, given that other elements are not considered to be 'non-material', the entire proposals are not able to be supported.

Equality

- 6.15 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 proposed fenestration alterations at ground floor level and erection of a bin enclosure on the Bedford Road frontage, owing to the changes in the external appearance of the building and potential detrimental impacts on amenity, are considered to go beyond the scope of a non-material amendment to planning permission 161768.

Drawings and Information taken into account:

Approved plans at time of the original application 161768

15 468 PL01 Proposed ground and first floor plan, site location and block plans

15 468 PL02 Existing and proposed north street scene elevations and section

Proposed plans and documentation as part of this application

1218 11 b Proposed elevations, as received 18/09/18

1218 12 b Proposed Plans, as received 18/09/18

Letter from M D Howlett Associates Ltd, as received 18/09/18

Emails from M D Howlett Associates Ltd dated 12/09/18, 14/09/18 & 18/09/18

Case Officer: Jonathan Markwell



Above and below: Site photographs at the time of the 2016 planning applications





Above: Approach to the site from Bedford Road (19/09/18) Below: Street view image (July 2017).





Approach to the site from Great Knollys Street (19/09/18)

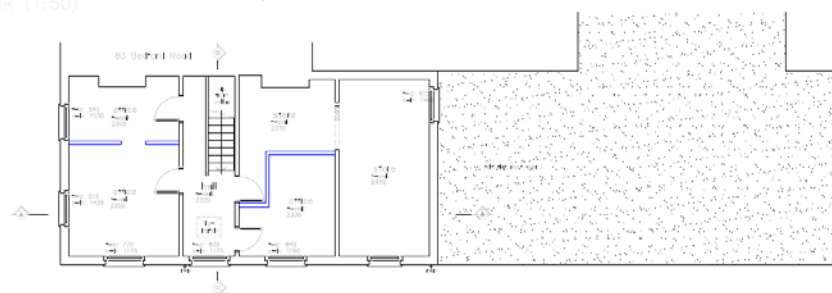
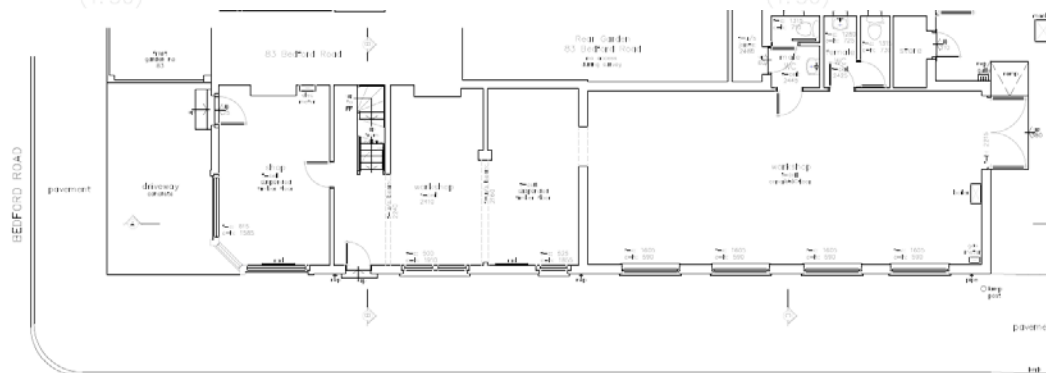
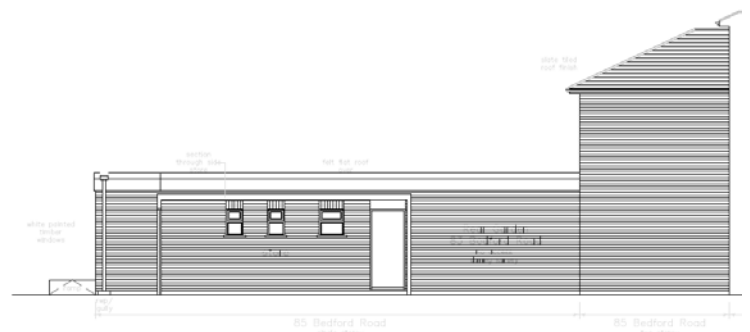
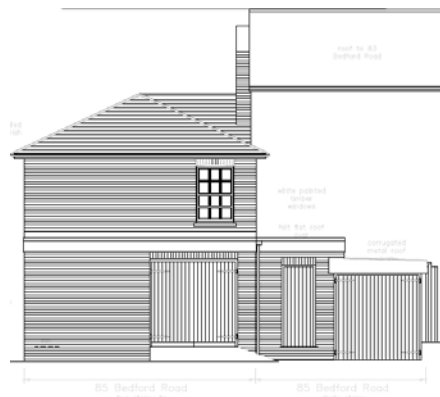
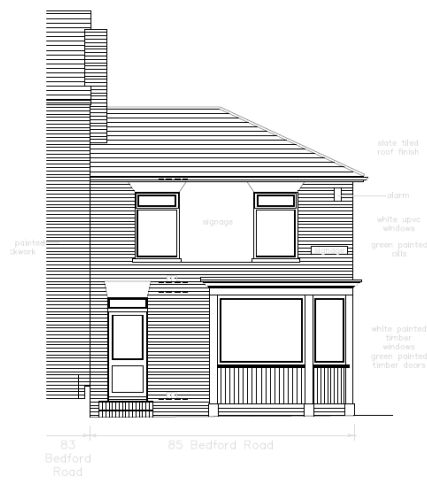


Corner of Beford Road and William Street

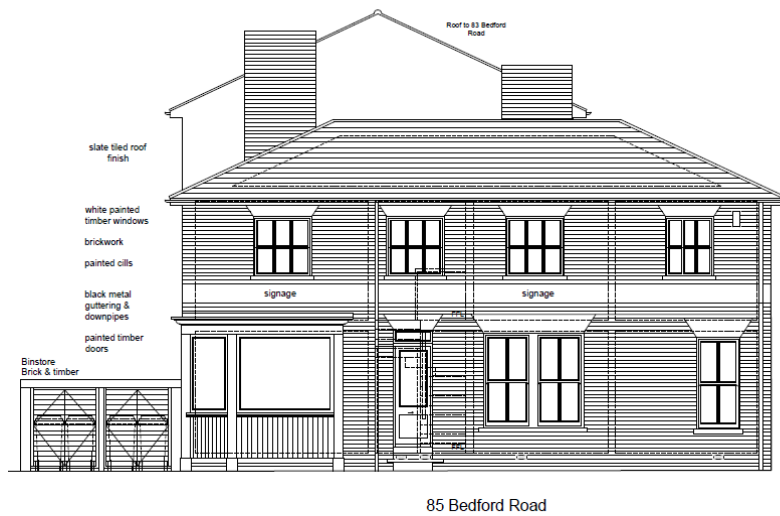


Longer streetscene view along Bedford Road

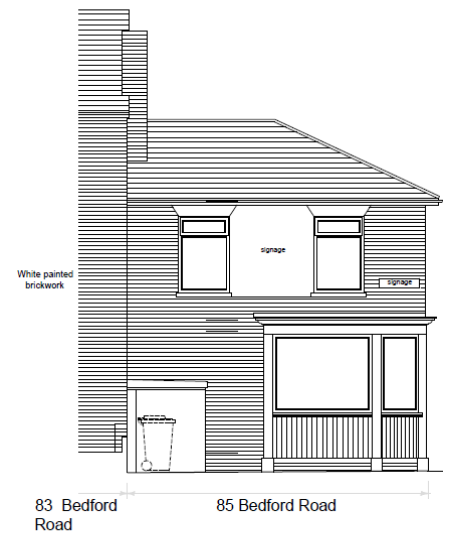
Existing Plans submitted with the original permission 161768



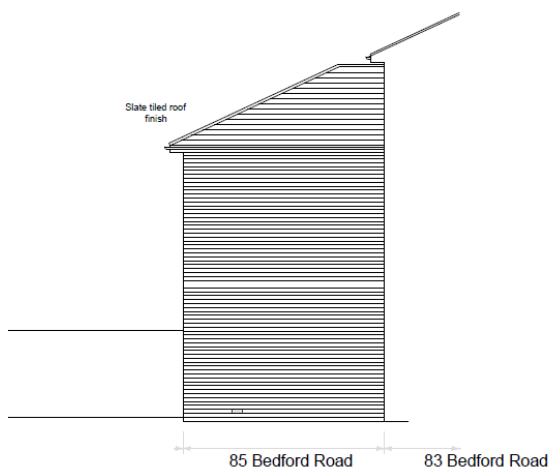
Proposed Plans approved by original permission 161768



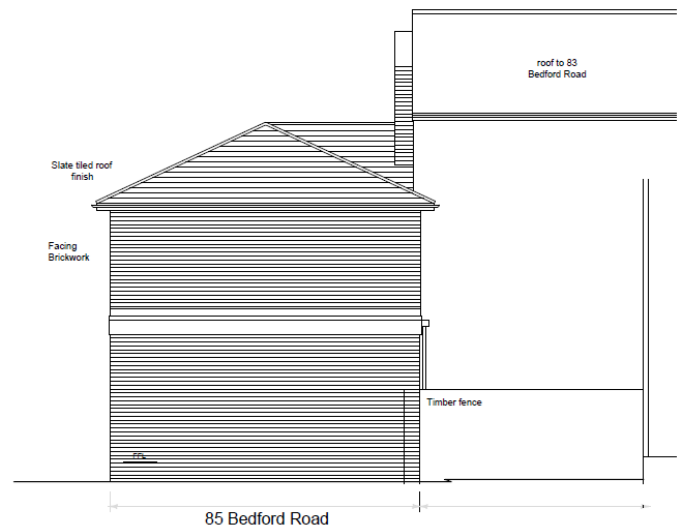
**NORTH ELEVATION
(FRONT)**



**EAST ELEVATION
(SIDE)**

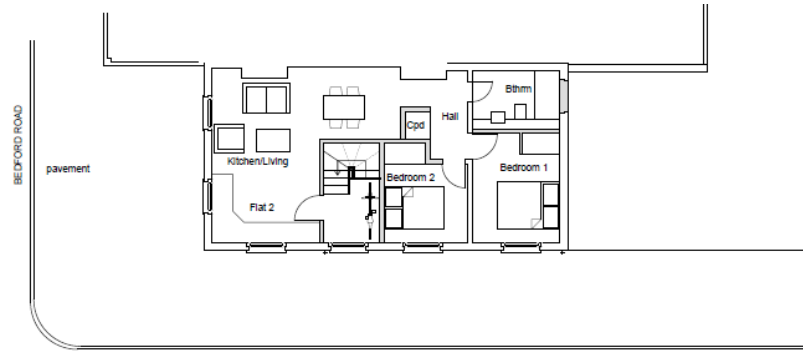


**SOUTH ELEVATION
(REAR)**

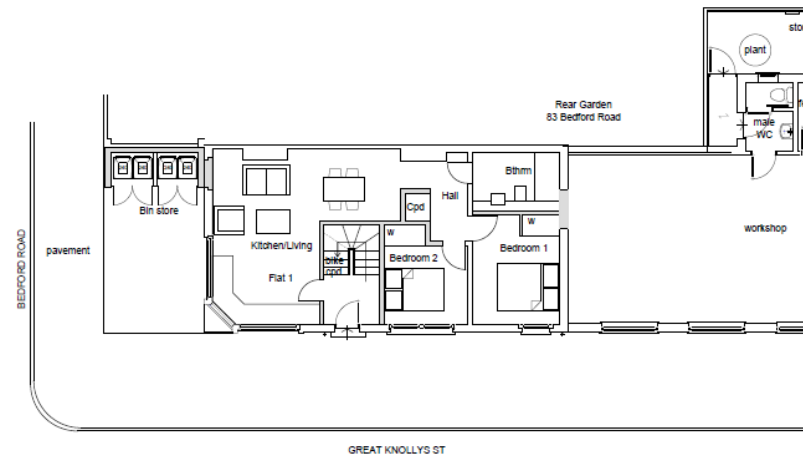


**WEST ELEVATION
(SIDE)**

Elevation plans approved by the permission in 2016

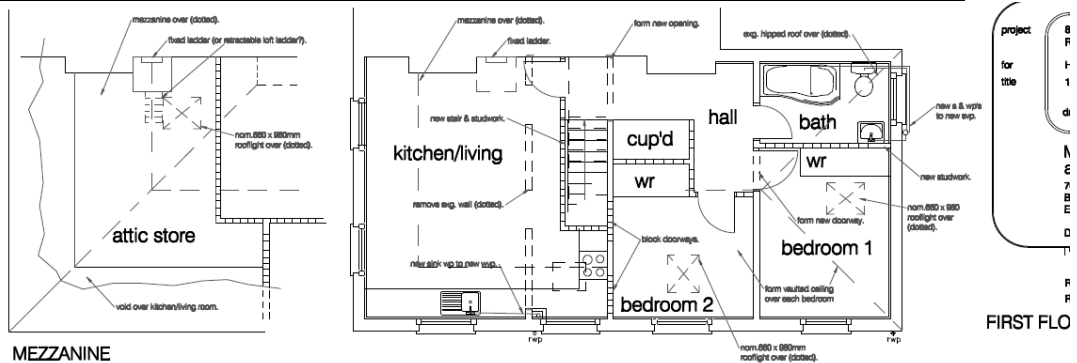


FIRST FLOOR 1/100



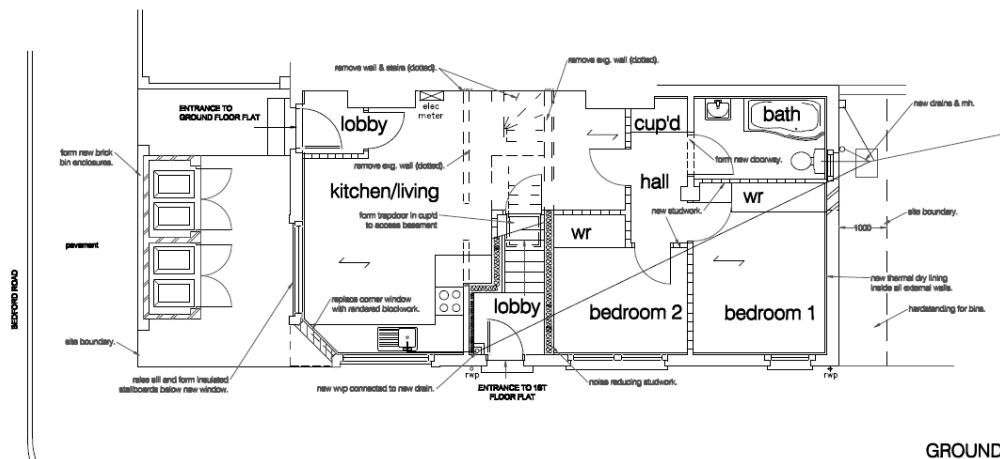
GROUND FLOOR 1/100

Proposed plans as part of this non material amendment application 181465

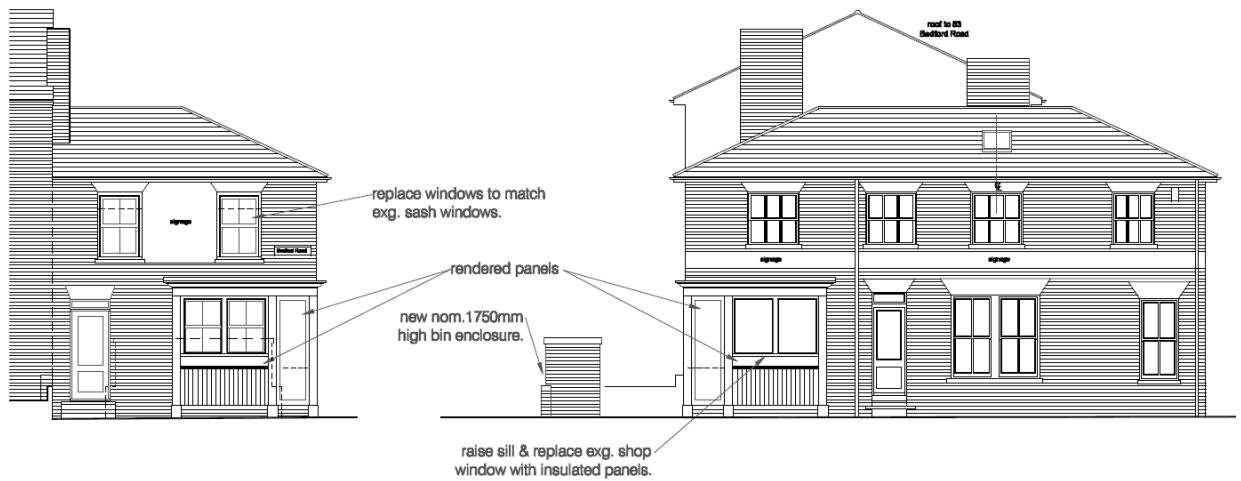


MEZZANINE

FIRST FLO

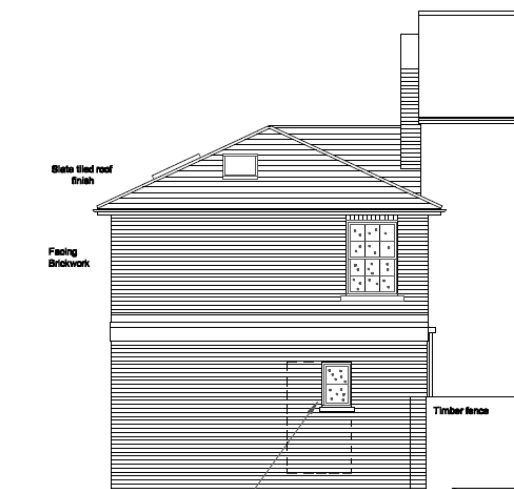
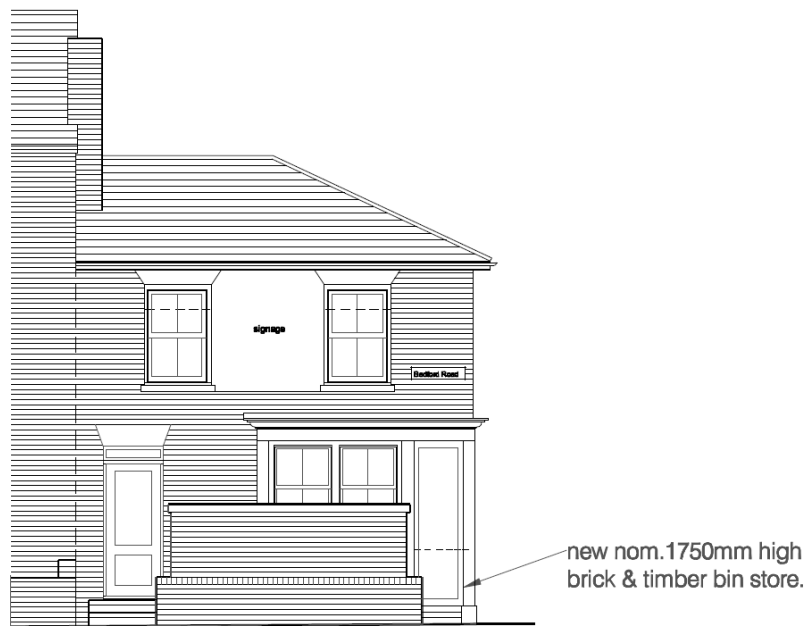


GROUND



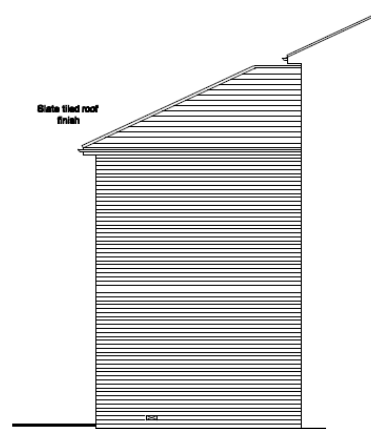
EAST

NORTH



reduce existing opening in matching brickwork & insert new obscure-glazed window.

WEST



SOUTH

Proposed elevations (versions with & without the bin store shown)

This page is intentionally left blank

COMMITTEE REPORT

BY THE DIRECTOR OF ENVIRONMENT & NEIGHBOURHOOD SERVICES

READING BOROUGH COUNCIL

ITEM NO. 14

PLANNING APPLICATIONS COMMITTEE: 10 October 2018

Wards: Abbey

App No: 171238/VARIAT

Address: Jacksons Corner 1-9 Kings Road

Proposal: Preservation of the building frontage to 1-9 King's Road (insertion of 3 new windows); retention and enlargement of commercial space (ground floor and basement levels) and conversion of upper floors to 18 residential units. Demolition of commercial ancillary accommodation to rear and construction of new 5 storey residential block of 15 units plus creation of central courtyard, as permitted by application 160849 but without complying with conditions 2, 15, 18, 23, 25, and 27, incorporating minor internal layout and external changes to the approved scheme.

Applicant: Kings Road LLP

Date received: 24 July 2018

Target Decision Date: 15 March 2018

Decision Issued: 15 March 2018

RECOMMENDATION

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

AGREE a variation of the Section 106 legal agreement linked to planning permission ref. 171238/VARIAT

Varied legal agreement to secure:

a) Affordable Housing:

- i) £550,000 contribution towards the provision of off-site affordable housing within the Borough, payable on first occupation and index-linked from the date of signing.

b) Off-site highway works:

- i) New loading bay outside Jacksons in accordance with approved drawing - use restricted to 1900 to 0700 and 1100 to 1600 hours only (or in accordance with any revision or variation agreed under the Highways Acts). To be provided prior to commencement.
- ii) Relocation of 2 existing bus stops and provision of a third stop installed in accordance with approved drawing (or any revision agreed under the Highways Acts). To be provided prior to first occupation.
- iii) Footway widening in accordance with approved drawings (or any revision agreed under the Highways Acts). To be provided prior to first occupation.
- iv) Additional unrestricted loading bay in Abbey Square and associated relocation of 2 disabled spaces. One way street reversed (or any revision agreed under Highways Acts). To be provided prior to first occupation.

Or

- v) The sum of £68,000 towards the provision of the highway works described above and associated traffic regulation order costs payable prior to commencement and index-linked from the date of permission through a

S.278 highways act agreement or in the event of the traffic regulation orders not being progressed the equivalent costs to enable alternative road safety works and loading bays to be investigated and installed by the council

c) Employment Skills and Training:

- i) An Employment Skills and Training Plan for construction and end user phases of the development

1. INTRODUCTION

- 1.1 A variation of conditions planning application (171238/VARIAT) was considered and approved by Planning Applications Committee on 11th October 2017 subject to a S106 Legal Agreement to secure a number of items (PAC report attached as appendix 3). The planning permission was issued on 15th March 2018 along with a signed section 106 legal agreement. This variation approved some minor internal and external alterations to the originally approved scheme. See attached appendix containing reports relating to earlier applications on this site.
- 1.2 The planning permission issued (ref. 171238) was a variation of the conditions attached the original planning permission for the development ref. 160849.
- 1.3 However, an earlier application for the variation of conditions was also approved ref. 170828 (at Planning Applications Committee in September 2017) (PAC report attached as appendix 2). This permission approved changes to the wording of a number of conditions of the original permission ref. 160849 (PAC report attached as appendix 1) to allow demolition works to commence, prior to discharging a number of conditions. However, this earlier variation of conditions application was, mistakenly, approved and the decision notice issued without linking it to the original section 106 legal agreement.
- 1.4 Applications submitted to vary conditions attached to existing planning permissions (section 73 applications) are such that if planning permission to amend the plans is granted, this has the effect of granting a new independent permission for the whole development.
- 1.5 Therefore, given that variation of conditions application ref. 170828 was granted without linking it to a section 106 legal agreement this permission can be implemented without any requirement to meet the planning obligations set out in the section 106 agreement attached to the original permission (ref. 160849).
- 1.6 The proposal under consideration in this report is to vary the terms of the section 106 which was attached to the most recent variation of conditions application relating to the proposed development (ref. 171238). This is on the basis that while they want to implement the latest permission, the fall-back position for the applicant is that they could implement the earlier variation of conditions permission (ref. 170828) without being required to meet any planning obligations. They are not taking up this option but have sought to renegotiate the existing agreement.
- 1.7 The revised section 106 terms proposed relate solely to affordable housing provision. The exiting section 106 secures the provision of seven on-site affordable units (21%) and a deferred affordable housing contribution of up to £471,000 on any savings in development costs. The revised terms proposed are a financial contribution only, of £550,000 towards off-site affordable housing provision elsewhere within the Borough.

The amended terms would be secured by an amendment to the existing section 106 legal agreement.

1.8 Whilst the reduced terms proposed are disappointing, officers are mindful that there is an extant permission (ref. 170828) on the site for the development that could be implemented without requiring any form of on-site provision or contribution towards affordable housing. The revised terms proposed have been discussed between RBC planning, housing and valuations officers and following negotiations with the applicant the terms set out in this report have been reached.

1.9 Given the exceptional circumstances officers have little scope to negotiate a higher offer and it is recommended that the revised terms to the section 106 legal agreement be agreed.

2.0 CONCLUSION

2.1 The changes to the terms of the S106 are recommended for approval as set out in the recommendation at the beginning of the report.

Case Officer: Matt Burns

Appendix 1a - PAC report application ref. 160849/FUL

Appendix 1b - PAC update report application ref. 160849/FUL

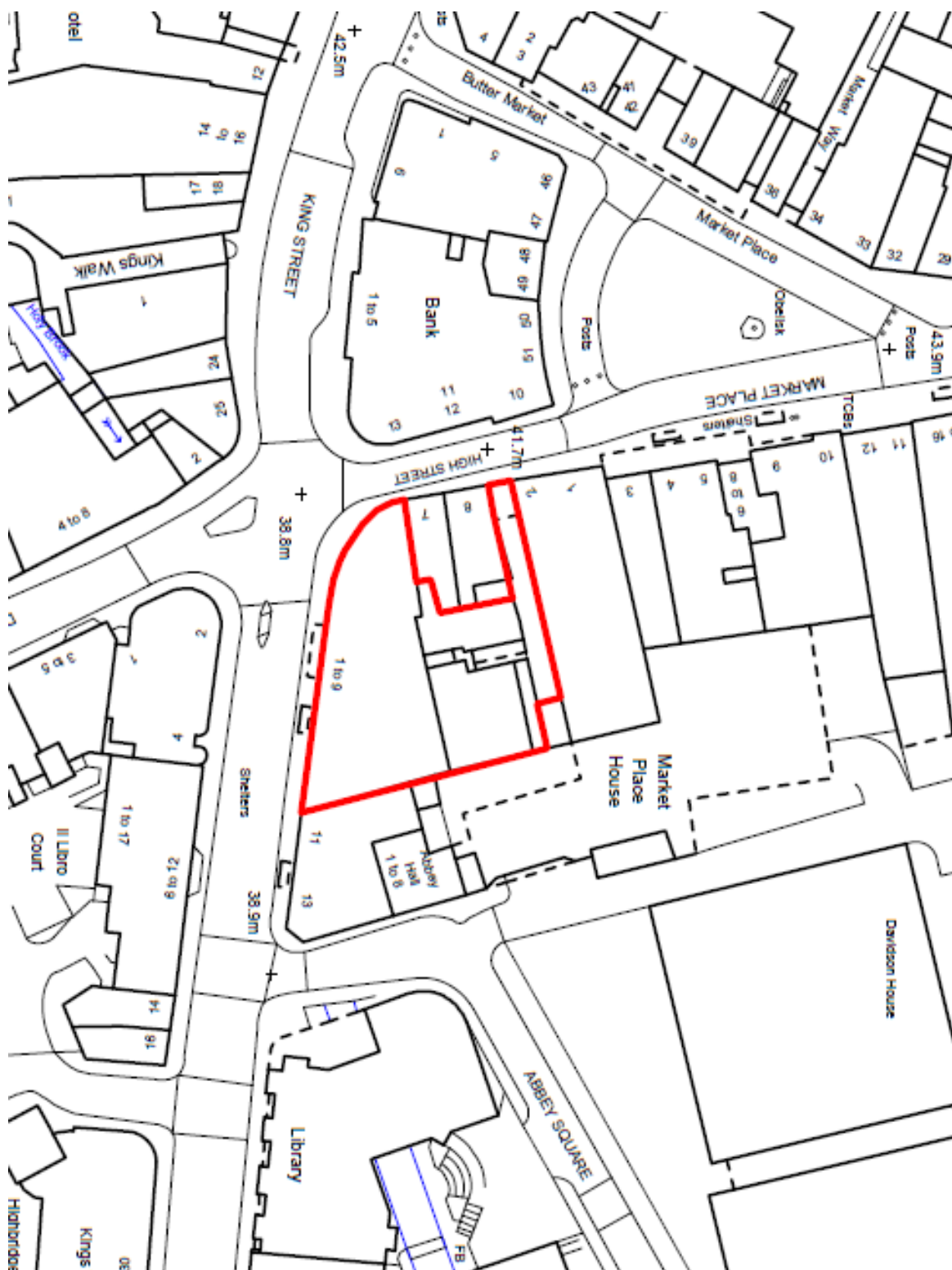
Appendix 2a - PAC report applicaiton ref. 170828/VARIAT

Appendix 2b - PAC update report application ref. 170828/VARIAT

Appendix 3a - PAC report application ref. 171238/VARIAT

Appendix 3b - PAC update report application ref. 171238/VARIAT

Location Plan



COMMITTEE REPORT

BY THE DIRECTOR OF ENVIRONMENT AND NEIGHBOURHOOD SERVICES READING BOROUGH COUNCIL PLANNING APPLICATIONS COMMITTEE: 7th December 2016	ITEM NO.
---	-----------------

Ward: Abbey

Application No.: 160849/FUL

Address: E Jackson & Sons Ltd, Jacksons Corner, 1-9 Kings Road, Reading RG1 3AS

Proposal: Preservation of building frontage to 1-9 Kings Road (incl. insertion of 3no. new windows); retention and enlargement of commercial space (ground floor and basement levels) and conversion of upper floors to 18 residential units. Demolition of commercial ancillary accommodation to rear and construction of new five storey residential block of 15 units plus creation of central courtyard.

Applicant: Capita Hall Ltd

Date Valid: 17th May 2016

Application target decision date: 16th August 2016 Extension of time agreed to 31st January 2017

26 week date: 15th November 2016

RECOMMENDATIONS

Subject to receipt of an acceptable proposal for the provision of Affordable Housing, delegate to Head of Planning, Development and Regulatory Services to

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

The legal agreement to secure:

a) Off-site Highway works:

- i) New loading bay outside Jacksons in accordance with approved drawing - use restricted to 1900 to 0700 and 1100 to 1600 hours only (or in accordance with any revision or variation agreed under the Highways Acts). To be provided prior to commencement.
- ii) Relocation of 2 existing bus stops and provision of a third stop installed in accordance with approved drawing (or any revision agreed under the Highways Acts). To be provided prior to first occupation.
- iii) Footway widening in accordance with approved drawings (or any revision agreed under the Highways Acts). To be provided prior to first occupation.
- iv) Additional unrestricted loading bay in Abbey Square and associated relocation of 2 disabled spaces. One way street reversed (or any revision agreed under Highways Acts). To be provided prior to first occupation.

Or

The sum of £68,000 towards the provision of the highway works described above and associated traffic regulation order costs payable prior to commencement and index-linked from the date of permission through a S.278 highways act agreement or in the event of the traffic regulation orders not being progressed the equivalent costs to enable alternative road safety works and loading bays to be investigated and installed by the

council

b) An Employment Skills and Training Plan for construction and end user phases in accordance with the Council's SPD, to be submitted and approved at least one month prior to works commencing.

And the following conditions to include:

1. Time Limit - 3 years.
2. Approved drawings.
3. Construction method statement to include highways matters, noise, dust and bonfires control to be submitted prior to commencement.
4. Hours of construction and demolition.
5. Highways improvements to be provided prior to occupation.
6. Provision of secure, lockable cycle parking in accordance with approved plans prior to occupation.
7. Provision of refuse & recycling bin stores in accordance with approved drawings/details of collection agreed prior to occupation.
8. Parking permits - addresses.
9. Parking permits - information.
10. Management of service vehicle deliveries - details prior to occupation.
11. Details of hard and soft landscaping to rear courtyard, to include trees - prior to commencement. Hard surfacing to be designed using suds principles. Provision prior to end of first available planting season following first occupation.
12. Submission of landscaping maintenance details - replacement of any failed planting within 5 years.
13. Details of boundary treatments (including gates) to be submitted prior to commencement.
14. Details of biodiversity enhancements, including bird nesting opportunities within buildings prior to commencement.
15. Implementation of archaeological works in accordance with written scheme of investigation to be submitted prior to commencement.
16. Retention of all existing sash windows fronting high street/kings road and submission of details of secondary glazing prior to commencement (performance to be in accordance with submitted noise assessment).
17. Details of sound insulation between ground and first floor to be submitted.
18. No external mechanical plant other than in accordance with a BS4142 noise assessment to be submitted and approved prior to installation.
19. Sound insulation from external noise - in accordance with submitted noise assessment.
20. Details of odour assessment/management plan (ref. DEFRA 2005) to be submitted.
21. Mechanical ventilation units to road frontage - in accordance with air quality assessment submitted
22. Details and samples of all materials to be used externally. Prior to commencement.
23. Scheme for assessment, dismantling and transfer of stable block roof timbers to allow for re-location where appropriate prior to demolition.
24. Retention of Jacksons corner sign.
25. Active ground floor frontage to be maintained on High Street and Kings Road.
26. Submission of written evidence demonstrating that 50% of new build dwellings achieve minimum 19% improvement in emission rate over target defined under Building Regulations (Conservation of Fuel and Power 2013) prior to occupation.
27. Submission of final BREEAM domestic refurbishment certificate for all dwellings created within existing retained buildings (conversion) confirming at least 50% compliance with the 'excellent' standard with the remainder achieving 'very good'; or all units achieve very good with a minimum score of 62.5 points. Prior to occupation.
28. Submission of evidence that all new-build dwellings meet lifetime homes standards prior to occupation.

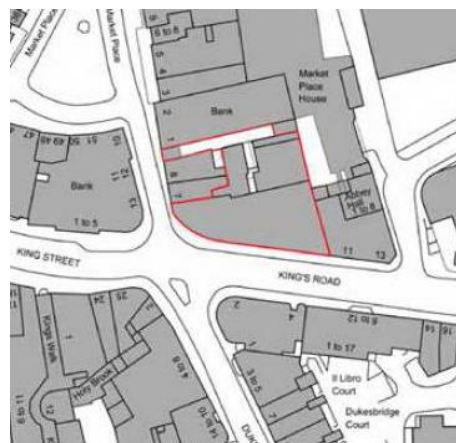
29. Construction, ventilation and heating to be in accordance with submitted energy statement.

Informatives to include:

1. Positive and Proactive Statement
2. The applicant is advised that an application for building regulations approval will be required.
3. A Section 106 Agreement relates to this permission.
4. Control of nuisance during construction (S.61 of Control of Pollution Act 1974).
5. Parking Permit Informative.
6. Works affecting the Highway.

1. INTRODUCTION

- 1.1 The site is prominently located at the corner of Kings Road and High Street to the eastern end of the main shopping area. The site is currently only partly occupied at ground floor in a variety of temporary retail uses with the remainder of the building vacant following the closure of the Jacksons department store in 2014.
- 1.2 The buildings within the site fall into two parts. The main Victorian building forms a continuous curved frontage to the edge of the highway and there is a collection of ancillary buildings to the rear of varying age, including an historic former stable and a four storey 1930s warehouse. These buildings link into the main building and served various storage, back of house and retail functions associated with the former department store.
- 1.3 The buildings within the site are not listed but the main frontage building is identified as a building of townscape merit in the Market Place/London Street Conservation Area Appraisal and is considered to be a 'non-designated heritage asset' for planning purposes. Nos. 7 and 8 High Street (Lloyds Bank - now closed) and Nos. 1 and 2 Market Place, adjacent the site are Grade II listed, as are buildings opposite the site to the west within the block containing Nos. 1-5 King Street (the former Barclays Bank).
- 1.4 Pedestrian access to the site is via the main Kings Road and High Street frontages. A narrow vehicular access exists from High Street, which is shared with the adjoining bank.



- 1.5 The site is within Flood Zone 1 (lowest risk).

- 1.6 This application is being referred to Planning Application Committee as it falls within the Major category.



Front Elevation to High Street and Kings Road

2. PROPOSALS

- 2.1 Full planning permission is sought for the change of use of the three upper floors of the existing frontage building to form residential units comprising 9 one-bedroom and 9 two-bedroom flats.
- 2.2 The existing commercial use of the ground and basement levels would be retained and the ground floor at street level subdivided to form three restaurant units.
- 2.3 In addition it is proposed to demolish the existing ancillary buildings to the rear and construct a new five storey residential block in approximately the same location as the existing four storey warehouse comprising 10 one-bedroom, 4 two-bedroom flats and 1 three-bedroom flat. This would be finished externally in Reading Silver Grey brick with aluminium frame windows, steel balustrades and metal folding screens with expressed concrete frames and steel upstands.
- 2.4 A raised landscaped central courtyard is proposed at first floor level directly above the ground floor of the retail units, the roof of which would extend rearwards at approximately half a storey higher than the level of the rear access lane.
- 2.5 A cycle storage facility for residents and separate refuse and recycling bin storage units are proposed within the basement. The bins would be transferred by lift to the rear lane for weekly collection.
- 2.6 The proposals have been amended on the advice of officers involving a reduction in the total number of units by deletion of a sixth floor element (as originally

proposed) within the rear block to that described above in order to improve the impact on the Conservation Area.

3. PLANNING HISTORY

- 3.1 131541/PRE - Pre-application advice for conversion of first, second and third floors to residential units. Possible restaurant use on ground floor. Demolish rear 1936 building and ancillary retail areas and storage. Create new storage and retail space at lower ground level with open courtyard above: Construct new residential block: Provide turning area and refuse storage area.
OBSERVATIONS SENT June 2014.

141713/FUL - Preservation of frontage building 1-9, Kings Road, retention of commercial space on the ground floor and basement levels, conversion of upper areas to 18 residential units. Demolition of commercial ancillary accommodation to rear and construction of new residential block of 11 units. Creation of central courtyard (Amended description).
GRANTED (SUBJECT TO S106 AGREEMENT) 30 March 2015

4. CONSULTATIONS

4.1 Statutory:

None

4.2 Non-Statutory:

RBC Transport Strategy:

No objection subject to securing the highway improvements and conditions to enable the Council to prohibit residents parking permits, to secure a construction method statement and details of management of deliveries to the site. Makes the following comments:

The site is a well-known icon within Reading and is located at the junction of High Street and Kings Road. Along the Kings Road frontage there are 2 bus stops which serve several premier routes to the east of the town. At peak periods significant pedestrian congestion occurs on the pavement and the embarking of passengers to several buses arriving at the same time can result in buses backing up back through the junction. There are no loading facilities on street, but a narrow access from the High Street provides access to a rear delivery area, which is only suitable for transit vans or small boxed delivery vehicles.

The site has planning permission no.141713, approved on the 30th March 2015. As part of this extant consent, the following highways matters were agreed with Transport Officers and representatives of Reading Buses:

- i. New Loading bay outside Jacksons but restricted to 19.00 to 7.00 and 11.00 to 16.00 only
- ii. The existing 2 stops moved eastwards but a third stop installed outside the library providing extra capacity
- iii. Footway outside Jackson's and adjacent to bus stops widened by an additional 1.5 metres to accommodate pedestrian flows and people waiting for buses.
- iv. Additional unrestricted loading bay in Abbey Square, which will require 2 disabled spaces being relocated and the one way street reversed given the bus stops either side of the junction on Kings Road will restrict visibility if vehicles were exiting as existing.

The proposed servicing arrangements are identical to the agreed servicing arrangements for the previous application. The full servicing arrangements are shown on drawing ITL11250-SK-001 included in **Appendix E** of the Transport Statement. These proposals will significantly improve the bus and pedestrian provision in the area while assisting the applicant with an on street delivery area.

These works will be subject to a section 106 / 278 agreement. However the proposed works will require Traffic Regulation Orders (TROs) which will require approval by the Traffic Management Sub Committee (TSUB) and will be subject to statutory consultation. Given TRO's are under separate legislation to the Planning Act there is possibility they may not be approved. In the event that a TRO cannot be secured, the applicant has indicated they would be prepared to pay a contribution (equivalent to the cost of the above works) in lieu of the works. (Para. 4.8.3 of Transport Statement).

The residential element of the proposal is expected to generate a total of 18 two-way person trips in the morning peak hours and a total of 22 two-way person trips during the evening peak hours. The retail element of the proposal is not expected to generate any new trips. The main reason is that the majority of trips will be linked as part of the working day or general visits to the town centre retail area or at weekends as part of retail trips to the town centre. As such the primary destination is the town centre as a whole and not a specific shop.

The flats will have communal bins for recycling and general waste collection. Bins are to be stored in the basement and brought to the surface using a goods lift. It is stated that bins will be wheeled to the kerb side on collection days via the alley to the north of the site. However, the surrounding footways are unsuitable for bins to be left out for collection. Therefore, it was agreed (by RBC Waste Services) under the previous application that bins are to be presented in the alley on their collection day and waste operatives will collect and return the bins from this collection point. However, this can be dealt with by condition.

Cycle parking is to be provided in accordance with the Council's adopted Parking Standards and Design SPD. The cycle parking spaces will be provided in secure storage in the basement of the site which will be accessed via lift. The lift is accessed directly via the alley to the north of the site.

A Construction Method Statement will be required given the town centre location and the significant remodeling of the site proposed within this application. A Framework Construction Method Statement has been submitted with the planning application which provides an overall summary of the proposals and approach to the management and construction of the project. However, the full construction details cannot be confirmed until a contractor is appointed. The proposed work should be in accordance with the Borough's Guidance Notes for Activities on the Public Highway. The Construction Method Statement will not be approved until all details regarding the management and construction of the project is submitted to and agreed by the Local Highway Authority. However, it is common that a Construction Method Statement is conditioned and determined separately from the planning application.

RBC Conservation Consultant

Objection (to the plans as originally submitted) - recommends removal of the sixth storey element of the development with the following comments:

The proposed level of extension to the rear of the property is considered excessive and out of scale. The proposal would not therefore achieve the requirement to preserve or enhance the character or appearance of the Conservation Area or preserve the settings of the adjacent Listed Buildings or Scheduled Monument.

The proposed works follow the consented scheme in proposing the conversion of the upper storeys of the frontage buildings to residential accommodation, above commercial units at ground floor and the demolition of a series of ancillary structures to the rear. However, the proposed scheme departs from the consented scheme in the siting, scale, height, materials and detailing of the proposed residential block.

The amended scheme differs principally in the addition of two extra floors (6 storeys) to the rear of the site, abutting Abbey Square. Whilst the floors are set back to the rear of the development and the sixth floor is diminished, the proposed additional residential storeys would result in changes to views within the Conservation Area and views into the Conservation Area. In particular there would be an additional visual impact within the Conservation Area from the west of Kings Road and potentially from Market Square as well as potential to dominate the setting of the adjacent two listed buildings at No.7 and 8 High Street.

In addition there would be an adverse impact on views towards the Conservation Area from Abbey Square affecting the setting of Reading Abbey Scheduled Monument. It is considered that the proposed height of the development would be out-of-scale with the predominant heights of appropriate buildings in the Conservation Area and would therefore have a detrimental effect on the character and appearance of the Conservation Area.

AMENDED PLANS (received 12th October) - considers acceptable on the basis of the amended drawings deleting sixth floor.

RBC Environmental Health - Environmental Protection

No objection subject to conditions and makes the following comments:

The noise assessment submitted 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 (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.

The noise assessment recommends acoustic insulation measures between the ground floor commercial properties from the residential properties above "The floor is to consist of a 250mm thick dense concrete slab (2,300kg/m³), plus residential floor finishes above and tenant's decorative ceiling below." The assessment states that for some types of restaurant usage this will be sufficient but that for other types, it will not and it recommends a clause in the tenancy agreement that requires the tenant to undertake an analysis and determine whether upgrades to the insulation are required when they move in (as part of the planning consent?). If not, then recommend that further details are submitted via a planning condition demonstrating that the sound insulation will be sufficient for the majority of typical uses on the ground floor.

In either case, a condition is recommended requiring that further details are submitted regarding the proposed insulation between the ground and first floor as

the information in the noise assessment regarding the required floor construction are not sufficiently detailed.

There will be various items of mechanical plant as part of the development but the design detail is not available at this stage. Therefore a condition is recommended to require submission of further assessment once the details are available. The noise assessment proposes a plant noise rating limit of 30 dB. This does not meet our usual criteria of 10 dB below background, however in this case due to a low background noise level this is likely to be acceptable.

In addition to concerns about noise, cooking odour is often a significant problem in commercial kitchens and therefore the applicants must provide an assessment of the likelihood of odours based on the proposed cuisine and a statement of how the proposals will ensure that odour nuisance will be prevented. Reference must be made to the Defra Guidance on the Control of Odour and Noise from Commercial Kitchen Exhaust Systems (January 2005). A condition is recommended.

The air quality assessment by XCO2 energy (May 2016) recommends that mechanical ventilation heat recovery units are installed in the residential properties on the road frontage due to likely exceedance of air quality objectives. This should be required by condition.

The assessment also proposes a number of measures to control dust during construction. This should also be required by condition.

We 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.

The developer is recommended to apply for consent under section 61 of The Control of Pollution Act 1974 in order to agree measures to control noise from the construction works.

RBC Environmental Health - Private Sector Housing

It is likely that the works set out in this application will also require approval from the Council's building control office to ensure compliance with any relevant building regulations. It is therefore assumed that concerns about fire safety, means of escape, ventilation and sound insulation will be reviewed and addressed by building control if works proceed.

The following proposed dwellings have escape routes from bedrooms that pass through risk areas for fire (lounges either with kitchenettes or otherwise) or through areas are not separated from risk areas for fire:- Flats 34, 29, 19, 23, 26, 27, 28, 9, 13, 16, 17, 18, 3, 6, 7 and 8. At second floor level and above, I do not consider that the use of escape windows would be a viable alternative. Therefore, the proposed layouts need to be changed or other fire safety precautions taken that will meet the current building regulations. The use of escape windows may be suitable at first floor level, though it should be borne in mind that, depending on the extent of any work necessary, this may impact upon the external appearance of the building.

Berkshire Archaeology

Recommends a condition requiring approval of a written scheme of archaeological investigation with the following comments:

As previously advised with application 141713 the site is located within in an area of significant archaeological potential, situated just outside the Abbey Precinct and within the medieval town. There are numerous entries on the Historic Environment Records within the vicinity of the site, including the discovery of rare Saxon deposits recorded during a watching brief at Forbury House, Forbury Square immediately to the north east of the site.

Much of the proposal will not have any archaeological issues, however, as with the previous application, a new building to the rear is proposed and the current application includes a new basement area. The existing buildings to the rear are likely to have had some impact already but there remains the potential for the construction of the new building to disturb and remove archaeological remains within this area of the site.

Information from geotechnical investigations can provide useful information on the level of previous disturbance and it would useful for an archaeologist to be present during any planned geotechnical work. In addition I would recommend that during demolition of the existing buildings an archaeological watching brief is carried out during the removal of any below ground foundations/structures. In order to assess the potential for archaeological remains to be impacted by the new building I recommend that following demolition trial trenching is carried out within the areas of new impact.

RBC Waste Operations

No comments received but no objection under previous proposal (Ref. 141713) to residential waste being presented in the access passage off High Street to the north of the site for collection. The proposed loading bay to the front is considered to be appropriate for commercial waste collection.

RBC Access Officer

Has made the following comments:

Notes that some of the units are to be Lifetime Homes Standard and would welcome access for wheelchair users.

No parking spaces are to be included, but because some of the units are to be Lifetime Homes Standard it might be wise to have something in terms of a parking space for at least one disabled driver. There are on-street disabled parking spaces nearby but they are obviously not meant to be used long-term and obviously they cannot be designated to one person.

Asks if the “lane” for pedestrian access is, or will be, suitable for wheelchair users.

RBC Corporate Asset & Development Manager

Has reviewed the Viability Assessment submitted (as amended) in lieu of affordable housing contribution on policy shortfall and agreed in principle with the applicant to a payment mechanism to be stated in the Section 106 agreement. This would be on the basis that the Council shares an equal £1 for £1 basis any saving on construction costs below the current estimate (ie. construction costs only are assessed) or on the same equal basis for any profit made in excess of the current

estimated developers return. All variables to be assessed on a total scheme and open book basis.

Reading Chamber of Industry & Commerce

Has reviewed the plans and broadly welcomes them, noting the provision of additional residential space and an expanded commercial area, which they anticipate will drive footfall to the eastern end of the town centre.

Welcome the opportunity to work with the new developers if they choose to implement an employment and skills plan as required by the SPD (though they may prefer, in line with the previous developer's planning condition, to make a financial contribution in lieu of a plan).

Thames Valley Police

No comments.

ix) Public Consultation

- 4.3 Notification letters were sent to the following properties adjoining or nearby the site: Flats 1-17 Il-Libro Court, Kings Road; Nos. 2 & 4-8 Duke Street; All Floors Dukesbridge Chambers, No. 1 Duke Street; Nos. 7, 8 and Flats 1-5, No. 8a High Street; No. 25 King Street; Nos. 6, 8, 10, 11 & 13 Kings Road; and Nos. 1-8 Abbey Hall, Abbey Square.
- 4.4 A site notice was displayed on the corner of High Street and Kings Road adjacent to the site on 8th June 2016.
- 4.5 No responses or other representations 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 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:

National:

National Planning Policy Framework
National Planning Policy Guidance

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 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
CS29	Provision of Open Space
CS32	Impacts on Community Facilities
CS33	Protection and Enhancement of the Historic Environment
CS34	Pollution and Water Resources
CS35	Flooding
CS36	Biodiversity and Geology

Reading Borough Local Development Framework - Adopted Sites and Detailed Policies Document 2012 (Altered 2015)

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
DM19	Air Quality

Reading Central Area Action Plan (2009)

RC5	Design in the Centre
RC6	Definition of the Centre
RC9	Living in the Centre
RC10	Active Frontages

Reading Borough Council Supplementary Planning Documents

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

Other relevant documentation

Market Place/London Street Conservation Area Appraisal (2004)

6. APPRAISAL

i) Use

- 6.1 The site is in predominantly retail use with flats on the first, second and third floors of numbers 5-9 King's Road. The site lies within the identified Primary Shopping Area and Office Core of the Reading Central Area Action Plan and both street frontages are identified as active frontage. The uses being proposed for the site, retail on ground floor, and residential above and to the rear of the site, are acceptable town centre uses in principle, subject to other Development Plan Policies.
- 6.2 The revised proposal involves a total number of 33 flats proposed with a mix of 19 one-bed units (57.6%) 13 two-bed units (39.4%) and 1 three-bed unit. Policy RC9 sets a guideline mix of a minimum of 60% two bedroom units. In this particular instance it is apparent from the submitted plans that the proposed flats have been designed to fit within the existing internal layout of the building. The irregularly shaped spaces within the building and the unusual stair arrangements, together with the need to accommodate circulation corridors results in a somewhat constrained space that limits the potential for larger units to be accommodated. It is considered that the desirability of retaining the historic frontage building with as few changes as possible should outweigh the policy aim of providing a greater proportion of larger units, in this instance, in accordance with Policies CS7 and CS33.
- ii) Scale, Appearance and Effect on Heritage Assets**
- 6.3 The main buildings of heritage significance within the site are considered to be the Victorian frontage building and the small 18th century stable block to the rear.
- 6.4 The proposals retain the existing frontage building with very few changes, other than a new slate roof covering to pitched roofs and replacement flat roofs where these occur and have failed. An extension is proposed behind an existing parapet to form a new flat, with the only changes visible from outside the site being the insertion of three new window openings within the parapet. It is considered that these changes would preserve the heritage asset and would have minimal effect on the character or appearance of the conservation area, including views within and around the conservation area. It is considered that the setting of nearby listed buildings would not be harmed.
- 6.5 The proposals involve the retention of the Jacksons Corner sign, which is considered to be part of the historic significance of the building and a local landmark. A condition is recommended to secure its retention.
- 6.6 The timber sash windows forming part of the frontage building are an important part of its historic character and contribute positively to the character of the Conservation Area. However, their loss would not be controllable in a conservation area and therefore a condition requiring their retention is recommended.
- 6.7 The proposals would maintain retail shopfronts at ground floor level and this would ensure that the existing retail character of the building continued. The site is within a defined 'Active Frontage' on the Proposals Map and a condition requiring views into the building to be maintained through the display windows is recommended, in accordance with Policy RC10.
- 6.8 Buildings to the rear of the main frontage building are more modern ancillary buildings, including a 1930's warehouse and an arrangement of other smaller buildings and structures. These buildings are not readily visible from outside the site, being screened by larger buildings around. It is considered that they are of little historic interest and do not contribute significantly to the character or

appearance of the conservation area or the setting of nearby listed buildings. Their demolition is therefore considered to be acceptable.

- 6.9 Whilst most buildings to the rear are 20th Century, the exception is a double pitched roof structure, of what is probably a small two-bay carriage and horse stable, with hay loft and possibly sleeping accommodation for a groom above, which is of late C18th construction and unusual to have survived in an urban area. Most of the walls of the building have been removed as it became integrated within the wider complex of buildings, however much of the roof structure appears to remain. Conservation advice received is that this roof is likely to be of historic significance. It is therefore recommended that a condition be imposed requiring a scheme to be submitted and implemented to allow further investigation and where appropriate to allow the relocation of the timbers off-site.
- 6.10 The proposed new five storey building to the rear would be taller but similar in footprint and position to the existing four storey warehouse building to be demolished. With the exception of the main frontage building, the proposed new building would be surrounded by modern extensions to the rear of older buildings in High Street and Abbey Square including a tiered car park structure, which are of little architectural merit. It is considered that the proposed scale and layout would be appropriate in this context and the simple detailing of the proposal, its contemporary style and its visually discreet location would preserve the character and appearance of the conservation area and would have little impact or change in respect of the setting of listed buildings. In particular, the reduction in overall height would be less dominant when viewed from Abbey Square but not visible at all from street level to the south or west within the Conservation Area in Kings Road, High Street or Market Place.
- 6.11 On this basis it is considered that the proposals would be acceptable in respect of heritage assets and the appearance of the public realm and would therefore be in accordance with Policies CS7 and CS33 of the Core Strategy.

iii) Transport and Access

- 6.12 As referred to in Section 4 above, the absence of parking within the proposals is considered to be acceptable on Highway grounds on the basis that the residential occupiers would not be entitled to on-street parking permits. Traffic generated by the proposed reconfigured retail and new dwellings has been assessed as being less than that which can be reasonably associated with the existing retail use of the site as a department store and is therefore considered to be acceptable on this basis (see section 4 above).
- 6.13 The existing narrow alleyway access to the site from High Street is proposed to be re-used to serve the new development, together with a collection of off-site highway works to allow the provision of a new loading bay to serve the retail units. The applicant has indicated that they will undertake these works at their own cost subject to Section 106/278 agreements. The works will require Traffic Regulation Orders (TROs) which will require approval by the Council's Traffic Management Sub Committee and will be subject to statutory consultation. In the event that the TROs are not approved, the applicant has agreed to pay a contribution in lieu of the works to enable an alternative approach to providing the necessary improvements to be secured.
- 6.14 The collection of waste from alleyway access would involve a large waste collection vehicle stopping in the narrow section of carriageway in High Street, blocking access for buses and other road users. The proposed loading bay is in excess of the carrying distance from the bin store for Council collections. In order to remedy this

it is recommended that a private waste collection service be secured through the S106 agreement to provide for collections either from the alleyway (using a smaller vehicle) or from the loading bay (private collections are not limited by the distance).

- 6.15 Cycle storage is proposed in the basement, which is considered to be a secure and reasonably accessible arrangement given the constraints of the site and the need to retain the frontage building.
- 6.16 As set out in section 4 above, the servicing arrangements for the commercial units would be acceptable on the basis that a new loading bay is to be provided to the front of the site. Secondary service access to all three units is also proposed at the rear of the ground floor adjacent to the bin stores.
- 6.17 The proposed commercial units would maintain level access from street level each via a set of double doors, which is considered to be suitable mitigation allowing access to all areas of the shop floor. Future retailers can opt to further improve this as necessary.
- 6.18 It is considered that the proposals are acceptable in respect of highway safety, vehicle parking, servicing and accessibility in accordance with Policies CS5, CS20, CS24 and DM12.

iv) Residential Amenity

- 6.19 The proposed new-build block to the rear of the site is surrounded by relatively tall buildings, including the main frontage building to the south thus outlook and daylight received is compromised to some extent by this situation. The revised scheme has introduced an outlook for all the flats towards the inner courtyard on all levels (1st to 5th Floors). It is also considered that this would maximise the natural daylight received by increasing the number of windows per flat and allowing for a dual aspect to many of the units. The proposals would thus provide an adequate living environment in terms of daylight and outlook within this intensively developed urban context and any remaining concerns over daylight and outlook are outweighed by the key heritage benefits of securing the future of the main frontage building.
- 6.20 The proposals would involve a degree of overlooking between windows serving rooms in the new-build and rooms in the converted main block at closer than the 20 metre separating distance referred to in Policy DM4. As with daylight and outlook referred to above, it is considered that a degree of flexibility is appropriate in this context to allow the retention of the main building and to ensure that efficient use is made of this previously-developed site. The potential for overlooking of the serviced apartments to the east of the site (at a distance of less than 10 metres) is kept to a minimum on the flank elevation which contains only one habitable room opening towards the rear of the site. This is not considered to be harmful in this instance given the oblique viewing angle and lower sensitivity of this type of short-term residential use compared to that of a dwelling.
- 6.21 The proposed courtyard would offer a limited amount of outdoor space to serve the development but is nonetheless considered an attractive feature of the development that would be used and valued by residents and is acceptable given the town centre context in accordance with Policy DM10.
- 6.22 It is considered that environmental noise, including that from the surrounding roads, multi-storey car park and late night town centre activity can be adequately

mitigated through the use of secondary glazing and suitable ventilation as referred to in section 4 above. A condition securing this is recommended.

- 6.23 On this basis it is considered that the proposals would be acceptable in respect of the amenity of future occupiers and also the effects of the development on the amenity of surrounding uses, in accordance with Policies DM4 and CS34.

v) Landscaping

- 6.24 It is considered that suitable landscaping can be provided within the site based on the submitted site layout and indicative landscaping shown on the drawings. There are opportunities to provide trees and shrubs within planters within the proposed communal courtyard between the two blocks. It is considered that this opportunity for planting would improve the amenity of future occupiers and enhance the appearance of the conservation area, albeit to a limited extent due to restricted views into the site. It is considered that the landscaping aspects of the proposal are in accordance with Policies CS7, CS33 and DM18.

vi) Ecology

- 6.25 The proposed development is in a densely urban environment with minimal potential for bat foraging. It is considered that the building has a low potential as a habitat for bats or other protected species.
- 6.26 There are opportunities within the site to provide bird nesting boxes and other ecological enhancements and these are recommended to be secured by condition, in accordance with Policy CS36 of the Reading Borough LDF Core Strategy 2008.

vii) Environmental Sustainability

- 6.27 The applicant has confirmed that at 50% of the new-build flats will meet Level 4 of the Code for Sustainable Homes with the remainder achieving Level 3. The BREEAM Domestic Refurbishment standard will apply to the conversion units and the applicant confirms that half of these will achieve the 'Excellent' standard with the remainder achieving 'Very Good'.
- 6.28 It is considered that the proposals would comply with Policy CS1 and a condition is recommended to secure these standards on this basis.

viii) Archaeology

- 6.29 The site is within an Area of Archaeological Potential with potential interest including the nearby Reading Abbey. It is considered necessary and reasonable, based on the advice of Berkshire Archaeology, to include a condition requiring further archaeological investigation prior to works commencing.

ix) Affordable Housing

- 6.30 Revised Core Strategy Policy CS16 (adopted 2015) requires 30% of the dwellings to be provided as Affordable Housing, but acknowledges the possible need to reduce this figure depending on the financial viability circumstances of the particular site and proposal. The proposal is to provide 7 no. (21% of the total) affordable housing units within the development.

- 6.31 In lieu of a contribution on the shortfall therefore the applicant has submitted a Viability Assessment in lieu of affordable housing contribution on policy shortfall which has been the subject of ongoing discussions with the Council's Valuer (the Corporate Asset & Development Manager). Following review it has been agreed

in principle with the applicant to a payment mechanism to be stated in the Section 106 agreement. This would be based on an equal share by the Council of any costs savings or profits made in excess of the current estimated developers return with all variables to be assessed on a total scheme and open book basis.

- 6.32 The recommendation to grant planning permission reflects the outcome of these negotiations and an appropriate Affordable Housing provision being secured. This will be further reported to Planning Applications Committee in an Update Report as necessary.

x) Infrastructure Provision (Section 106 and Community Infrastructure Levy)

- 6.33 The proposal would have an impact on Leisure and Open Space and Education infrastructure and in order to comply with the Revised Supplementary Planning Document on Planning Obligations under S106 and Policies DM3, CS9, CS29 and CS32 under the terms of the previous permission (141713) the following requirements had to be met:

Open Space, Sport & Recreation and Education

- 6.34 £60,900 was required towards leisure infrastructure (as set out in the Thames Parks Plan) or for improvements within the Abbey Quarter (Forbury Gardens/Chestnut Walk/Abbey Ruins) to ensure that sufficient facilities are provided within these areas of open space to cater for the increase in the number of residents that are likely to use the parks as a result of the development. Similarly £30,741 was required towards education infrastructure which would contribute towards infrastructure provision within the east education area of the Borough and particularly that associated with the expansion of primary schools as identified by the Council's Education service, and the future provision of an additional secondary school to meet the demand for places.

- 6.35 Since that permission was granted, this Council has introduced CIL payments (replacing S106 contributions) to ensure that such demands on infrastructure are mitigated. It is considered by the Council that this level of contribution would be achieved under the CIL Regulations.

Transport

- 6.36 It is considered that the off-site highway works (or £68,000 equivalent payment) would satisfy the CIL Regulations in that it would be:
- a) 'Necessary to make development acceptable in planning terms'. The proposed improved retail arrangements and the limited servicing from the rear results in a need for an on-street loading bay to the front. The bay is also necessary to enable residential refuse collection to be safely carried out without obstructing the highway. The widened pavement, and new bus stop arrangement is necessary to mitigate the impact of the new loading bay and maintain pedestrian access/safety.
 - b) 'Directly related to the development'. The loading bay and associated highway works are only required because of the additional servicing needs of the proposed development.

- c) 'Fairly and reasonably related in scale and kind to the development'. It is considered that the proposed loading bay is a proportionate response to the additional servicing needs of the retail unit and the amount sought is a reasonable equivalent cost should the Council be required to provide the works on behalf of the developer.

xi) Equality

- 6.37 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 applications) that the protected groups have or will have different needs, experiences, issues and priorities in relation to this particular planning application. Access to all floors for wheelchair users and other disabled or elderly persons would be available direct from the rear access lane via a lift in the first floor entrance lobby.
- 6.38 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 proposed development is considered to be acceptable in the context of national and local planning policy and other material considerations as set out in this report. As such the application is recommended for approval, subject to the agreed affordable housing payment mechanism described above and the completion of the S106 legal agreement.

Drawings:

1300 11 001 Existing Basement Plan
1300 11 002 Existing Ground Floor Plan
1300 11 003 Existing Upper Ground Floor Plan
1300 11 004 Existing First Floor Plan
1300 11 005 Existing Second Floor Plan
1300 11 006 Existing Third Floor Plan
1300 11 007 Existing Roof Plan
1300 11 008 Proposed Basement Plan
1300 11 009 Proposed Ground Floor Plan
1300 11 010 Proposed First Floor Plan
1300 11 011 Proposed Second Floor Plan
1300 11 012 Proposed Third Floor Plan
1300 11 013 Proposed Fourth Floor Plan
1300 13 004 Existing & Proposed Section 7
Received on 6th May 2016

1300 10 001A Existing & Proposed Site Plans
1300 11 014A Proposed Fifth Floor Plan
1300 11 015 Proposed Roof Plan
1300 12 001A Proposed North & East Elevations
1300 12 002A Existing & Proposed South Elevation
1300 12 003A Existing & Proposed West Elevation
1300 13 001A Proposed Sections 1 & 2
1300 13 002A Proposed Sections 3 & 4

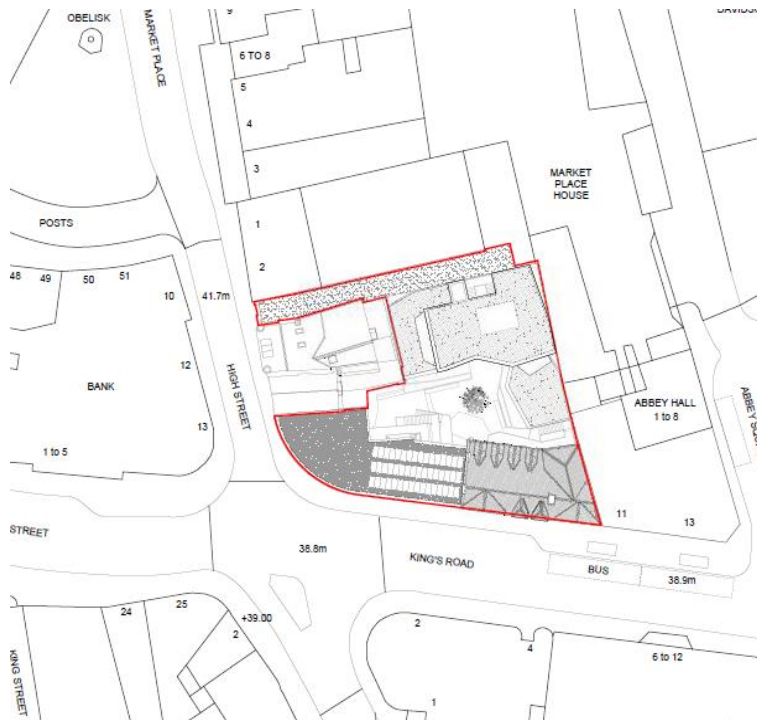
1300 13 003A Proposed Sections 5 & 6
Received on 12th October 2016

Supporting Documents:

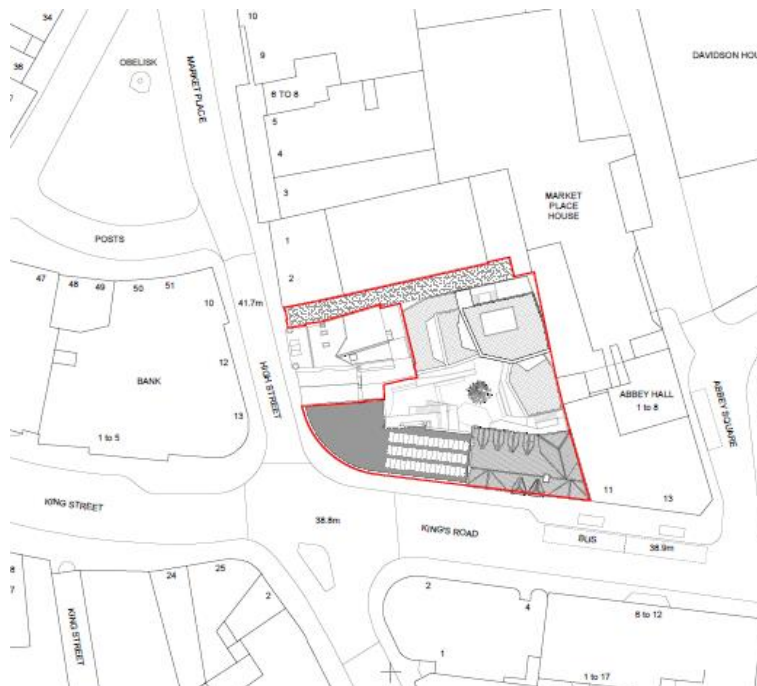
Planning Statement and Statement of Community Involvement
Design and Access Statement
Heritage Statement
Transport Statement
Framework Construction Traffic Management Plan
Acoustic Report
Drainage Strategy
Ecological Appraisal
Utilities Statement
Sunlight Assessment
Sustainability Statement
Energy Statement
Air Quality Assessment
Viability Assessment

Case Officer: Daniel Murkin

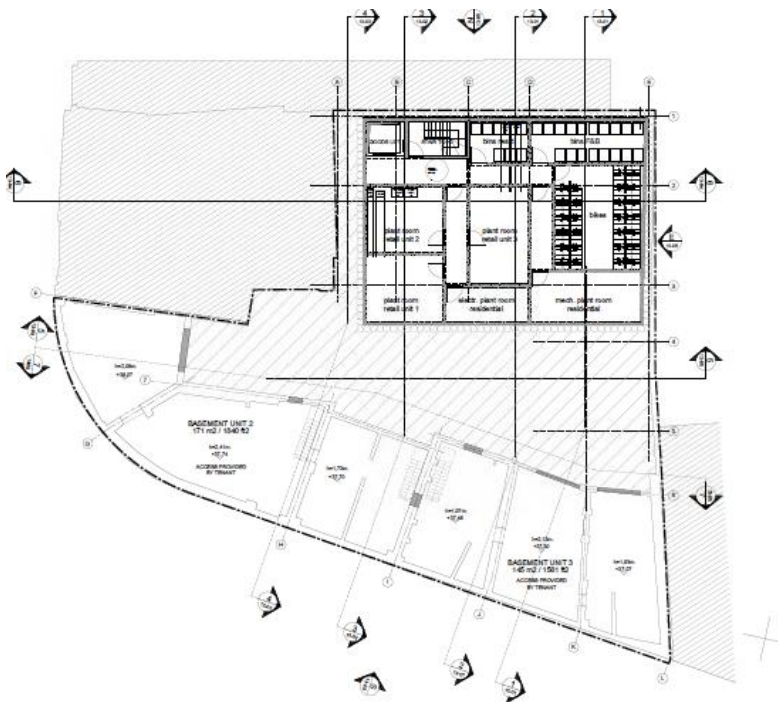
APPENDIX - Application Drawings



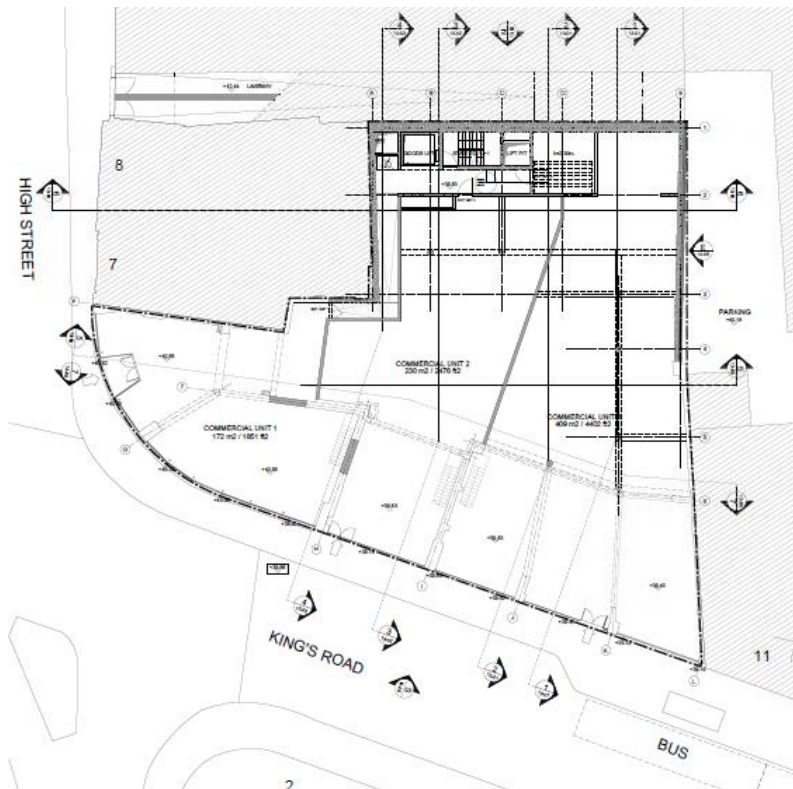
Existing Site Plan



Proposed Site Plan



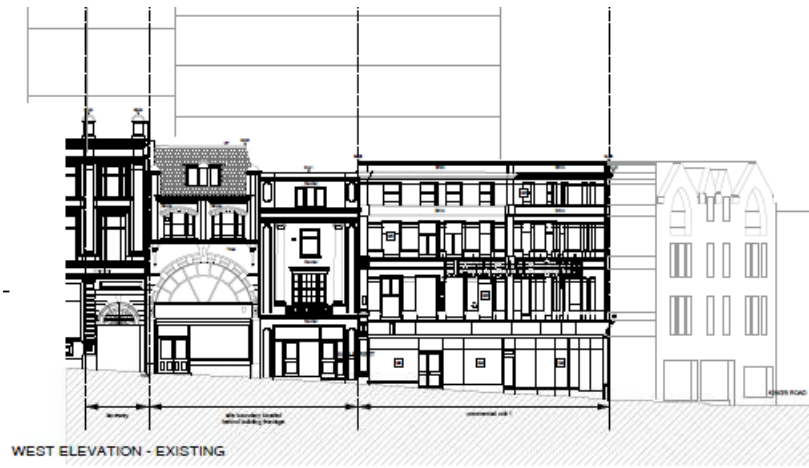
Proposed Basement Plan



Proposed Ground Floor Plan



Proposed First Floor Plan



Proposed Second Floor Plan

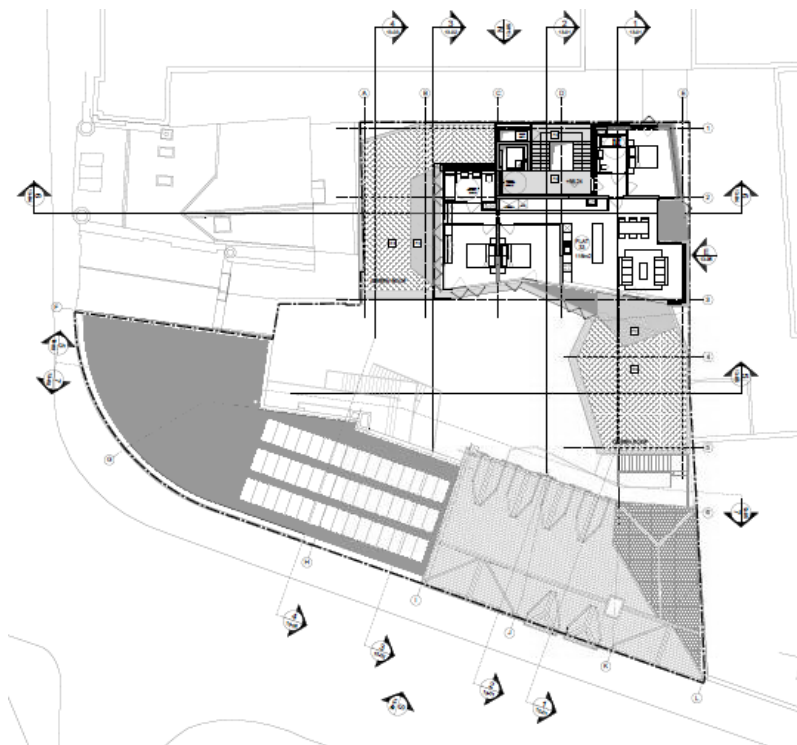


Proposed Third Floor Plan

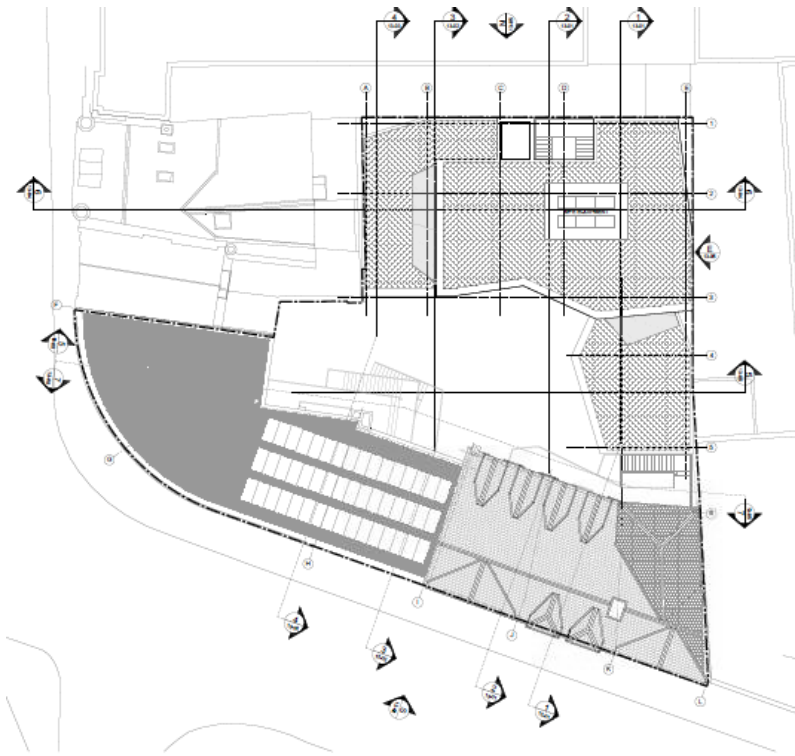




Proposed Fourth Floor Plan



Proposed Fifth Floor Plan



Proposed Roof Plan

UPDATE REPORT

BY THE DIRECTOR OF ENVIRONMENT & NEIGHBOURHOOD SERVICES
READING BOROUGH COUNCIL
PLANNING APPLICATIONS COMMITTEE: 7 December 2016

ITEM NO. 8
Page: 36

Ward: Abbey

Application No.: 160849/FUL

Address: E Jackson & Sons Ltd, Jacksons Corner, 1-9 Kings Road, Reading RG1 3AS

Proposal: Preservation of building frontage to 1-9 Kings Road (incl. insertion of 3no. new windows); retention and enlargement of commercial space (ground floor and basement levels) and conversion of upper floors to 18 residential units. Demolition of commercial ancillary accommodation to rear and construction of new five storey residential block of 15 units plus creation of central courtyard.

Applicant: Capita Hall Ltd

Date Valid: 17th May 2016

Application target decision date: 16th August 2016 Extension of time agreed to 31st January 2017

26 week date: 15th November 2016

Amended Recommendation for 160849:

Delegate to Head of Planning, Development and Regulatory Services to

GRANT Full planning permission subject to the receipt of agreed details for the provision of an additional deferred payment towards Affordable Housing, and to the satisfactory completion of a S.106 legal agreement (terms as in the main agenda, with the addition of the above clause to secure affordable housing) or (ii) REFUSE permission should the legal agreement not be completed by 31st January 2017 (unless the Head of Planning, Development & Regulatory Services agrees to a later date for completion of the legal agreement).

Amended Condition

26. Submission of written evidence demonstrating that 50% of new build dwellings achieve minimum 19% improvement in emission rate over target defined under Building Regulations (Conservation of Fuel and Power) 2013 prior to occupation.

1. RECOMMENDATION

- 1.1 The recommendation has been amended to include the standard clause relating to S.106 legal agreements setting a date by which the agreement needs to be completed.
- 1.2 Since the Ministerial Statement in March it is no longer possible to make full reference the Code for Sustainable Homes in new permissions for housing. The minimum requirement for Code Level 3 has been superseded by the Building Regulations. However, for a limited period on Major Applications, the minimum requirement for energy/emissions is to achieve Code Level 4, applicable to 50% of major development schemes which seeks a 19% improvement over Target Emission Rate (TER) as determined by the Part L Building Regulations 2013. Accordingly, Condition 26 will need to be worded to reflect this transitional period.

2. SITE DESCRIPTION

- 2.1 In Paragraph 1.3 it should be noted that the adjacent building at Nos. 7 and 8 High Street (Lloyds Bank) has now closed.

3. PROPOSALS

- 3.1 In Paragraph 2.3 details of the proposed external materials and finishes are as follows: Reading Silver Grey brick with aluminium frame windows, steel balustrades and metal folding screens with expressed concrete frames and steel upstands. The diminished fifth floor would feature a living green roof of mixed shrubs and planting.

4. APPRAISAL

- 4.1 In Paragraph 6.37 (Equality Act) access to all floors in the new build block for wheelchair users and other disabled or elderly persons would be available direct from the rear access lane via a lift in the first floor entrance lobby. The first floor of the converted front building is accessible direct from the inner courtyard.
- 4.2 In terms of the provision of affordable housing, in addition to the 7 onsite units proposed, the applicant has agreed in principle to the additional provision of a contribution based on a deferred payment, rather than a specific financial contribution; however, the details of the mechanism to secure this have yet to be agreed. Members are asked to agree to delegate this element of the proposal to officers to finalise.

Case officer: Daniel Murkin

COMMITTEE REPORT

BY THE DIRECTOR OF ENVIRONMENT AND NEIGHBOURHOOD SERVICES

READING BOROUGH COUNCIL

ITEM NO.

PLANNING APPLICATIONS COMMITTEE: 6th September 2017

Ward: Abbey

App No: 170828/VAR

Address: 1-9 Kings Road (Jacksons), Reading

Proposal: Application for variation of conditions 10, 12, 13, 15, 16, 18, 19 and 21 to allow earlier demolition works following grant of planning permission (160849).

Applicant: C/O Agent - RPS CgMs

Date received: 23rd May 2017

Major Application 13 week target decision date: 22nd August 2017 (Extension agreed to 11th September 2017).

RECOMMENDATION

GRANT Variation of condition Nos. 10, 12, 13, 15, 16, 18, 19 and 21 of Planning Permission 160849 dated 10th March 2017 as follows

Conditions to include:

10. The development hereby approved shall not be commenced, **except for demolition**, until full details of both hard and soft landscaping have been submitted and approved.
12. The development hereby approved shall not be commenced **except for demolition** until full details of boundary treatments have been submitted and approved
13. The development hereby approved shall not be commenced **except for demolition** until full details of ecological enhancements have been submitted and approved
15. The development hereby approved shall not be commenced **except for demolition** until full details of secondary glazing/ventilation for all windows fronting High Street/Kings Road have been submitted and approved
16. Before any works of conversion or development commence, **except for demolition**, a scheme for limiting transmission of noise between residential and commercial units shall be submitted and approved.
18. No development, **except for demolition**, shall be commenced until a scheme for sound insulation from external noise has been submitted and approved.
19. No development **except for demolition** shall be commenced until a scheme for odour assessment has been submitted and approved
21. The development hereby approved shall not be commenced, **except for demolition**, until details and samples of the materials to be used in the construction of the external surfaces of the development have been submitted and approved.

All other conditions to remain as for 160849

Informatives:

As before (on 160849)

1. INTRODUCTION

- 1.1 The application site is located at the corner of Kings Road and High Street and was occupied as a retail department store until 2014, with a Victorian street frontage on four floors and ancillary buildings to the rear including a 1930s built warehouse.
- 1.2 The site forms part of the Market Place/London Street Conservation Area with several listed buildings adjacent or nearby.
- 1.3 The application is being reported to your meeting at the request of Councillor Page in view of the sensitivity and importance of this site and the previous Committee discussion about the windows.

2. PROPOSAL

- 2.1 The applicant is seeking to vary several conditions on the permission for residential redevelopment of the site (160849) to allow the demolition works to the rear of the frontage building to be undertaken prior to commencement of the development and the submission for approval of several details of the scheme. These include hard/soft landscaping, boundaries, ecological enhancements, external materials and various environmental health requirements including the glazing and ventilation to be installed within the retained original sash window openings on the street frontage façade.
- 2.2 A copy of the original committee report for application 160849 is appended to this report.

3. PLANNING HISTORY

- | | | | |
|-----|--------|---|--------------------------------------|
| 3.1 | 160849 | Preservation of building frontage to 1-9 Kings Road (incl. insertion of 3no. new windows); retention and enlargement of commercial space (ground floor and basement levels) and conversion of upper floors to 18 residential units. Demolition of commercial ancillary accommodation to rear and construction of new six storey residential block of 15 units plus creation of central courtyard. | GRANTED 10.3.17
(Subject to S106) |
| | 171238 | Application for variation of conditions 2, 15, 23, 25 and 27 incorporating minor internal layout and external changes to approved scheme following grant of planning permission (160849). | Pending |

4. CONSULTATIONS

4.1 Statutory:

None.

4.2 Non-statutory:

RBC Natural Environment (Trees & Landscape) - No objection, provided that details of green roof (condition 10) are submitted prior to commencement (of the development)

RBC Natural Environment (Ecology) - No objections

RBC Environmental Health (Protection & Nuisance) - No comments received.

In addition, a site notice was displayed on 22nd June 2017 (with an expiry date for comments of 13th July). There have been no representations 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) published in March 2012 - among them the 'presumption in favour of sustainable development'. However the NPPF does not change the statutory status of the development plan as the starting point for decision making (NPPF paragraph 12).

5.2 In this regard, 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 are to the policies in the NPPF, the greater the weight that may be given.

5.3 In Paragraph 7, the NPPF defines sustainable development and the social role of the planning system in supporting strong, vibrant and healthy communities by providing the supply of housing required to meet the needs of present and future generations. In Section 6: Delivering a Wide Choice of High Quality Homes local planning authorities are advised to boost significantly the supply of housing and that applications for such should be considered in the context of the presumption in favour of sustainable development.

5.4 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

Sites and Detailed Policies Document 2012 (Altered 2015)
SD1 Presumption In Favour Of Sustainable Development

Supplementary Planning Guidance
Sustainable Design and Construction (2011)

6. APPRAISAL

- 6.1 The application effectively seeks to bring forward the demolition works approved to the rear of the frontage building under Ref. 160849. An appraisal of whether or how this affects the submission for approval of details on the completed development in relation to matters of hard/soft landscaping, ecological enhancements, external materials and the various environmental health requirements is made below.
- 6.2 Condition 10 states:
i) The development hereby approved shall not be commenced until full details of both hard and soft landscaping have been submitted to and approved in writing by the local planning authority. The details shall be in accordance with the landscaping principles within the approved drawings. The submitted details shall include:
a) pedestrian access and circulation areas, hard surfacing materials (designed to SuDS principles), outdoor structures and ancillary objects (lighting columns, outdoor seating, raised planters, railings etc); and
b) planting plans; written specifications (including cultivation, tree pits and other operations associated with plant establishment); schedules of plants, noting species (to be native and wildlife-friendly), plant sizes and proposed numbers/planting densities.
ii) All hard landscaping works shall be carried out in accordance with the approved details prior to first occupation of the development.
iii) All planting and other soft landscaping shall be provided before the end of the first planting season following the first occupation of the development.
- 6.3 Condition 12 states:
The development hereby approved shall not be commenced until details of all boundary treatments, including gates, have been submitted to and approved in writing by the local planning authority. No part of the development shall be occupied until the boundary treatments have been provided, in full, in accordance with the approved details.
- 6.4 The Council's Natural Environment Officer (Trees & Landscape) has confirmed that the demolition works can be carried out prior to the detailed approval of the boundaries and full hard/soft landscaping scheme required by these conditions (10/12), the planted element of which includes the provision of green roofs on the new build block to the rear.
- 6.5 Condition 13 states:
The development hereby approved shall not be commenced until details of ecological enhancements, to include bird nesting opportunities on or within buildings and a timetable for their provision, have been submitted to and approved in writing by the local planning authority. The enhancements shall be provided, in accordance with the approved details and the approved timetable.
- 6.6 The Council's Natural Environment Officer (Ecology) has raised no objection on ecology grounds as the enhancement details required by this condition relate to the part to be retained and new buildings on the site.

6.7 Condition 15 states:

i) Notwithstanding the drawings hereby approved, no existing timber vertical sliding sash window within the facade fronting High Street and the facade fronting Kings Road shall be removed or altered.

ii) The development hereby approved shall not be commenced until details of secondary glazing units for all windows fronting High Street and fronting Kings Road and details of associated acoustically treated ventilation have been submitted to and approved in writing by the local planning authority. The glazing and ventilation details shall be installed in accordance with the noise attenuation and ventilation specifications recommended within the acoustic assessment (Ref. No. R/PNA/1/160411 by Auricl dated April 2016) submitted with the application.

No dwelling containing a window that is the subject of this condition shall be occupied until the secondary glazing and ventilation has been provided in accordance with the approved details.

The approval of these details of the external appearance can be satisfactorily deferred to a later time and the proposed variation to allow prior demolition works would not affect the windows that are to be retained, further details of which will be considered under Ref. 171238 at a future Committee meeting.

6.8 Condition 16 states:

Before any works of conversion or development commence a scheme for limiting the transmission of noise between each residential unit of accommodation on the first floor and the commercial units on the ground floor shall be submitted to and approved in writing by the local planning authority.

6.9 Condition 18 states:

No development shall take place until a detailed scheme of sound insulation from external noise for the buildings in accordance with the glazing and ventilation specifications recommended within the acoustic assessment (Ref. No. R/PNA/1/160411 by Auricl dated April 2016) submitted with the application has been submitted to and been approved in writing by the local planning authority. All works which form part of the approved scheme shall be completed prior to first occupation of the building and shall thereafter be retained in working order.

6.10 Condition 19 states:

No development shall take place until an odour assessment has been carried out and a detailed odour management plan to include scale plans, odour control specifications and a maintenance plan has been submitted and approved. Reference shall be made to the Defra Guidance on the Control of Odour and Noise from Commercial Kitchen Exhaust Systems (January 2005) when assessing potential odours and selecting appropriate odour control methods. Thereafter, the development shall not be carried out other than in accordance with the approved scheme unless the Local Planning Authority otherwise agrees in writing.

6.11 The Council's Environmental Health Officer has not commented, however the requirements of these conditions are all related to the occupation of the residential units (eg. noise and sound insulation, glazing/ventilation and odour controls). As such therefore, these details can be satisfactorily

deferred to a later time and the prior demolition works hereby sought would not affect how these aspects of the development are considered for approval.

6.12 Condition 21 states:

The development hereby approved shall not be commenced, until details and samples of the materials to be used in the construction of the external surfaces of the development have been submitted to and approved in writing by the local planning authority. The development shall not be carried out other than in accordance with the approved details.

- 6.13 The approval of these details of the external appearance can be satisfactorily deferred to a later time and the prior demolition works hereby sought which relate primarily to existing ancillary buildings at the rear would not affect how these aspects of the development are considered.

Matters Raised in Representation

- 6.14 None

7. CONCLUSION

- 7.1 Officers' consider that the approval of all of these details can satisfactorily be deferred to a later time by insertion of the phrase "The development hereby approved shall not be commenced, **except for demolition**" (or similar) in the appropriate place for each condition. In particular it is noted that the EHO compliance details are all required to be approved prior to occupation of the residential units. The prior demolition works of the ancillary buildings to the rear (including the 1930s built warehouse) should not affect how any of these or other aspects of the finished development, especially the final appearance of the retained and converted frontage building, are considered.

Plans:

JC/14/PR/L122B	Proposed Elevation3 North Facing
JC/14/PR/L160	Proposed Highlighted Demolition

Case Officer: Daniel Murkin

BY THE DIRECTOR OF ENVIRONMENT AND NEIGHBOURHOOD SERVICES READING BOROUGH COUNCIL PLANNING APPLICATIONS COMMITTEE: 7th December 2016	ITEM NO.
---	-----------------

Ward: Abbey

Application No.: 160849/FUL

Address: E Jackson & Sons Ltd, Jacksons Corner, 1-9 Kings Road, Reading RG1 3AS

Proposal: Preservation of building frontage to 1-9 Kings Road (incl. insertion of 3no. new windows); retention and enlargement of commercial space (ground floor and basement levels) and conversion of upper floors to 18 residential units. Demolition of commercial ancillary accommodation to rear and construction of new five storey residential block of 15 units plus creation of central courtyard.

Applicant: Capita Hall Ltd

Date Valid: 17th May 2016

Application target decision date: 16th August 2016 Extension of time agreed to 31st January 2017

26 week date: 15th November 2016

RECOMMENDATIONS

Subject to receipt of an acceptable proposal for the provision of Affordable Housing, delegate to Head of Planning, Development and Regulatory Services to

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

The legal agreement to secure:

a) Off-site Highway works:

- i) New loading bay outside Jacksons in accordance with approved drawing - use restricted to 1900 to 0700 and 1100 to 1600 hours only (or in accordance with any revision or variation agreed under the Highways Acts). To be provided prior to commencement.
- ii) Relocation of 2 existing bus stops and provision of a third stop installed in accordance with approved drawing (or any revision agreed under the Highways Acts). To be provided prior to first occupation.
- iii) Footway widening in accordance with approved drawings (or any revision agreed under the Highways Acts). To be provided prior to first occupation.
- iv) Additional unrestricted loading bay in Abbey Square and associated relocation of 2 disabled spaces. One way street reversed (or any revision agreed under Highways Acts). To be provided prior to first occupation.

Or

The sum of £68,000 towards the provision of the highway works described above and associated traffic regulation order costs payable prior to commencement and index-linked

from the date of permission through a S.278 highways act agreement or in the event of the traffic regulation orders not being progressed the equivalent costs to enable alternative road safety works and loading bays to be investigated and installed by the council

b) An Employment Skills and Training Plan for construction and end user phases in accordance with the Council's SPD, to be submitted and approved at least one month prior to works commencing.

And the following conditions to include:

1. Time Limit - 3 years.
2. Approved drawings.
3. Construction method statement to include highways matters, noise, dust and bonfires control to be submitted prior to commencement.
4. Hours of construction and demolition.
5. Highways improvements to be provided prior to occupation.
6. Provision of secure, lockable cycle parking in accordance with approved plans prior to occupation.
7. Provision of refuse & recycling bin stores in accordance with approved drawings/details of collection agreed prior to occupation.
8. Parking permits - addresses.
9. Parking permits - information.
10. Management of service vehicle deliveries - details prior to occupation.
11. Details of hard and soft landscaping to rear courtyard, to include trees - prior to commencement. Hard surfacing to be designed using suds principles. Provision prior to end of first available planting season following first occupation.
12. Submission of landscaping maintenance details - replacement of any failed planting within 5 years.
13. Details of boundary treatments (including gates) to be submitted prior to commencement.
14. Details of biodiversity enhancements, including bird nesting opportunities within buildings prior to commencement.
15. Implementation of archaeological works in accordance with written scheme of investigation to be submitted prior to commencement.
16. Retention of all existing sash windows fronting high street/kings road and submission of details of secondary glazing prior to commencement (performance to be in accordance with submitted noise assessment).
17. Details of sound insulation between ground and first floor to be submitted.
18. No external mechanical plant other than in accordance with a BS4142 noise assessment to be submitted and approved prior to installation.
19. Sound insulation from external noise - in accordance with submitted noise assessment.
20. Details of odour assessment/management plan (ref. DEFRA 2005) to be submitted.
21. Mechanical ventilation units to road frontage - in accordance with air quality assessment submitted
22. Details and samples of all materials to be used externally. Prior to commencement.
23. Scheme for assessment, dismantling and transfer of stable block roof timbers to allow for re-location where appropriate prior to demolition.
24. Retention of Jacksons corner sign.
25. Active ground floor frontage to be maintained on High Street and Kings Road.
26. Submission of written evidence demonstrating that 50% of new build dwellings achieve minimum 19% improvement in emission rate over target defined under Building Regulations (Conservation of Fuel and Power 2013) prior to occupation.
27. Submission of final BREEAM domestic refurbishment certificate for all dwellings

created within existing retained buildings (conversion) confirming at least 50% compliance with the 'excellent' standard with the remainder achieving 'very good'; or all units achieve very good with a minimum score of 62.5 points. Prior to occupation.

28. Submission of evidence that all new-build dwellings meet lifetime homes standards prior to occupation.

29. Construction, ventilation and heating to be in accordance with submitted energy statement.

Informatives to include:

1. Positive and Proactive Statement

2. The applicant is advised that an application for building regulations approval will be required.

3. A Section 106 Agreement relates to this permission.

4. Control of nuisance during construction (S.61 of Control of Pollution Act 1974).

5. Parking Permit Informative.

6. Works affecting the Highway.

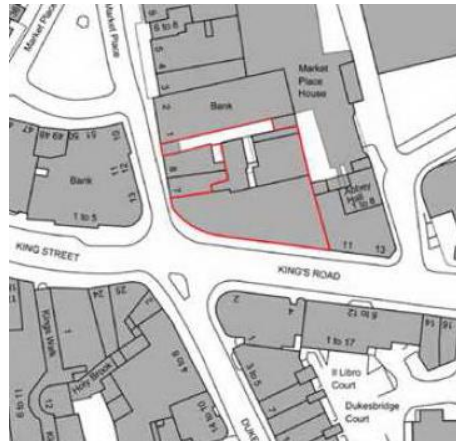
1. INTRODUCTION

1.1 The site is prominently located at the corner of Kings Road and High Street to the eastern end of the main shopping area. The site is currently only partly occupied at ground floor in a variety of temporary retail uses with the remainder of the building vacant following the closure of the Jacksons department store in 2014.

1.2 The buildings within the site fall into two parts. The main Victorian building forms a continuous curved frontage to the edge of the highway and there is a collection of ancillary buildings to the rear of varying age, including an historic former stable and a four storey 1930s warehouse. These buildings link into the main building and served various storage, back of house and retail functions associated with the former department store.

1.3 The buildings within the site are not listed but the main frontage building is identified as a building of townscape merit in the Market Place/London Street Conservation Area Appraisal and is considered to be a 'non-designated heritage asset' for planning purposes. Nos. 7 and 8 High Street (Lloyds Bank - now closed) and Nos. 1 and 2 Market Place, adjacent the site are Grade II listed, as are buildings opposite the site to the west within the block containing Nos. 1-5 King Street (the former Barclays Bank).

1.4 Pedestrian access to the site is via the main Kings Road and High Street frontages. A narrow vehicular access exists from High Street, which is shared with the adjoining bank.



- 1.5 The site is within Flood Zone 1 (lowest risk).
- 1.6 This application is being referred to Planning Application Committee as it falls within the Major category.



Front Elevation to High Street and Kings Road

2. PROPOSALS

- 2.1 Full planning permission is sought for the change of use of the three upper floors of the existing frontage building to form residential units comprising 9 one-bedroom and 9 two-bedroom flats.
- 2.2 The existing commercial use of the ground and basement levels would be retained and the ground floor at street level subdivided to form three restaurant units.

- 2.3 In addition it is proposed to demolish the existing ancillary buildings to the rear and construct a new five storey residential block in approximately the same location as the existing four storey warehouse comprising 10 one-bedroom, 4 two-bedroom flats and 1 three-bedroom flat. This would be finished externally in Reading Silver Grey brick with aluminium frame windows, steel balustrades and metal folding screens with expressed concrete frames and steel upstands.
- 2.4 A raised landscaped central courtyard is proposed at first floor level directly above the ground floor of the retail units, the roof of which would extend rearwards at approximately half a storey higher than the level of the rear access lane.
- 2.5 A cycle storage facility for residents and separate refuse and recycling bin storage units are proposed within the basement. The bins would be transferred by lift to the rear lane for weekly collection.
- 2.6 The proposals have been amended on the advice of officers involving a reduction in the total number of units by deletion of a sixth floor element (as originally proposed) within the rear block to that described above in order to improve the impact on the Conservation Area.

3. PLANNING HISTORY

- 3.1 131541/PRE - Pre-application advice for conversion of first, second and third floors to residential units. Possible restaurant use on ground floor. Demolish rear 1936 building and ancillary retail areas and storage. Create new storage and retail space at lower ground level with open courtyard above: Construct new residential block: Provide turning area and refuse storage area.
OBSERVATIONS SENT June 2014.

141713/FUL - Preservation of frontage building 1-9, Kings Road, retention of commercial space on the ground floor and basement levels, conversion of upper areas to 18 residential units. Demolition of commercial ancillary accommodation to rear and construction of new residential block of 11 units. Creation of central courtyard (Amended description).
GRANTED (SUBJECT TO S106 AGREEMENT) 30 March 2015

4. CONSULTATIONS

4.1 Statutory:

None

4.2 Non-Statutory:

RBC Transport Strategy:

No objection subject to securing the highway improvements and conditions to enable the Council to prohibit residents parking permits, to secure a construction method statement and details of management of deliveries to the site. Makes the following comments:

The site is a well-known icon within Reading and is located at the junction of High Street and Kings Road. Along the Kings Road frontage there are 2

bus stops which serve several premier routes to the east of the town. At peak periods significant pedestrian congestion occurs on the pavement and the embarking of passengers to several buses arriving at the same time can result in buses backing up back through the junction. There are no loading facilities on street, but a narrow access from the High Street provides access to a rear delivery area, which is only suitable for transit vans or small boxed delivery vehicles.

The site has planning permission no.141713, approved on the 30th March 2015. As part of this extant consent, the following highways matters were agreed with Transport Officers and representatives of Reading Buses:

- i. New Loading bay outside Jacksons but restricted to 19.00 to 7.00 and 11.00 to 16.00 only
- ii. The existing 2 stops moved eastwards but a third stop installed outside the library providing extra capacity
- iii. Footway outside Jackson's and adjacent to bus stops widened by an additional metres to accommodate pedestrian flows and people waiting for buses.
- iv. Additional unrestricted loading bay in Abbey Square, which will require 2 disabled spaces being relocated and the one way street reversed given the bus stops either side of the junction on Kings Road will restrict visibility if vehicles were exiting as existing.

The proposed servicing arrangements are identical to the agreed servicing arrangements for the previous application. The full servicing arrangements are shown on drawing ITL11250-SK-001 included in **Appendix E** of the Transport Statement. These proposals will significantly improve the bus and pedestrian provision in the area while assisting the applicant with an on street delivery area.

These works will be subject to a section 106 / 278 agreement. However the proposed works will require Traffic Regulation Orders (TROs) which will require approval by the Traffic Management Sub Committee (TSUB) and will be subject to statutory consultation. Given TRO's are under separate legislation to the Planning Act there is possibility they may not be approved. In the event that a TRO cannot be secured, the applicant has indicated they would be prepared to pay a contribution (equivalent to the cost of the above works) in lieu of the works. (Para. 4.8.3 of Transport Statement).

The residential element of the proposal is expected to generate a total of 18 two-way person trips in the morning peak hours and a total of 22 two-way person trips during the evening peak hours. The retail element of the proposal is not expected to generate any new trips. The main reason is that the majority of trips will be linked as part of the working day or general visits to the town centre retail area or at weekends as part of retail trips to the town centre. As such the primary destination is the town centre as a whole and not a specific shop.

The flats will have communal bins for recycling and general waste collection. Bins are to be stored in the basement and brought to the surface using a goods lift. It is stated that bins will be wheeled to the kerb side on collection days via the alley to the north of the site. However, the surrounding footways are unsuitable for bins to be left out for collection. Therefore, it was agreed (by RBC Waste Services) under the previous application that bins are to be presented in the alley on their collection day

and waste operatives will collect and return the bins from this collection point. However, this can be dealt with by condition.

Cycle parking is to be provided in accordance with the Council's adopted Parking Standards and Design SPD. The cycle parking spaces will be provided in secure storage in the basement of the site which will be accessed via lift. The lift is accessed directly via the alley to the north of the site.

A Construction Method Statement will be required given the town centre location and the significant remodeling of the site proposed within this application. A Framework Construction Method Statement has been submitted with the planning application which provides an overall summary of the proposals and approach to the management and construction of the project. However, the full construction details cannot be confirmed until a contractor is appointed. The proposed work should be in accordance with the Borough's Guidance Notes for Activities on the Public Highway. The Construction Method Statement will not be approved until all details regarding the management and construction of the project is submitted to and agreed by the Local Highway Authority. However, it is common that a Construction Method Statement is conditioned and determined separately from the planning application.

RBC Conservation Consultant

Objection (to the plans as originally submitted) - recommends removal of the sixth storey element of the development with the following comments:

The proposed level of extension to the rear of the property is considered excessive and out of scale. The proposal would not therefore achieve the requirement to preserve or enhance the character or appearance of the Conservation Area or preserve the settings of the adjacent Listed Buildings or Scheduled Monument.

The proposed works follow the consented scheme in proposing the conversion of the upper storeys of the frontage buildings to residential accommodation, above commercial units at ground floor and the demolition of a series of ancillary structures to the rear. However, the proposed scheme departs from the consented scheme in the siting, scale, height, materials and detailing of the proposed residential block.

The amended scheme differs principally in the addition of two extra floors (6 storeys) to the rear of the site, abutting Abbey Square. Whilst the floors are set back to the rear of the development and the sixth floor is diminished, the proposed additional residential storeys would result in changes to views within the Conservation Area and views into the Conservation Area. In particular there would be an additional visual impact within the Conservation Area from the west of Kings Road and potentially from Market Square as well as potential to dominate the setting of the adjacent two listed buildings at No.7 and 8 High Street.

In addition there would be an adverse impact on views towards the Conservation Area from Abbey Square affecting the setting of Reading Abbey Scheduled Monument. It is considered that the proposed height of the development would be out-of-scale with the predominant heights of appropriate buildings in the Conservation Area and would therefore have a

detrimental effect on the character and appearance of the Conservation Area.

AMENDED PLANS (received 12th October) - considers acceptable on the basis of the amended drawings deleting sixth floor.

RBC Environmental Health - Environmental Protection

No objection subject to conditions and makes the following comments:

The noise assessment submitted 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 (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.

The noise assessment recommends acoustic insulation measures between the ground floor commercial properties from the residential properties above "The floor is to consist of a 250mm thick dense concrete slab (2,300kg/m³), plus residential floor finishes above and tenant's decorative ceiling below." The assessment states that for some types of restaurant usage this will be sufficient but that for other types, it will not and it recommends a clause in the tenancy agreement that requires the tenant to undertake an analysis and determine whether upgrades to the insulation are required when they move in (as part of the planning consent?). If not, then recommend that further details are submitted via a planning condition demonstrating that the sound insulation will be sufficient for the majority of typical uses on the ground floor.

In either case, a condition is recommended requiring that further details are submitted regarding the proposed insulation between the ground and first floor as the information in the noise assessment regarding the required floor construction are not sufficiently detailed.

There will be various items of mechanical plant as part of the development but the design detail is not available at this stage. Therefore a condition is recommended to require submission of further assessment once the details are available. The noise assessment proposes a plant noise rating limit of 30 dB. This does not meet our usual criteria of 10 dB below background, however in this case due to a low background noise level this is likely to be acceptable.

In addition to concerns about noise, cooking odour is often a significant problem in commercial kitchens and therefore the applicants must provide an assessment of the likelihood of odours based on the proposed cuisine and a statement of how the proposals will ensure that odour nuisance will be prevented. Reference must be made to the Defra Guidance on the Control of Odour and Noise from Commercial Kitchen Exhaust Systems (January 2005). A condition is recommended.

The air quality assessment by XCO2 energy (May 2016) recommends that mechanical ventilation heat recovery units are installed in the residential

properties on the road frontage due to likely exceedance of air quality objectives. This should be required by condition.

The assessment also proposes a number of measures to control dust during construction. This should also be required by condition.

We 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.

The developer is recommended to apply for consent under section 61 of The Control of Pollution Act 1974 in order to agree measures to control noise from the construction works.

RBC Environmental Health - Private Sector Housing

It is likely that the works set out in this application will also require approval from the Council's building control office to ensure compliance with any relevant building regulations. It is therefore assumed that concerns about fire safety, means of escape, ventilation and sound insulation will be reviewed and addressed by building control if works proceed.

The following proposed dwellings have escape routes from bedrooms that pass through risk areas for fire (lounges either with kitchenettes or otherwise) or through areas are not separated from risk areas for fire:- Flats 34, 29, 19, 23, 26, 27, 28, 9, 13, 16, 17, 18, 3, 6, 7 and 8. At second floor level and above, I do not consider that the use of escape windows would be a viable alternative. Therefore, the proposed layouts need to be changed or other fire safety precautions taken that will meet the current building regulations. The use of escape windows may be suitable at first floor level, though it should be borne in mind that, depending on the extent of any work necessary, this may impact upon the external appearance of the building.

Berkshire Archaeology

Recommends a condition requiring approval of a written scheme of archaeological investigation with the following comments:

As previously advised with application 141713 the site is located within in an area of significant archaeological potential, situated just outside the Abbey Precinct and within the medieval town. There are numerous entries on the Historic Environment Records within the vicinity of the site, including the discovery of rare Saxon deposits recorded during a watching brief at Forbury House, Forbury Square immediately to the north east of the site.

Much of the proposal will not have any archaeological issues, however, as with the previous application, a new building to the rear is proposed and the current application includes a new basement area. The existing buildings to the rear are likely to have had some impact already but there remains the potential for the construction of the new building to disturb and remove archaeological remains within this area of the site.

Information from geotechnical investigations can provide useful information on the level of previous disturbance and it would be useful for an archaeologist to be present during any planned geotechnical work. In addition I would recommend that during demolition of the existing buildings an archaeological watching brief is carried out during the removal of any below ground foundations/structures. In order to assess the potential for archaeological remains to be impacted by the new building I recommend that following demolition trial trenching is carried out within the areas of new impact.

RBC Waste Operations

No comments received but no objection under previous proposal (Ref. 141713) to residential waste being presented in the access passage off High Street to the north of the site for collection. The proposed loading bay to the front is considered to be appropriate for commercial waste collection.

RBC Access Officer

Has made the following comments:

Notes that some of the units are to be Lifetime Homes Standard and would welcome access for wheelchair users.

No parking spaces are to be included, but because some of the units are to be Lifetime Homes Standard it might be wise to have something in terms of a parking space for at least one disabled driver. There are on-street disabled parking spaces nearby but they are obviously not meant to be used long-term and obviously they cannot be designated to one person.

Asks if the “lane” for pedestrian access is, or will be, suitable for wheelchair users.

RBC Corporate Asset & Development Manager

Has reviewed the Viability Assessment submitted (as amended) in lieu of affordable housing contribution on policy shortfall and agreed in principle with the applicant to a payment mechanism to be stated in the Section 106 agreement. This would be on the basis that the Council shares an equal £1 for £1 basis any saving on construction costs below the current estimate (ie. construction costs only are assessed) or on the same equal basis for any profit made in excess of the current estimated developers return. All variables to be assessed on a total scheme and open book basis.

Reading Chamber of Industry & Commerce

Has reviewed the plans and broadly welcomes them, noting the provision of additional residential space and an expanded commercial area, which they anticipate will drive footfall to the eastern end of the town centre.

Welcome the opportunity to work with the new developers if they choose to implement an employment and skills plan as required by the SPD (though they may prefer, in line with the previous developer’s planning condition, to make a financial contribution in lieu of a plan).

Thames Valley Police

No comments.

ix) Public Consultation

- 4.3 Notification letters were sent to the following properties adjoining or nearby the site: Flats 1-17 Il-Libro Court, Kings Road; Nos. 2 & 4-8 Duke Street; All Floors Dukesbridge Chambers, No. 1 Duke Street; Nos. 7, 8 and Flats 1-5, No. 8a High Street; No. 25 King Street; Nos. 6, 8, 10, 11 & 13 Kings Road; and Nos. 1-8 Abbey Hall, Abbey Square.
- 4.4 A site notice was displayed on the corner of High Street and Kings Road adjacent to the site on 8th June 2016.
- 4.5 No responses or other representations 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 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:

National:

National Planning Policy Framework
National Planning Policy Guidance

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 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
CS29	Provision of Open Space
CS32	Impacts on Community Facilities
CS33	Protection and Enhancement of the Historic Environment
CS34	Pollution and Water Resources
CS35	Flooding
CS36	Biodiversity and Geology

Reading Borough Local Development Framework - Adopted Sites and Detailed Policies Document 2012 (Altered 2015)

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
DM19	Air Quality

Reading Central Area Action Plan (2009)

RC5	Design in the Centre
RC6	Definition of the Centre
RC9	Living in the Centre
RC10	Active Frontages

Reading Borough Council Supplementary Planning Documents

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

Other relevant documentation

Market Place/London Street Conservation Area Appraisal (2004)

6. APPRAISAL

i) Use

- 6.1 The site is in predominantly retail use with flats on the first, second and third floors of numbers 5-9 King's Road. The site lies within the identified Primary Shopping Area and Office Core of the Reading Central Area Action Plan and both street frontages are identified as active frontage. The uses being proposed for the site, retail on ground floor, and residential above and to the rear of the site, are acceptable town centre uses in principle, subject to other Development Plan Policies.
- 6.2 The revised proposal involves a total number of 33 flats proposed with a mix of 19 one-bed units (57.6%) 13 two-bed units (39.4%) and 1 three-bed unit. Policy RC9 sets a guideline mix of a minimum of 60% two bedroom units. In this particular instance it is apparent from the submitted plans that the

proposed flats have been designed to fit within the existing internal layout of the building. The irregularly shaped spaces within the building and the unusual stair arrangements, together with the need to accommodate circulation corridors results in a somewhat constrained space that limits the potential for larger units to be accommodated. It is considered that the desirability of retaining the historic frontage building with as few changes as possible should outweigh the policy aim of providing a greater proportion of larger units, in this instance, in accordance with Policies CS7 and CS33.

ii) Scale, Appearance and Effect on Heritage Assets

- 6.3 The main buildings of heritage significance within the site are considered to be the Victorian frontage building and the small 18th century stable block to the rear.
- 6.4 The proposals retain the existing frontage building with very few changes, other than a new slate roof covering to pitched roofs and replacement flat roofs where these occur and have failed. An extension is proposed behind an existing parapet to form a new flat, with the only changes visible from outside the site being the insertion of three new window openings within the parapet. It is considered that these changes would preserve the heritage asset and would have minimal effect on the character or appearance of the conservation area, including views within and around the conservation area. It is considered that the setting of nearby listed buildings would not be harmed.
- 6.5 The proposals involve the retention of the Jacksons Corner sign, which is considered to be part of the historic significance of the building and a local landmark. A condition is recommended to secure its retention.
- 6.6 The timber sash windows forming part of the frontage building are an important part of its historic character and contribute positively to the character of the Conservation Area. However, their loss would not be controllable in a conservation area and therefore a condition requiring their retention is recommended.
- 6.7 The proposals would maintain retail shopfronts at ground floor level and this would ensure that the existing retail character of the building continued. The site is within a defined 'Active Frontage' on the Proposals Map and a condition requiring views into the building to be maintained through the display windows is recommended, in accordance with Policy RC10.
- 6.8 Buildings to the rear of the main frontage building are more modern ancillary buildings, including a 1930's warehouse and an arrangement of other smaller buildings and structures. These buildings are not readily visible from outside the site, being screened by larger buildings around. It is considered that they are of little historic interest and do not contribute significantly to the character or appearance of the conservation area or the setting of nearby listed buildings. Their demolition is therefore considered to be acceptable.
- 6.9 Whilst most buildings to the rear are 20th Century, the exception is a double pitched roof structure, of what is probably a small two-bay carriage and horse stable, with hay loft and possibly sleeping accommodation for a groom above, which is of late C18th construction and unusual to have

survived in an urban area. Most of the walls of the building have been removed as it became integrated within the wider complex of buildings, however much of the roof structure appears to remain. Conservation advice received is that this roof is likely to be of historic significance. It is therefore recommended that a condition be imposed requiring a scheme to be submitted and implemented to allow further investigation and where appropriate to allow the relocation of the timbers off-site.

6.10 The proposed new five storey building to the rear would be taller but similar in footprint and position to the existing four storey warehouse building to be demolished. With the exception of the main frontage building, the proposed new building would be surrounded by modern extensions to the rear of older buildings in High Street and Abbey Square including a tiered car park structure, which are of little architectural merit. It is considered that the proposed scale and layout would be appropriate in this context and the simple detailing of the proposal, its contemporary style and its visually discreet location would preserve the character and appearance of the conservation area and would have little impact or change in respect of the setting of listed buildings. In particular, the reduction in overall height would be less dominant when viewed from Abbey Square but not visible at all from street level to the south or west within the Conservation Area in Kings Road, High Street or Market Place.

6.11 On this basis it is considered that the proposals would be acceptable in respect of heritage assets and the appearance of the public realm and would therefore be in accordance with Policies CS7 and CS33 of the Core Strategy.

iii) Transport and Access

6.12 As referred to in Section 4 above, the absence of parking within the proposals is considered to be acceptable on Highway grounds on the basis that the residential occupiers would not be entitled to on-street parking permits. Traffic generated by the proposed reconfigured retail and new dwellings has been assessed as being less than that which can be reasonably associated with the existing retail use of the site as a department store and is therefore considered to be acceptable on this basis (see section 4 above).

6.13 The existing narrow alleyway access to the site from High Street is proposed to be re-used to serve the new development, together with a collection of off-site highway works to allow the provision of a new loading bay to serve the retail units. The applicant has indicated that they will undertake these works at their own cost subject to Section 106/278 agreements. The works will require Traffic Regulation Orders (TROs) which will require approval by the Council's Traffic Management Sub Committee and will be subject to statutory consultation. In the event that the TROs are not approved, the applicant has agreed to pay a contribution in lieu of the works to enable an alternative approach to providing the necessary improvements to be secured.

6.14 The collection of waste from alleyway access would involve a large waste collection vehicle stopping in the narrow section of carriageway in High Street, blocking access for buses and other road users. The proposed loading bay is in excess of the carrying distance from the bin store for Council collections. In order to remedy this it is recommended that a private waste collection service be secured through the S106 agreement to provide for

collections either from the alleyway (using a smaller vehicle) or from the loading bay (private collections are not limited by the distance).

- 6.15 Cycle storage is proposed in the basement, which is considered to be a secure and reasonably accessible arrangement given the constraints of the site and the need to retain the frontage building.
- 6.16 As set out in section 4 above, the servicing arrangements for the commercial units would be acceptable on the basis that a new loading bay is to be provided to the front of the site. Secondary service access to all three units is also proposed at the rear of the ground floor adjacent to the bin stores.
- 6.17 The proposed commercial units would maintain level access from street level each via a set of double doors, which is considered to be suitable mitigation allowing access to all areas of the shop floor. Future retailers can opt to further improve this as necessary.
- 6.18 It is considered that the proposals are acceptable in respect of highway safety, vehicle parking, servicing and accessibility in accordance with Policies CS5, CS20, CS24 and DM12.

iv) Residential Amenity

- 6.19 The proposed new-build block to the rear of the site is surrounded by relatively tall buildings, including the main frontage building to the south thus outlook and daylight received is compromised to some extent by this situation. The revised scheme has introduced an outlook for all the flats towards the inner courtyard on all levels (1st to 5th Floors). It is also considered that this would maximise the natural daylight received by increasing the number of windows per flat and allowing for a dual aspect to many of the units. The proposals would thus provide an adequate living environment in terms of daylight and outlook within this intensively developed urban context and any remaining concerns over daylight and outlook are outweighed by the key heritage benefits of securing the future of the main frontage building.
- 6.20 The proposals would involve a degree of overlooking between windows serving rooms in the new-build and rooms in the converted main block at closer than the 20 metre separating distance referred to in Policy DM4. As with daylight and outlook referred to above, it is considered that a degree of flexibility is appropriate in this context to allow the retention of the main building and to ensure that efficient use is made of this previously-developed site. The potential for overlooking of the serviced apartments to the east of the site (at a distance of less than 10 metres) is kept to a minimum on the flank elevation which contains only one habitable room opening towards the rear of the site. This is not considered to be harmful in this instance given the oblique viewing angle and lower sensitivity of this type of short-term residential use compared to that of a dwelling.
- 6.21 The proposed courtyard would offer a limited amount of outdoor space to serve the development but is nonetheless considered an attractive feature of the development that would be used and valued by residents and is acceptable given the town centre context in accordance with Policy DM10.

6.22 It is considered that environmental noise, including that from the surrounding roads, multi-storey car park and late night town centre activity can be adequately mitigated through the use of secondary glazing and suitable ventilation as referred to in section 4 above. A condition securing this is recommended.

6.23 On this basis it is considered that the proposals would be acceptable in respect of the amenity of future occupiers and also the effects of the development on the amenity of surrounding uses, in accordance with Policies DM4 and CS34.

v) Landscaping

6.24 It is considered that suitable landscaping can be provided within the site based on the submitted site layout and indicative landscaping shown on the drawings. There are opportunities to provide trees and shrubs within planters within the proposed communal courtyard between the two blocks. It is considered that this opportunity for planting would improve the amenity of future occupiers and enhance the appearance of the conservation area, albeit to a limited extent due to restricted views into the site. It is considered that the landscaping aspects of the proposal are in accordance with Policies CS7, CS33 and DM18.

vi) Ecology

6.25 The proposed development is in a densely urban environment with minimal potential for bat foraging. It is considered that the building has a low potential as a habitat for bats or other protected species.

6.26 There are opportunities within the site to provide bird nesting boxes and other ecological enhancements and these are recommended to be secured by condition, in accordance with Policy CS36 of the Reading Borough LDF Core Strategy 2008.

vii) Environmental Sustainability

6.27 The applicant has confirmed that at 50% of the new-build flats will meet Level 4 of the Code for Sustainable Homes with the remainder achieving Level 3. The BREEAM Domestic Refurbishment standard will apply to the conversion units and the applicant confirms that half of these will achieve the 'Excellent' standard with the remainder achieving 'Very Good'.

6.28 It is considered that the proposals would comply with Policy CS1 and a condition is recommended to secure these standards on this basis.

viii) Archaeology

6.29 The site is within an Area of Archaeological Potential with potential interest including the nearby Reading Abbey. It is considered necessary and reasonable, based on the advice of Berkshire Archaeology, to include a condition requiring further archaeological investigation prior to works commencing.

ix) Affordable Housing

6.30 Revised Core Strategy Policy CS16 (adopted 2015) requires 30% of the dwellings to be provided as Affordable Housing, but acknowledges the possible need to reduce this figure depending on the financial viability circumstances of the particular site and proposal. The proposal is to provide 7no. (21% of the total) affordable housing units within the development.

6.31 In lieu of a contribution on the shortfall therefore the applicant has submitted a Viability Assessment in lieu of affordable housing contribution on policy shortfall which has been the subject of ongoing discussions with the Council's Valuer (the Corporate Asset & Development Manager). Following review it has been agreed

in principle with the applicant to a payment mechanism to be stated in the Section 106 agreement. This would be based on an equal share by the Council of any costs savings or profits made in excess of the current estimated developers return with all variables to be assessed on a total scheme and open book basis.

6.32 The recommendation to grant planning permission reflects the outcome of these negotiations and an appropriate Affordable Housing provision being secured. This will be further reported to Planning Applications Committee in an Update Report as necessary.

x) Infrastructure Provision (Section 106 and Community Infrastructure Levy)

6.33 The proposal would have an impact on Leisure and Open Space and Education infrastructure and in order to comply with the Revised Supplementary Planning Document on Planning Obligations under S106 and Policies DM3, CS9, CS29 and CS32 under the terms of the previous permission (141713) the following requirements had to be met:

Open Space, Sport & Recreation and Education

6.34 £60,900 was required towards leisure infrastructure (as set out in the Thames Parks Plan) or for improvements within the Abbey Quarter (Forbury Gardens/Chestnut Walk/Abbey Ruins) to ensure that sufficient facilities are provided within these areas of open space to cater for the increase in the number of residents that are likely to use the parks as a result of the development. Similarly £30,741 was required towards education infrastructure which would contribute towards infrastructure provision within the east education area of the Borough and particularly that associated with the expansion of primary schools as identified by the Council's Education service, and the future provision of an additional secondary school to meet the demand for places.

6.35 Since that permission was granted, this Council has introduced CIL payments (replacing S106 contributions) to ensure that such demands on infrastructure are mitigated. It is considered by the Council that this level of contribution would be achieved under the CIL Regulations.

Transport

- 6.36 It is considered that the off-site highway works (or £68,000 equivalent payment) would satisfy the CIL Regulations in that it would be:
- a) 'Necessary to make development acceptable in planning terms'. The proposed improved retail arrangements and the limited servicing from the rear results in a need for an on-street loading bay to the front. The bay is also necessary to enable residential refuse collection to be safely carried out without obstructing the highway. The widened pavement, and new bus stop arrangement is necessary to mitigate the impact of the new loading bay and maintain pedestrian access/safety.
 - b) 'Directly related to the development'. The loading bay and associated highway works are only required because of the additional servicing needs of the proposed development.
 - c) 'Fairly and reasonably related in scale and kind to the development'. It is considered that the proposed loading bay is a proportionate response to the additional servicing needs of the retail unit and the amount sought is a reasonable equivalent cost should the Council be required to provide the works on behalf of the developer.

xi) Equality

- 6.37 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 applications) that the protected groups have or will have different needs, experiences, issues and priorities in relation to this particular planning application. Access to all floors for wheelchair users and other disabled or elderly persons would be available direct from the rear access lane via a lift in the first floor entrance lobby.
- 6.38 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 proposed development is considered to be acceptable in the context of national and local planning policy and other material considerations as set out in this report. As such the application is recommended for approval, subject to the agreed affordable housing payment mechanism described above and the completion of the S106 legal agreement.

Drawings:

- 1300 11 001 Existing Basement Plan
- 1300 11 002 Existing Ground Floor Plan
- 1300 11 003 Existing Upper Ground Floor Plan
- 1300 11 004 Existing First Floor Plan
- 1300 11 005 Existing Second Floor Plan
- 1300 11 006 Existing Third Floor Plan

1300 11 007 Existing Roof Plan
1300 11 008 Proposed Basement Plan
1300 11 009 Proposed Ground Floor Plan
1300 11 010 Proposed First Floor Plan
1300 11 011 Proposed Second Floor Plan
1300 11 012 Proposed Third Floor Plan
1300 11 013 Proposed Fourth Floor Plan
1300 13 004 Existing & Proposed Section 7
Received on 6th May 2016

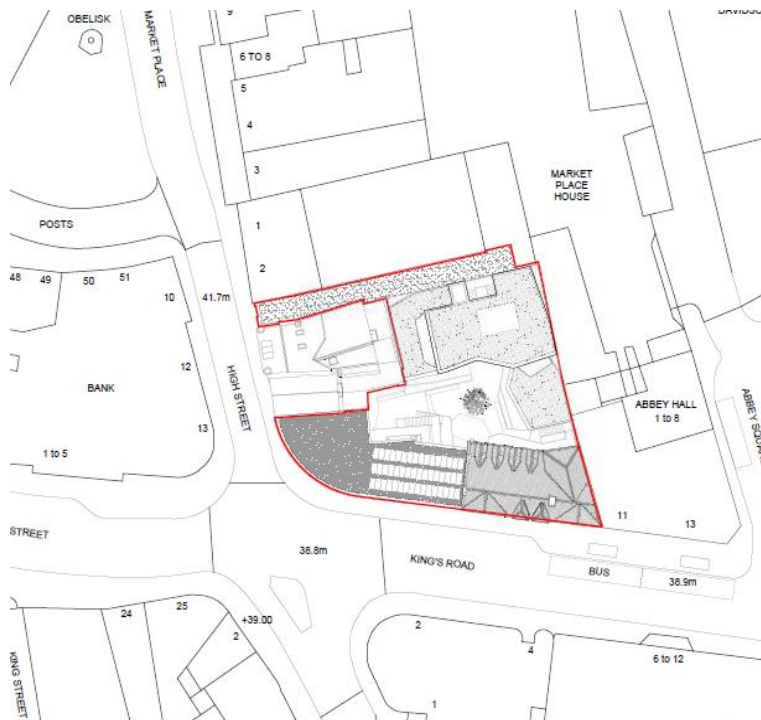
1300 10 001A Existing & Proposed Site Plans
1300 11 014A Proposed Fifth Floor Plan
1300 11 015 Proposed Roof Plan
1300 12 001A Proposed North & East Elevations
1300 12 002A Existing & Proposed South Elevation
1300 12 003A Existing & Proposed West Elevation
1300 13 001A Proposed Sections 1 & 2
1300 13 002A Proposed Sections 3 & 4
1300 13 003A Proposed Sections 5 & 6
Received on 12th October 2016

Supporting Documents:

Planning Statement and Statement of Community Involvement
Design and Access Statement
Heritage Statement
Transport Statement
Framework Construction Traffic Management Plan
Acoustic Report
Drainage Strategy
Ecological Appraisal
Utilities Statement
Sunlight Assessment
Sustainability Statement
Energy Statement
Air Quality Assessment
Viability Assessment

Case Officer: Daniel Murkin

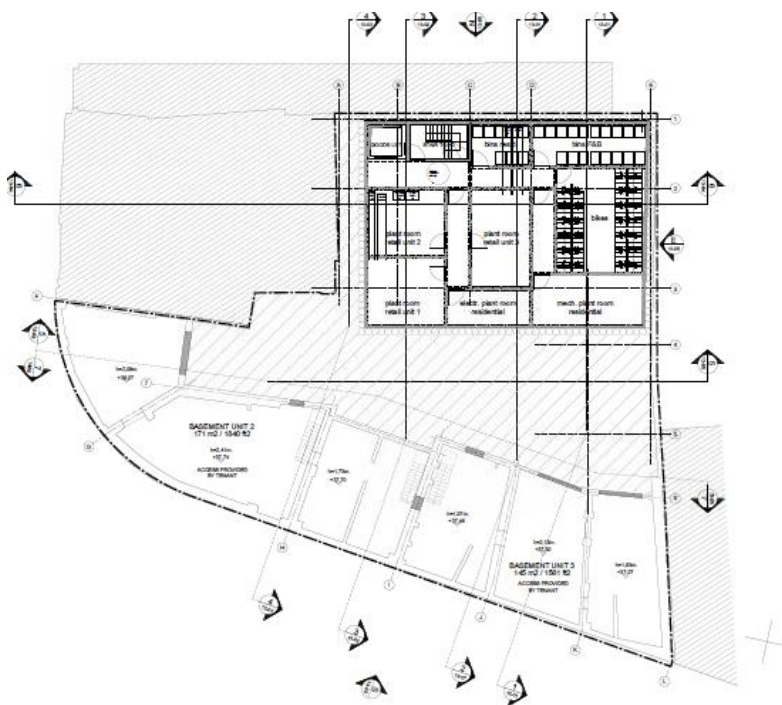
APPENDIX - Application Drawings



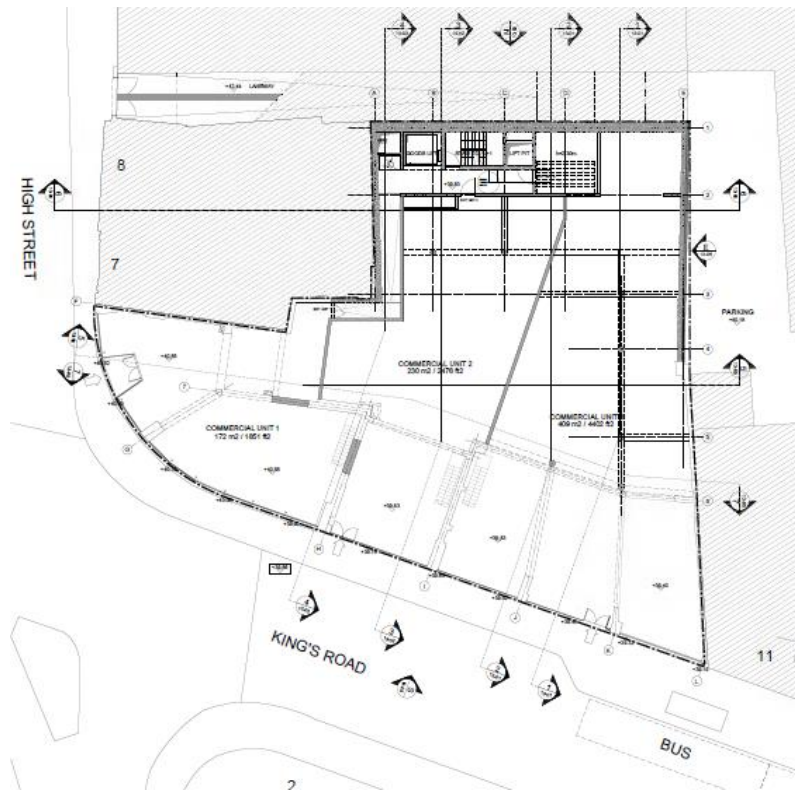
Existing Site Plan



Proposed Site Plan



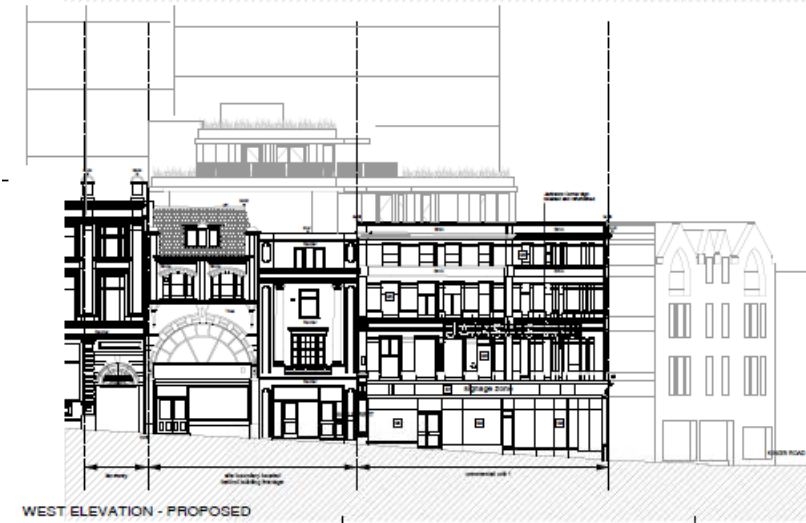
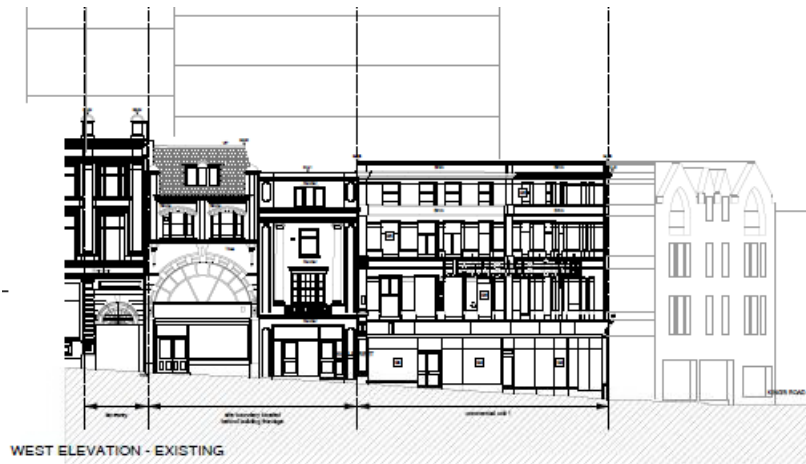
Proposed Basement Plan



Proposed Ground Floor Plan



Proposed First Floor Plan



Proposed Second Floor Plan

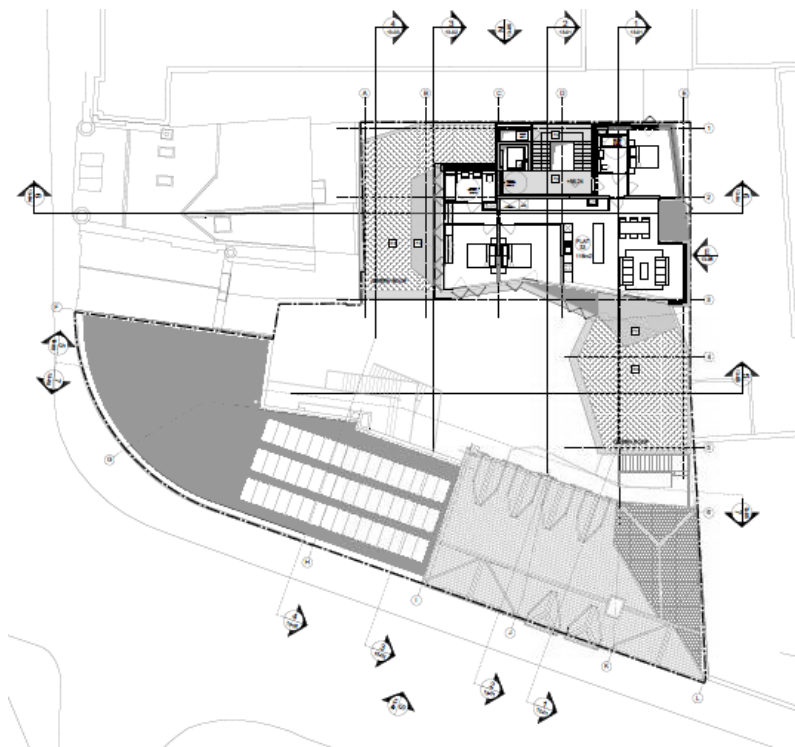


Proposed Third Floor Plan





Proposed Fourth Floor Plan



Proposed Fifth Floor Plan

UPDATE REPORT

BY THE DIRECTOR OF ENVIRONMENT & NEIGHBOURHOOD SERVICES
READING BOROUGH COUNCIL
PLANNING APPLICATIONS COMMITTEE: 7 December 2016

ITEM NO. 8
Page: 36

Ward: Abbey

Application No.: 160849/FUL

Address: E Jackson & Sons Ltd, Jacksons Corner, 1-9 Kings Road, Reading RG1 3AS

Proposal: Preservation of building frontage to 1-9 Kings Road (incl. insertion of 3no. new windows); retention and enlargement of commercial space (ground floor and basement levels) and conversion of upper floors to 18 residential units. Demolition of commercial ancillary accommodation to rear and construction of new five storey residential block of 15 units plus creation of central courtyard.

Applicant: Capita Hall Ltd

Date Valid: 17th May 2016

Application target decision date: 16th August 2016 Extension of time agreed to 31st January 2017

26 week date: 15th November 2016

Amended Recommendation for 160849:

Delegate to Head of Planning, Development and Regulatory Services to

GRANT Full planning permission subject to the receipt of agreed details for the provision of an additional deferred payment towards Affordable Housing, and to the satisfactory completion of a S.106 legal agreement (terms as in the main agenda, with the addition of the above clause to secure affordable housing) or (ii) REFUSE permission should the legal agreement not be completed by 31st January 2017 (unless the Head of Planning, Development & Regulatory Services agrees to a later date for completion of the legal agreement).

Amended Condition

26. Submission of written evidence demonstrating that 50% of new build dwellings achieve minimum 19% improvement in emission rate over target defined under Building Regulations (Conservation of Fuel and Power) 2013 prior to occupation.

1. RECOMMENDATION

- 1.1 The recommendation has been amended to include the standard clause relating to S.106 legal agreements setting a date by which the agreement needs to be completed.
- 1.2 Since the Ministerial Statement in March it is no longer possible to make full reference the Code for Sustainable Homes in new permissions for housing. The minimum requirement for Code Level 3 has been superseded by the Building Regulations. However, for a limited period on Major Applications, the minimum requirement for energy/emissions is to achieve Code Level 4, applicable to 50% of major development schemes which seeks a 19% improvement over Target Emission Rate (TER) as determined by the

Part L Building Regulations 2013. Accordingly, Condition 26 will need to be worded to reflect this transitional period.

2. SITE DESCRIPTION

- 2.1 In Paragraph 1.3 it should be noted that the adjacent building at Nos. 7 and 8 High Street (Lloyds Bank) has now closed.

3. PROPOSALS

- 3.1 In Paragraph 2.3 details of the proposed external materials and finishes are as follows: Reading Silver Grey brick with aluminium frame windows, steel balustrades and metal folding screens with expressed concrete frames and steel upstands. The diminished fifth floor would feature a living green roof of mixed shrubs and planting.

4. APPRAISAL

- 4.1 In Paragraph 6.37 (Equality Act) access to all floors in the new build block for wheelchair users and other disabled or elderly persons would be available direct from the rear access lane via a lift in the first floor entrance lobby. The first floor of the converted front building is accessible direct from the inner courtyard.
- 4.2 In terms of the provision of affordable housing, in addition to the 7 onsite units proposed, the applicant has agreed in principle to the additional provision of a contribution based on a deferred payment, rather than a specific financial contribution; however, the details of the mechanism to secure this have yet to be agreed. Members are asked to agree to delegate this element of the proposal to officers to finalise.

Case officer: Daniel Murkin

UPDATE REPORT

BY THE DIRECTOR OF ENVIRONMENT & NEIGHBOURHOOD SERVICES

READING BOROUGH COUNCIL

PLANNING APPLICATIONS COMMITTEE: 6 September 2017

ITEM NO. 11

Page: 135

Ward: Abbey

Application No.: 170828/VAR

Address: E Jackson & Sons Ltd, Jacksons Corner, 1-9 Kings Road, Reading RG1 3AS

Proposal: Preservation of building frontage to 1-9 Kings Road (incl. insertion of 3no. new windows); retention and enlargement of commercial space (ground floor and basement levels) and conversion of upper floors to 18 residential units.

Demolition of commercial ancillary accommodation to rear and construction of new six storey residential block of 15 units plus creation of central courtyard as permitted by application 160849 but without complying with pre-commencement conditions 10, 12, 13, 15, 16, 18, 19 and 21 to allow demolition works to commence in advance of construction details being approved.

Applicant: C/O Agent - RPS CgMs

Date received: 23rd May 2017

Major Application 13 week target decision date: 22nd August 2017 (Extension agreed to 11th September 2017).

RECOMMENDATION

GRANT variation of planning permission 160849 but without complying with pre-commencement conditions 10, 12, 13, 15, 16, 18, 19 and 21 to allow demolition works to commence in advance of details being approved as follows:

Conditions (as set out in main report)

The description of the application has been re-worded for technical reasons and for consistency, but the change has no consequence for the assessment of the proposal set out in the main report, and the recommendation remains the same.

Case officer: Daniel Murkin

COMMITTEE REPORT

BY THE DIRECTOR OF ENVIRONMENT AND NEIGHBOURHOOD SERVICES READING BOROUGH COUNCIL PLANNING APPLICATIONS COMMITTEE: 11th October 2017	ITEM NO.
---	-----------------

Ward: Abbey

Application No.: 171238/VAR

Address: Jacksons Corner, 1-9 Kings Road, Reading RG1 3AS

Proposal: Preservation of building frontage to 1-9 Kings Road (incl. insertion of 3no. new windows); retention and enlargement of commercial space (ground floor and basement levels) and conversion of upper floors to 18 residential units. Demolition of commercial ancillary accommodation to rear and construction of new six storey residential block of 15 units plus creation of central courtyard as permitted by application 160849 but without complying with conditions 2, 15, 18, 23, 25 and 27 incorporating minor internal layout and external changes to approved scheme.

Applicant: Kings Road LLP

Date Valid: 24th July 2017

Application target decision date: 23rd October 2017

26 week date: 23rd January 2018

RECOMMENDATION

GRANT variation of planning permission 160849 but without complying with conditions Nos. 2, 15, 18, 23, 25 and 27 incorporating minor internal layout and external changes to approved scheme as follows:

Conditions to include:

2. The development hereby approved shall not be carried out other than in accordance with the following drawings only (as listed below);

15. i) Notwithstanding the drawings hereby approved, no works to the existing timber vertical sliding sash window within the facade fronting High Street and the facade fronting Kings Road shall take place until an appropriate window replacement and/or alteration scheme (including a schedule of existing & proposed windows and drawings/specification) has been submitted to and approved in writing by the local planning authority.

ii) The development hereby approved shall not be commenced, except for demolition, until details of associated acoustically treated ventilation for all windows fronting High Street and Kings Road have been submitted to and approved in writing by the local planning authority. No dwelling containing a window that is the subject of this condition shall be occupied until the appropriate window replacement and/or alteration scheme and associated acoustically treated ventilation for all windows fronting High Street and Kings Road have been installed in accordance with the approved details.

18. No development shall take place, except for demolition, until a detailed scheme of sound insulation from external noise for the buildings, in an acoustic assessment including the glazing and ventilation specifications, has been submitted to and been approved in writing by the local planning authority. All works which form part of the approved scheme shall be completed prior to first occupation of the building and shall thereafter be retained in working order.

23. The existing 'Jacksons Corner' sign identified on approved drawings 1378 P 110 003 Rev P4 and 1378 P 110 004 Rev P3 (and any subsequent replacement drawing approved by the local planning authority), shall be retained and maintained in its current position and form at all times hereafter and shall not be altered.

25. No dwelling within the new-build block at the rear of the site (units 1, 9 to 12, 19 to 22 and 29 to 33) shall be occupied until written evidence demonstrating that 50% of these dwellings achieve a minimum 19% improvement in emission rate over the target defined under the Building Regulations (Conservation of Fuel and Power) 2013 has been submitted to and approved in writing by the local planning authority.

27. No dwelling within the new-build block to the rear (units 14, 15, 16, 17, 24, 25, 26, 27, 28, 29, 30, 31, 32 and 33) shall be occupied until evidence demonstrating that that each dwelling, as built, meets the Lifetime Homes standard, has been submitted to and approved in writing by the Local Planning Authority.

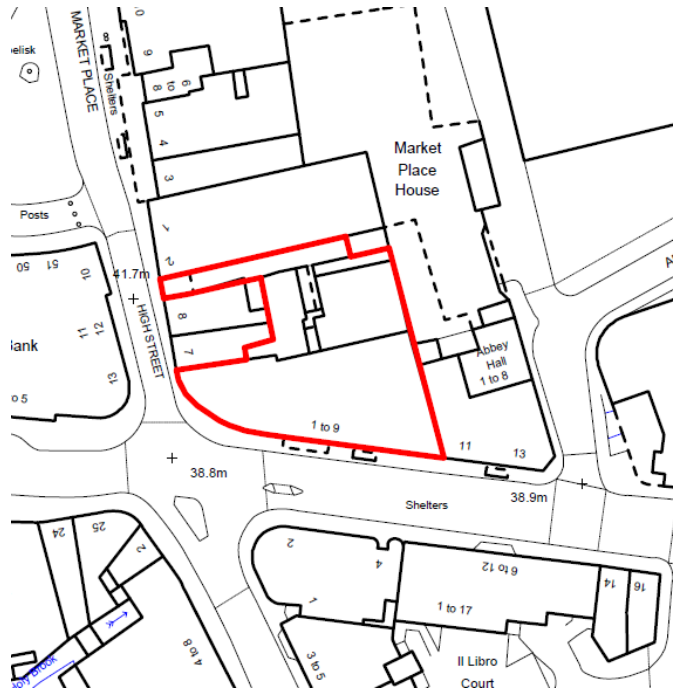
All other conditions to remain as for 160849 (as varied by 170828 dated 8th September 2017)

Informatives

As before (on 160849)

1. INTRODUCTION

- 1.1 The site is prominently located at the corner of Kings Road and High Street to the eastern end of the main shopping area. The site is now vacant having been partly occupied at ground floor in a variety of temporary retail uses following the closure of the Jacksons department store in 2014.
- 1.2 The main Victorian building forms a continuous curved frontage and there is a collection of ancillary linked buildings which served for storage and other retail functions to the rear, including a four storey 1930s warehouse.
- 1.3 The site forms part of the Market Place/London Street Conservation Area and there are several listed buildings adjacent or nearby. A narrow vehicular access exists from High Street, which is shared with the adjoining former Lloyds Bank premises.



- 1.4 The application is being reported to your meeting at the request of Councillor Page in view of the sensitivity and importance of this site and the previous Committee discussion about the retention of windows.



Front Elevation to High Street and Kings Road

2. PROPOSALS

- 2.1 The applicant is seeking to vary several conditions on the permission for residential redevelopment of the site (160849 as varied under 170828). In particular, Condition 15 as sought to be varied would allow for the necessary removal of the frontage windows in Kings Road and High Street and their replacement with same or windows of similar design subject to and following

approval of details of the acoustic ventilation treatment (but excluding secondary glazing). Accordingly, the wording of Condition 18 relating to sound insulation would thus need to be amended since the original acoustic report referred would be replaced.

- 2.2 It is also proposed to make some minor layout and external changes to the permitted scheme, principally to ensure that the development can be built in accordance with Building Regulations including fire safety measures. The principal change sought is in the dwelling mix from 19 one-bedroom, 13 two-bed and 1 three-bed flats to 20 one-bed and 13 two-bed flats. This is derived from a reduction in the size of Flat 1 (1st Floor, two bedrooms) into a one bedroom unit; removal of Flat 2 (1st Floor, one bedroom) entirely and division of Flat 33 (5th Floor, three bedrooms) into two separate flats - 1 one-bedroom and 1 two-bed. The overall total of 33 residential units would thus be unchanged.
- 2.3 The total building footprint and envelope would be changed with less additional gross external area (4129 sqm compared to 4212 sqm on the approved scheme) primarily with a reduced basement. The full list of layout and elevation changes are summarised by each floor as follows:
- Basement: omission of proposed new build basement; larger area of existing basement retained; access stair location revisited following fire strategy advice; extension to basement for commercial unit 3;
 - Ground Floor: escape stairs revised to rear; access locations to unit 2 and 3 updated; access stairs to the basement relocated; riser locations shown; bicycle storage for commercial units added;
 - 1st Floor: Flat 1 to be a one-bedroom, 2 person (instead of 2b, 4p); Flat 02 omitted; residential access revised; substation omitted; refuse store indicated; commercial and residential plant indicated; internal flat plans revisited to comply with fire regulations; courtyard layout and landscaping revised to include planters and cycle storage; stair layouts revised; Flat 7 level lowered; Bi-folding panels to facade omitted and fixed panels proposed;
 - 2nd Floor: risers indicated; building line updated to accommodate compliant flat sizes; smoke lobbies added follow fire advice; internal flat plans revisited to comply with fire regulations; new window added for bedroom (Units 15, 25, 29); 2no. flue locations shown; stair layouts revised; Bi-folding panels to facade omitted and fixed panels proposed; Precast concrete banding omitted and aluminium C channel proposed;
 - 3rd Floor: risers indicated; building line updated to accommodate compliant flat sizes; smoke lobbies added; internal flat plans revisited to comply with fire regulations; new window added for bedroom; flue locations shown; stairs layouts revised; Bi-folding panels to facade omitted and fixed panels proposed; Precast concrete banding omitted and aluminium C channel proposed;
 - 4th Floor: risers indicated; building line updated to accommodate compliant flat sizes; smoke lobbies added; internal flat plans revisited to comply with fire regulations; new window added for bedroom; flue locations shown; stairs layouts revised; Bi-folding panels to facade omitted and fixed panels proposed; Precast concrete banding omitted and aluminium C channel proposed;
 - 5th Floor: Flat 33 (3b6p) revised to show two flats 32 and 33 (1b2p and 2b4p); risers indicated building line updated to accommodate compliant flat sizes; smoke lobbies

added; flue locations shown; stairs layouts revised; Bi-folding panels to façade omitted and fixed panels proposed; Roof access hatch added to new extension;

- Elevations: Levels to new rear extension reviewed; Bi-folding panels to façade omitted and fixed panels proposed; Brick to main facade omitted and render finish proposed; Precast concrete banding omitted and aluminium C channel proposed; Precast concrete to Lift core cladding omitted replaced by render finish grey colour; Perforated spandrel (painted glass) panel added at top of window level to commercial restaurant frontage; MVHR Extract/Intake air louvres added to new and existing facades.

2.4 The various layout and elevation changes sought would result in the need to vary the full list of approved drawings for the redevelopment under Condition 2. Accordingly, those also referred to in Condition 23 (the Jacksons Corner sign) would need to be amended as would the residential unit numbering within the new build block at the rear of the site, in particular those referred to in relation to achieving the specified energy emission rate targets (Condition 25) and meeting the Lifetime Homes standard (Condition 27). The actual requirements of these conditions would however be unchanged.

2.5 A copy of the committee report for application 160849 is appended to this report.

3. PLANNING HISTORY

- | | | | |
|-----|--------|---|--------------------------------------|
| 3.1 | 160849 | Preservation of building frontage to 1-9 Kings Road (incl. insertion of 3no. new windows); retention and enlargement of commercial space (ground floor and basement levels) and conversion of upper floors to 18 residential units. Demolition of commercial ancillary accommodation to rear and construction of new six storey residential block of 15 units plus creation of central courtyard. | GRANTED 10.3.17
(Subject to S106) |
| | 170759 | Application for approval of details reserved by condition 14 (archaeological scheme of investigation) of planning permission 160849. | NO DECISION |
| | 170828 | Application for variation of conditions 10, 12, 13, 15, 16, 18, 19 and 21 to allow earlier demolition works following grant of planning permission (160849). | GRANTED 8.9.2017 |

4. CONSULTATIONS

4.1 Statutory:

None

4.2 Non-Statutory:

RBC Transport Strategy:

Within the approved scheme, the cycle parking spaces were provided in secure store in the basement of the building which was to be accessed via lift to the alley to the north of the site. The proposed variation will split the cycle parking for the

development into two locations within the site. Cycle storage for commercial units is to be added within the Ground floor and cycle storage for the residential is to be added on the First Floor within the courtyard area.

Cycle parking should be provided in accordance with the Council's adopted Parking Standards and Design SPD. In order to determine whether these amendments are acceptable, the applicant is requested to address the following points.

- The residential cycle storage will be located within the courtyard area. There is concern about how these stands are accessed and how will they remain secure (applicant requested to confirm) and whether these are covered as residential cycle parking facilities should be provided in a secure and dry location (spaces are somewhat exposed to the elements in respect of security and weather).
- Applicant has been asked to confirm how the Ground floor cycle storage is accessed as it appears there are a series of doors into the cycle store which does not provide convenient access. It also appears that the store can only be accessed through the commercial units. The layout should also be revised to accommodate Sheffield type stands.

RBC Historic Buildings Consultant

No objection but confirms the need for a schedule of all existing windows to be retained and/or how these are proposed to be altered (with drawings and acoustic specifications) and those to be replaced with windows of similar design.

RBC Environmental Health - Environmental Protection

Notes the variation of the wording on condition 15 in relation to windows and has no objections. No observations on the other changes.

RBC Waste Operations

No comments.

RBC Access Officer

Note from the plans that there are turning circles for wheelchair users marked in some of the bathrooms, but none in bedrooms. It's important for many wheelchair users that they are able to get to both sides of the bed. Good that so many of the flats are Lifetime Homes standard.

RBC Sustainability

No comments.

Public Consultation

- 4.3 Notification letters were sent to 46no. properties adjoining or nearby the site in Kings Road (Nos. 6, 8, 10, 11, 13 & 25 plus Il-Libro Court flats); Duke Street (Nos. 2 & 4-8 Duke Street plus No. 1 - Dukesbridge Chambers); High Street (Nos. 7, 8 & No. 8 flats); King Street (No. 25) and Abbey Square (Nos. 1-8 Abbey Hall) on 1st August 2017.
- 4.4 In addition, a site notice was displayed on the corner of High Street and Kings Road adjacent to the site on 3rd August 2017

4.5 No responses or other representations 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) published in March 2012 - among them the 'presumption in favour of sustainable development'. However the NPPF does not change the statutory status of the development plan as the starting point for decision making (NPPF paragraph 12).

5.2 In this regard, 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 are to the policies in the NPPF, the greater the weight that may be given.

5.3 In Paragraph 7, the NPPF defines sustainable development and the social role of the planning system in supporting strong, vibrant and healthy communities by providing the supply of housing required to meet the needs of present and future generations. In Section 6: Delivering a Wide Choice of High Quality Homes local planning authorities are advised to boost significantly the supply of housing and that applications for such should be considered in the context of the presumption in favour of sustainable development.

5.4 Accordingly, the National Planning Policy Framework and the following development plan policies and supplementary planning guidance are relevant:

National:

National Planning Policy Framework
National Planning Policy Guidance

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

CS1	Sustainable Construction and Design
CS4	Accessibility and Intensity of Development
CS5	Inclusive Access
CS7	Design and the Public Realm
CS9	Infrastructure, Services, Resources and Amenities
CS15	Location, Accessibility, Density and Housing Mix
CS16	Affordable Housing
CS20	Implementation of Reading Transport Strategy
CS24	Car / Cycle parking
CS33	Protection and Enhancement of the Historic Environment
CS36	Biodiversity and Geology

Reading Borough Local Development Framework - Adopted Sites and Detailed Policies Document 2012 (Altered 2015)

SD1	Presumption in Favour of Sustainable Development
DM4	Safeguarding Amenity
DM5	Housing Mix
DM12	Access, Traffic and Highway-related Matters
DM19	Air Quality

Reading Central Area Action Plan (2009)

RC5 Design in the Centre
RC9 Living in the Centre

Reading Borough Council Supplementary Planning Documents

Revised Parking Standards and Design SPD (2011)
Revised SPD on Planning Obligations under Section 106 (2013)
Sustainable Design and Construction SPD (2011)

Other relevant documentation

Market Place/London Street Conservation Area Appraisal (2004)

6. APPRAISAL

- 6.1 The application seeks to make some minor layout and external changes to the permitted scheme as described above. An appraisal of how these would impact upon the completed development is made below.

Scale, Appearance and Effect on Heritage Assets

- 6.2 The main building of heritage significance within the site is the curved Victorian frontage building facing Kings Road and High Street and featuring the original “Jacksons Corner” lettering sign. The approved redevelopment of the site with a new build element to the rear retains the existing frontage building with only the necessary repairs to be carried out including replacement of the roofing materials and existing windows.
- 6.3 The timber sash windows across the building frontage are an important part of its historic character and contribute positively to the character of the Conservation Area and as such it was necessary to prevent their loss through a condition requiring their retention.
- 6.4 Condition 15 of the permission states:

15. i) Notwithstanding the drawings hereby approved, no existing timber vertical sliding sash window within the facade fronting High Street and the facade fronting Kings Road shall be removed or altered.

ii) The development hereby approved shall not be commenced until details of secondary glazing units for all windows fronting High Street and fronting Kings Road and details of associated acoustically treated ventilation have been submitted to and approved in writing by the local planning authority. The glazing and ventilation details shall be installed in accordance with the noise attenuation and ventilation specifications recommended within the acoustic assessment (Ref. No. R/PNA/1/160411 by Auricl dated April 2016) submitted with the application.

No dwelling containing a window that is the subject of this condition shall be occupied until the secondary glazing and ventilation has been provided in accordance with the approved details.

- 6.5 All of the windows are to be acoustically treated - the glazing and ventilation measures for which are to be specified in a further acoustic assessment. Due to the structure and depth of the window sills the installation of secondary glazing is

not a realistic option and all windows will therefore have to be removed to be fitted with double glazing and either the same frame replaced in its original position or where necessary, due to the poor condition of some of the original timber frames, entirely replaced with sliding sash windows in the same style.

- 6.6 On this basis the Council's Historic Buildings Consultant is satisfied that the proposals would be acceptable in respect of heritage assets and the appearance of the building. The suggested re-wording of this condition would require a schedule with drawings and/or specifications for each of the windows and whether or which of these are to be entirely replaced to enable the appropriate double glazing and ventilation to be installed, thus ensuring that the original character of the building is retained in full. As such therefore the variation of this condition would be in accordance with Policies CS7 and CS33 of the Core Strategy.

- 6.7 Condition 23 of the permission states:

The existing 'Jacksons Comer' sign identified on approved drawings 130012 002A and 1300 12 003A dated 7.10.16 (and any subsequent replacement drawing approved by the local planning authority), shall be retained and maintained in its current position and form at all times hereafter and shall not be altered.

- 6.8 The south and west elevations have been amended to incorporate a perforated spandrel panel at the top of the window to the commercial frontages on the ground floor. There is no proposal to alter or remove the Jacksons Corner sign and the variation in the condition sought is thus only required to amend the relevant elevation drawing numbers.

Housing Mix

- 6.9 The proposed changes would alter the mix of dwellings to 20 one-bed units (61%) and 13 two-bed units (39%). Policy RC9 sets a guideline mix of a maximum of 40% one bedroom units and thus a minimum of 60% two or more bedroom units (5% of which should be 3 bedrooms). As a result of the fifth floor stair layout reconfiguration and a small increase in the footprint on the north-west corner, the three bedroom unit (Flat 33) would be divided into two one bedroom flats. Whilst the loss of such a large sized unit is regrettable even given its fifth floor position these general proportions in the overall mix were accepted in the approved scheme as many of the flats are converted and designed to fit within the existing internal layout of the building with its irregular spaces and unusual stair arrangements and circulation corridors. The constrained space limited the potential for larger units to be accommodated and the desirability of retaining the historic frontage building with as few internal changes to accord with Policies CS7 and CS33 was considered to outweigh the policy aim of providing a greater proportion of larger units, in this instance.

Residential Amenity (Noise)

- 6.10 The new-build block to the rear of the site would be surrounded by relatively tall buildings, including the retained frontage building in facing High Street/Kings Road. It is considered that environmental noise, including that from the surrounding roads, multi-storey car park and late night town centre activity can be adequately mitigated through the use of double (as opposed to secondary) glazing and suitable ventilation measures as described in 6.5 above.

- 6.11 Condition 18 of the permission states:

No development shall take place until a detailed scheme of sound insulation from

external noise for the buildings in accordance with the glazing and ventilation specifications recommended within the acoustic assessment (Ref. No. R/PNA/1/160411 by Auricl dated April 2016) submitted with the application has been submitted to and been approved in writing by the local planning authority. All works which form part of the approved scheme shall be completed prior to first occupation of the building and shall thereafter be retained in working order.

- 6.12 A variation of this condition to enable a revised acoustic assessment to be submitted for approval is considered appropriate in the circumstances and would ensure that the amenity of future occupiers is protected in accordance with Policies DM4 and CS34.

Transport and Access

- 6.13 Cycle storage for the development as approved was to be located within the new basement and was considered to be a secure and reasonably accessible arrangement given the constraints of the site. The retention of the existing and much smaller basement that is now proposed would therefore require re-locating the cycle storage for the residential occupants to the open first floor courtyard with a separate location for the commercial unit staff in the ground floor.
- 6.14 In this regard, the Council's Transport DC Officer has requested an amended courtyard layout and covered storage facility plus information on how the staff bicycle store would be accessed. The applicant has confirmed that the cycle stands would be accessed from the main entrance, which has security access at all times, by passing through the main fire stairs into the courtyard and located in a dry and protected area.
- 6.15 The Council's Transport Officer has accepted the location for this provision subject to approval of the details of the Sheffield cycle stands (or similar), to be reported in an update to this meeting. Accordingly, this minor change in the layout of the development is considered acceptable and would be in accordance with Policies CS5, CS20, CS24 and DM12.

Environmental Sustainability

- 6.16 Condition 25 of the permission states:

No dwelling within the new-build block at the rear of the site (units 1 & 2, 9 to 12, 19 to 22 and 29 to 33) shall be occupied until written evidence demonstrating that 50% of these dwellings achieve a minimum 19% improvement in emission rate over the target defined under the Building Regulations (Conservation of Fuel and Power) 2013 has been submitted to and approved in writing by the local planning authority.

- 6.17 The variation in the condition sought is necessary only to amend the relevant residential unit numbers in the revised layout described in 2.2 above to ensure continued compliance with Policy CS1 in this regard.

- 6.18 Condition 27 of the permission states:

No dwelling within the new-build block to the rear (units 1 & 2, 9 to 12, 19 to 22 and 29 to 33) shall be occupied until evidence demonstrating that that each dwelling, as built, meets the Lifetime Homes standard, has been submitted to and approved in writing by the Local Planning Authority.

- 6.19 Similarly, the variation in the condition sought is required to amend the

relevant residential unit numbers in the revised layout described in 2.2 above to ensure continued compliance with Policies CS4 and CS5.

xi) Equality

6.20 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 applications) that the protected groups have or will have different needs, experiences, issues and priorities in relation to this particular planning application. Access to all floors for wheelchair users and other disabled or elderly persons would be available direct from the rear access lane via a lift in the first floor entrance lobby.

6.21 In terms of the key equalities protected characteristics it is considered there would be no significant adverse impacts as a result of the development.

Matters Raised in Representation

6.22 None

7. CONCLUSION

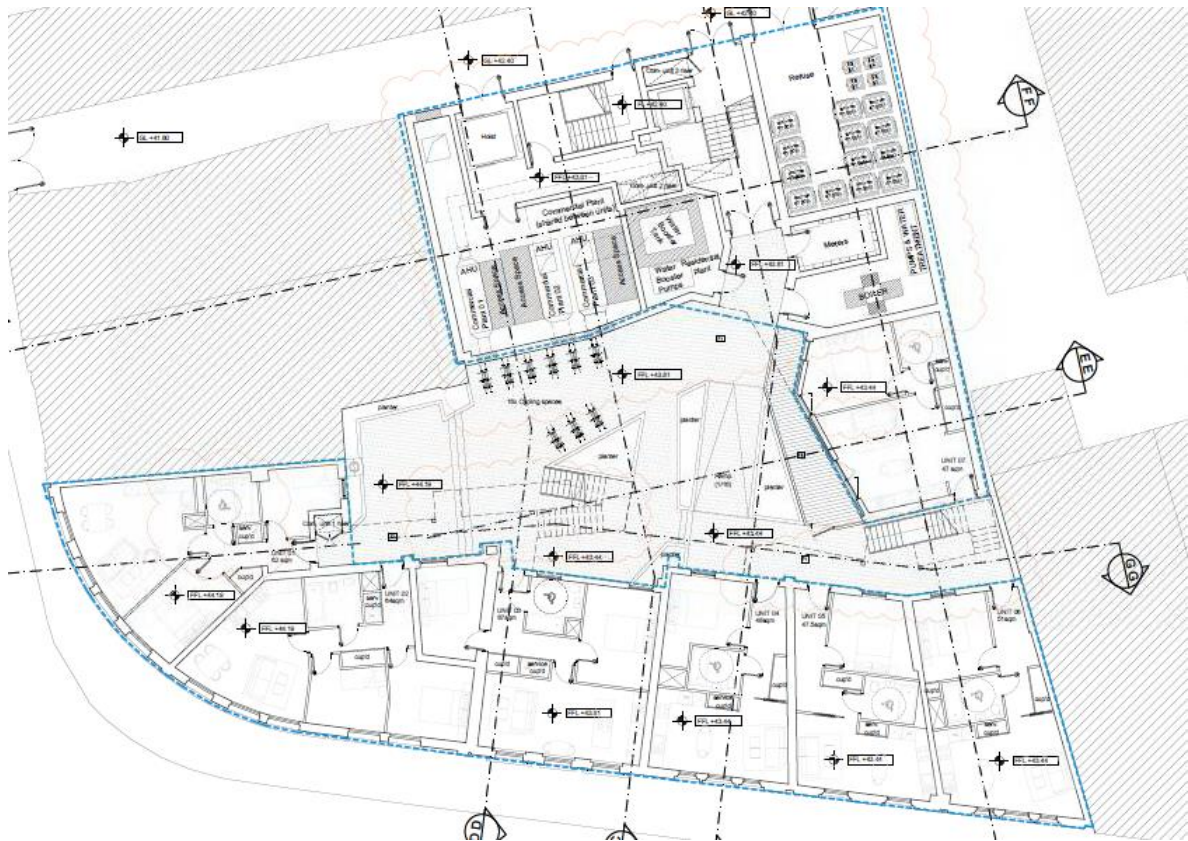
7.1 The proposed minor amendments and variations to the conditions of the development are considered to be acceptable in the context of national and local planning policy and other material considerations as set out in this report. As such the application is recommended for approval, subject to the all of the previous conditions and Informatives under 160849 which remain applicable.

Plans:

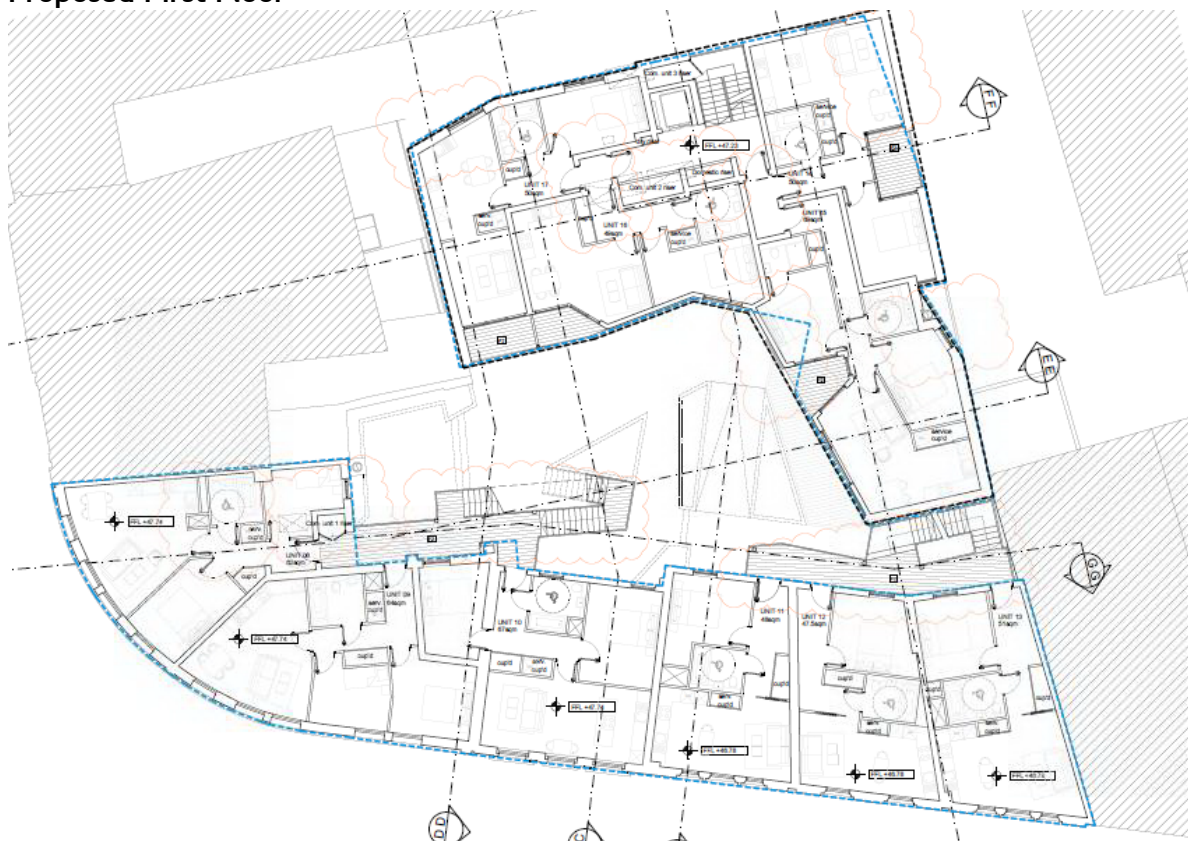
1378 P 100 001 Rev P3 Proposed Ground Floor Plan
1378 P 100 002 Rev P4 Proposed First Floor Plan
1378 P 100 003 Rev P4 Proposed Second Floor Plan
1378 P 100 004 Rev P4 Proposed Third Floor Plan
1378 P 100 005 Rev P3 Proposed Fourth Floor Plan
1378 P 100 006 Rev P4 Proposed Fifth Floor Plan
1378 P 100 007 Rev P4 Proposed Roof Plan
1378 P 100 008 Rev P3 Proposed Basement Plan
1378 P 110 001 Rev P5 Proposed North Elevation
1378 P 110 002 Rev P3 Proposed East Elevation
1378 P 110 003 Rev P4 Proposed South Elevation
1378 P 110 004 Rev P3 Proposed West Elevation
1378 P 120 001 Rev P5 Proposed Section AA
1378 P 120 002 Rev P3 Proposed Section BB
1378 P 120 003 Rev P5 Proposed Section CC
1378 P 120 004 Rev P4 Proposed Section DD
1378 P 120 005 Rev P5 Proposed Section EE
1378 P 120 006 Rev P4 Proposed Section FF
1378 P 120 007 Rev P4 Proposed Section GG

Case Officer: Daniel Murkin

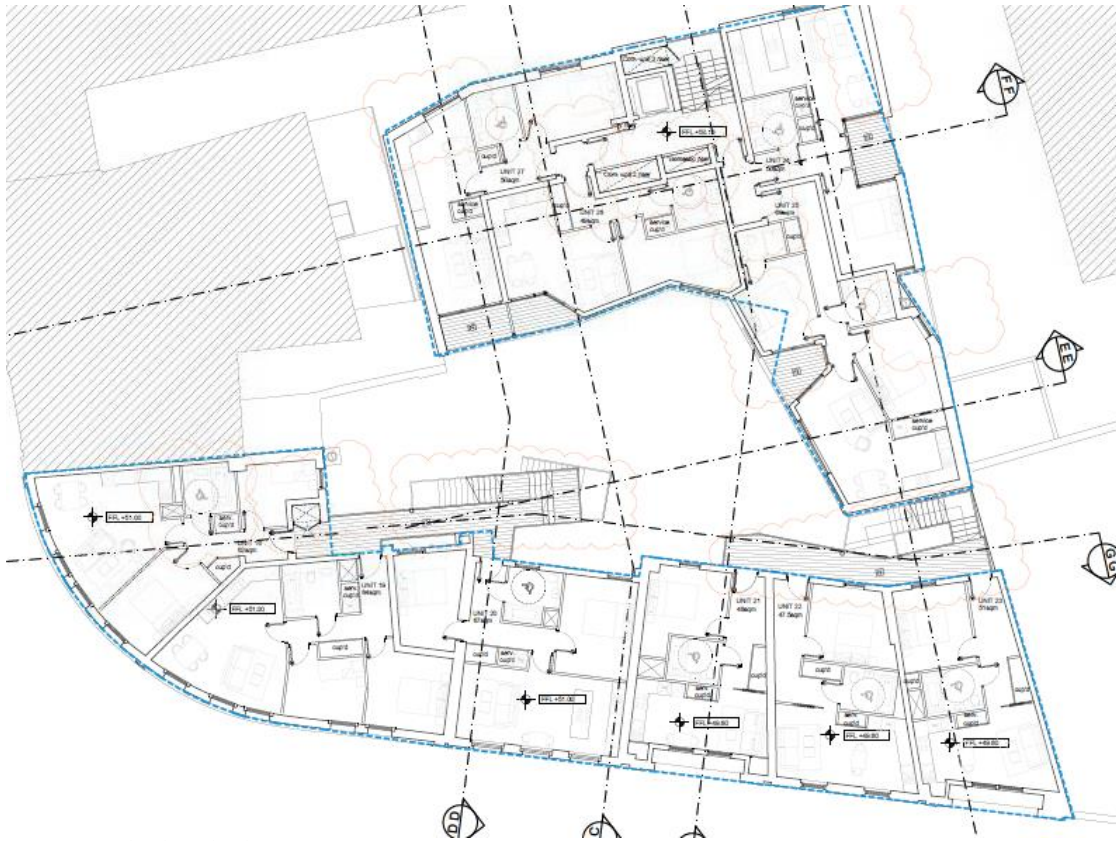




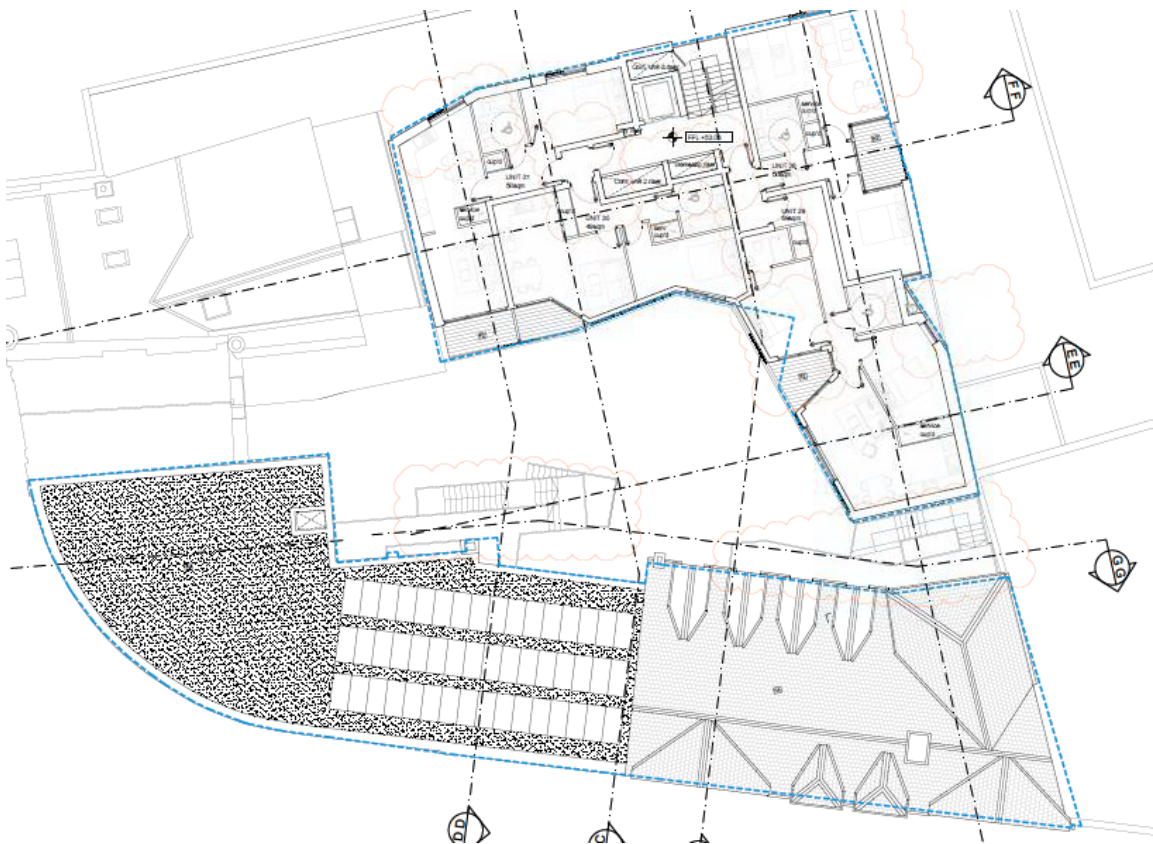
Proposed First Floor



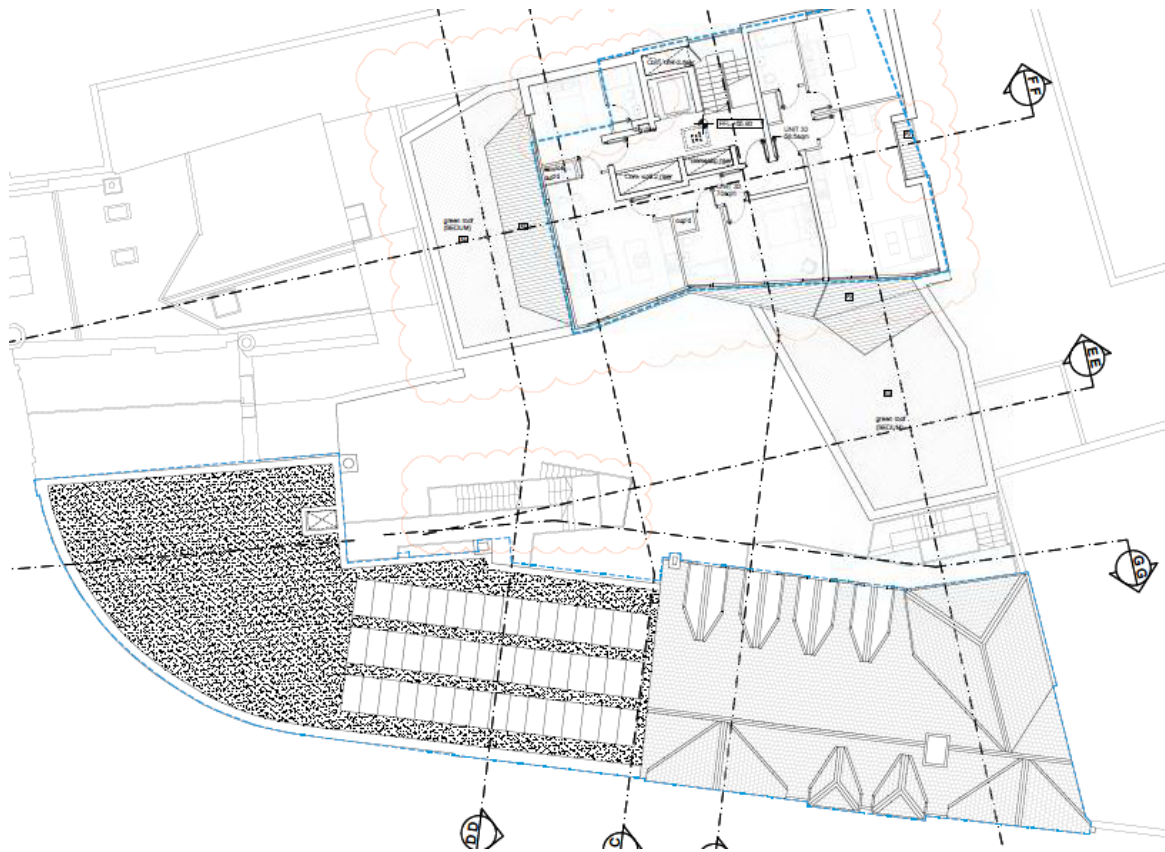
Proposed Second Floor



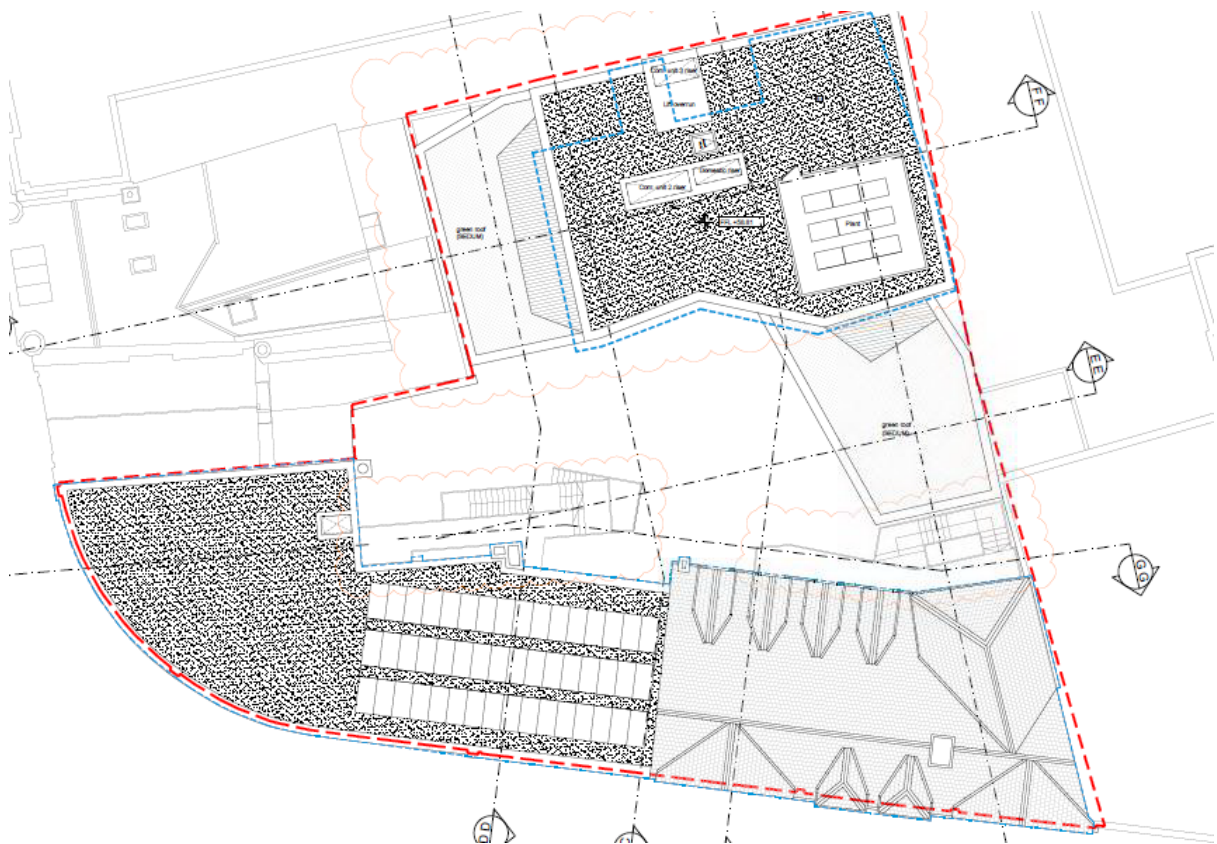
Proposed Third Floor



Proposed Fourth Floor



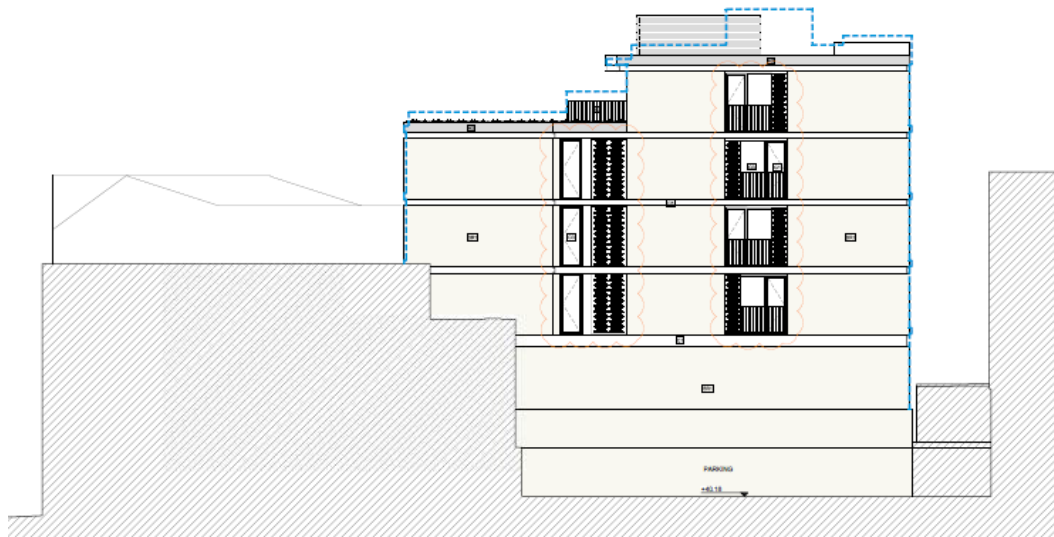
Proposed Fifth Floor



Proposed Roof Plan



Proposed North Elevation



Proposed East Elevation



Proposed South Elevation



Proposed West Elevation

BY THE DIRECTOR OF ENVIRONMENT AND NEIGHBOURHOOD SERVICES READING BOROUGH COUNCIL PLANNING APPLICATIONS COMMITTEE: 7th December 2016	ITEM NO.
--	----------

Ward: Abbey

Application No.: 160849/FUL

Address: E Jackson & Sons Ltd, Jacksons Corner, 1-9 Kings Road, Reading RG1 3AS

Proposal: Preservation of building frontage to 1-9 Kings Road (incl. insertion of 3no. new windows); retention and enlargement of commercial space (ground floor and basement levels) and conversion of upper floors to 18 residential units. Demolition of commercial ancillary accommodation to rear and construction of new five storey residential block of 15 units plus creation of central courtyard.

Applicant: Capita Hall Ltd

Date Valid: 17th May 2016

Application target decision date: 16th August 2016 Extension of time agreed to 31st January 2017

26 week date: 15th November 2016

RECOMMENDATIONS

Subject to receipt of an acceptable proposal for the provision of Affordable Housing, delegate to Head of Planning, Development and Regulatory Services to

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

The legal agreement to secure:

a) Off-site Highway works:

- i) New loading bay outside Jacksons in accordance with approved drawing - use restricted to 1900 to 0700 and 1100 to 1600 hours only (or in accordance with any revision or variation agreed under the Highways Acts). To be provided prior to commencement.
- ii) Relocation of 2 existing bus stops and provision of a third stop installed in accordance with approved drawing (or any revision agreed under the Highways Acts). To be provided prior to first occupation.
- iii) Footway widening in accordance with approved drawings (or any revision agreed under the Highways Acts). To be provided prior to first occupation.
- iv) Additional unrestricted loading bay in Abbey Square and associated relocation of 2 disabled spaces. One way street reversed (or any revision agreed under Highways Acts). To be provided prior to first occupation.

Or

The sum of £68,000 towards the provision of the highway works described above and associated traffic regulation order costs payable prior to commencement and index-linked from the date of permission through a S.278 highways act agreement or in the event of the traffic regulation orders not being progressed the equivalent costs to enable alternative road safety works and loading bays to be investigated and installed by the council

b) An Employment Skills and Training Plan for construction and end user phases in accordance with the Council's SPD, to be submitted and approved at least one month prior to works commencing.

And the following conditions to include:

1. Time Limit - 3 years.
2. Approved drawings.
3. Construction method statement to include highways matters, noise, dust and bonfires control to be submitted prior to commencement.
4. Hours of construction and demolition.
5. Highways improvements to be provided prior to occupation.
6. Provision of secure, lockable cycle parking in accordance with approved plans prior to occupation.
7. Provision of refuse & recycling bin stores in accordance with approved drawings/details of collection agreed prior to occupation.
8. Parking permits - addresses.
9. Parking permits - information.
10. Management of service vehicle deliveries - details prior to occupation.
11. Details of hard and soft landscaping to rear courtyard, to include trees - prior to commencement. Hard surfacing to be designed using suds principles. Provision prior to end of first available planting season following first occupation.
12. Submission of landscaping maintenance details - replacement of any failed planting within 5 years.
13. Details of boundary treatments (including gates) to be submitted prior to commencement.
14. Details of biodiversity enhancements, including bird nesting opportunities within buildings prior to commencement.
15. Implementation of archaeological works in accordance with written scheme of investigation to be submitted prior to commencement.
16. Retention of all existing sash windows fronting high street/kings road and submission of details of secondary glazing prior to commencement (performance to be in accordance with submitted noise assessment).
17. Details of sound insulation between ground and first floor to be submitted.
18. No external mechanical plant other than in accordance with a BS4142 noise assessment to be submitted and approved prior to installation.
19. Sound insulation from external noise - in accordance with submitted noise assessment.
20. Details of odour assessment/management plan (ref. DEFRA 2005) to be submitted.
21. Mechanical ventilation units to road frontage - in accordance with air quality assessment submitted
22. Details and samples of all materials to be used externally. Prior to commencement.
23. Scheme for assessment, dismantling and transfer of stable block roof timbers to allow for re-location where appropriate prior to demolition.
24. Retention of Jacksons corner sign.
25. Active ground floor frontage to be maintained on High Street and Kings Road.
26. Submission of written evidence demonstrating that 50% of new build dwellings achieve minimum 19% improvement in emission rate over target defined under Building Regulations (Conservation of Fuel and Power 2013) prior to occupation.
27. Submission of final BREEAM domestic refurbishment certificate for all dwellings created within existing retained buildings (conversion) confirming at least 50% compliance with the 'excellent' standard with the remainder achieving 'very good'; or all units achieve very good with a minimum score of 62.5 points. Prior to occupation.
28. Submission of evidence that all new-build dwellings meet lifetime homes standards prior to occupation.
29. Construction, ventilation and heating to be in accordance with submitted energy

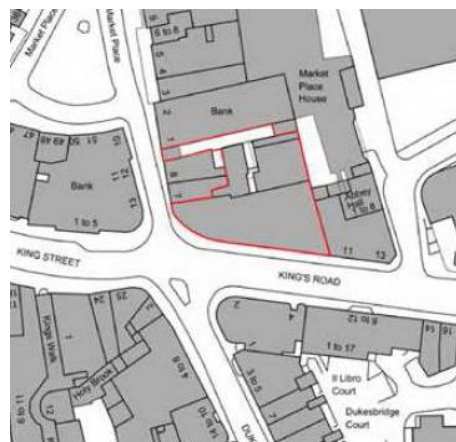
statement.

Informatives to include:

1. Positive and Proactive Statement
2. The applicant is advised that an application for building regulations approval will be required.
3. A Section 106 Agreement relates to this permission.
4. Control of nuisance during construction (S.61 of Control of Pollution Act 1974).
5. Parking Permit Informative.
6. Works affecting the Highway.

1. INTRODUCTION

- 1.1 The site is prominently located at the corner of Kings Road and High Street to the eastern end of the main shopping area. The site is currently only partly occupied at ground floor in a variety of temporary retail uses with the remainder of the building vacant following the closure of the Jacksons department store in 2014.
- 1.2 The buildings within the site fall into two parts. The main Victorian building forms a continuous curved frontage to the edge of the highway and there is a collection of ancillary buildings to the rear of varying age, including an historic former stable and a four storey 1930s warehouse. These buildings link into the main building and served various storage, back of house and retail functions associated with the former department store.
- 1.3 The buildings within the site are not listed but the main frontage building is identified as a building of townscape merit in the Market Place/London Street Conservation Area Appraisal and is considered to be a 'non-designated heritage asset' for planning purposes. Nos. 7 and 8 High Street (Lloyds Bank - now closed) and Nos. 1 and 2 Market Place, adjacent the site are Grade II listed, as are buildings opposite the site to the west within the block containing Nos. 1-5 King Street (the former Barclays Bank).
- 1.4 Pedestrian access to the site is via the main Kings Road and High Street frontages. A narrow vehicular access exists from High Street, which is shared with the adjoining bank.



- 1.5 The site is within Flood Zone 1 (lowest risk).

- 1.6 This application is being referred to Planning Application Committee as it falls within the Major category.



Front Elevation to High Street and Kings Road

2. PROPOSALS

- 2.1 Full planning permission is sought for the change of use of the three upper floors of the existing frontage building to form residential units comprising 9 one-bedroom and 9 two-bedroom flats.
- 2.2 The existing commercial use of the ground and basement levels would be retained and the ground floor at street level subdivided to form three restaurant units.
- 2.3 In addition it is proposed to demolish the existing ancillary buildings to the rear and construct a new five storey residential block in approximately the same location as the existing four storey warehouse comprising 10 one-bedroom, 4 two-bedroom flats and 1 three-bedroom flat. This would be finished externally in Reading Silver Grey brick with aluminium frame windows, steel balustrades and metal folding screens with expressed concrete frames and steel upstands.
- 2.4 A raised landscaped central courtyard is proposed at first floor level directly above the ground floor of the retail units, the roof of which would extend rearwards at approximately half a storey higher than the level of the rear access lane.
- 2.5 A cycle storage facility for residents and separate refuse and recycling bin storage units are proposed within the basement. The bins would be transferred by lift to the rear lane for weekly collection.
- 2.6 The proposals have been amended on the advice of officers involving a reduction in the total number of units by deletion of a sixth floor element (as originally

proposed) within the rear block to that described above in order to improve the impact on the Conservation Area.

3. PLANNING HISTORY

- 3.1 131541/PRE - Pre-application advice for conversion of first, second and third floors to residential units. Possible restaurant use on ground floor. Demolish rear 1936 building and ancillary retail areas and storage. Create new storage and retail space at lower ground level with open courtyard above: Construct new residential block: Provide turning area and refuse storage area.
OBSERVATIONS SENT June 2014.

141713/FUL - Preservation of frontage building 1-9, Kings Road, retention of commercial space on the ground floor and basement levels, conversion of upper areas to 18 residential units. Demolition of commercial ancillary accommodation to rear and construction of new residential block of 11 units. Creation of central courtyard (Amended description).
GRANTED (SUBJECT TO S106 AGREEMENT) 30 March 2015

4. CONSULTATIONS

4.1 Statutory:

None

4.2 Non-Statutory:

RBC Transport Strategy:

No objection subject to securing the highway improvements and conditions to enable the Council to prohibit residents parking permits, to secure a construction method statement and details of management of deliveries to the site. Makes the following comments:

The site is a well-known icon within Reading and is located at the junction of High Street and Kings Road. Along the Kings Road frontage there are 2 bus stops which serve several premier routes to the east of the town. At peak periods significant pedestrian congestion occurs on the pavement and the embarking of passengers to several buses arriving at the same time can result in buses backing up back through the junction. There are no loading facilities on street, but a narrow access from the High Street provides access to a rear delivery area, which is only suitable for transit vans or small boxed delivery vehicles.

The site has planning permission no.141713, approved on the 30th March 2015. As part of this extant consent, the following highways matters were agreed with Transport Officers and representatives of Reading Buses:

- i. New Loading bay outside Jacksons but restricted to 19.00 to 7.00 and 11.00 to 16.00 only
- ii. The existing 2 stops moved eastwards but a third stop installed outside the library providing extra capacity
- iii. Footway outside Jackson's and adjacent to bus stops widened by an additional metres to accommodate pedestrian flows and people waiting for buses.
- iv. Additional unrestricted loading bay in Abbey Square, which will require 2 disabled spaces being relocated and the one way street reversed given the bus stops either side of the junction on Kings Road will restrict

visibility if vehicles were exiting as existing.

The proposed servicing arrangements are identical to the agreed servicing arrangements for the previous application. The full servicing arrangements are shown on drawing ITL11250-SK-001 included in **Appendix E** of the Transport Statement. These proposals will significantly improve the bus and pedestrian provision in the area while assisting the applicant with an on street delivery area.

These works will be subject to a section 106 / 278 agreement. However the proposed works will require Traffic Regulation Orders (TROs) which will require approval by the Traffic Management Sub Committee (TSUB) and will be subject to statutory consultation. Given TRO's are under separate legislation to the Planning Act there is possibility they may not be approved. In the event that a TRO cannot be secured, the applicant has indicated they would be prepared to pay a contribution (equivalent to the cost of the above works) in lieu of the works. (Para. 4.8.3 of Transport Statement).

The residential element of the proposal is expected to generate a total of 18 two-way person trips in the morning peak hours and a total of 22 two-way person trips during the evening peak hours. The retail element of the proposal is not expected to generate any new trips. The main reason is that the majority of trips will be linked as part of the working day or general visits to the town centre retail area or at weekends as part of retail trips to the town centre. As such the primary destination is the town centre as a whole and not a specific shop.

The flats will have communal bins for recycling and general waste collection. Bins are to be stored in the basement and brought to the surface using a goods lift. It is stated that bins will be wheeled to the kerb side on collection days via the alley to the north of the site. However, the surrounding footways are unsuitable for bins to be left out for collection. Therefore, it was agreed (by RBC Waste Services) under the previous application that bins are to be presented in the alley on their collection day and waste operatives will collect and return the bins from this collection point. However, this can be dealt with by condition.

Cycle parking is to be provided in accordance with the Council's adopted Parking Standards and Design SPD. The cycle parking spaces will be provided in secure storage in the basement of the site which will be accessed via lift. The lift is accessed directly via the alley to the north of the site.

A Construction Method Statement will be required given the town centre location and the significant remodeling of the site proposed within this application. A Framework Construction Method Statement has been submitted with the planning application which provides an overall summary of the proposals and approach to the management and construction of the project. However, the full construction details cannot be confirmed until a contractor is appointed. The proposed work should be in accordance with the Borough's Guidance Notes for Activities on the Public Highway. The Construction Method Statement will not be approved until all details regarding the management and construction of the project is submitted to and agreed by the Local Highway Authority. However, it is common that a Construction Method Statement is conditioned and determined separately from the planning application.

RBC Conservation Consultant

Objection (to the plans as originally submitted) - recommends removal of the sixth storey element of the development with the following comments:

The proposed level of extension to the rear of the property is considered excessive and out of scale. The proposal would not therefore achieve the requirement to preserve or enhance the character or appearance of the Conservation Area or preserve the settings of the adjacent Listed Buildings or Scheduled Monument.

The proposed works follow the consented scheme in proposing the conversion of the upper storeys of the frontage buildings to residential accommodation, above commercial units at ground floor and the demolition of a series of ancillary structures to the rear. However, the proposed scheme departs from the consented scheme in the siting, scale, height, materials and detailing of the proposed residential block.

The amended scheme differs principally in the addition of two extra floors (6 storeys) to the rear of the site, abutting Abbey Square. Whilst the floors are set back to the rear of the development and the sixth floor is diminished, the proposed additional residential storeys would result in changes to views within the Conservation Area and views into the Conservation Area. In particular there would be an additional visual impact within the Conservation Area from the west of Kings Road and potentially from Market Square as well as potential to dominate the setting of the adjacent two listed buildings at No.7 and 8 High Street.

In addition there would be an adverse impact on views towards the Conservation Area from Abbey Square affecting the setting of Reading Abbey Scheduled Monument. It is considered that the proposed height of the development would be out-of-scale with the predominant heights of appropriate buildings in the Conservation Area and would therefore have a detrimental effect on the character and appearance of the Conservation Area.

AMENDED PLANS (received 12th October) - considers acceptable on the basis of the amended drawings deleting sixth floor.

RBC Environmental Health - Environmental Protection

No objection subject to conditions and makes the following comments:

The noise assessment submitted 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 (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.

The noise assessment recommends acoustic insulation measures between the ground floor commercial properties from the residential properties above "The floor is to consist of a 250mm thick dense concrete slab (2,300kg/m³), plus residential floor finishes above and tenant's decorative ceiling below." The assessment states that for some types of restaurant usage this will be sufficient but that for other types, it will not and it recommends a clause in the tenancy agreement that requires the tenant to undertake an analysis and determine whether upgrades to the insulation are required when they move in (as part of the planning consent?). If not, then recommend that further details are submitted via a planning condition demonstrating that the sound insulation will be sufficient for the majority of typical uses on the ground floor.

In either case, a condition is recommended requiring that further details are submitted regarding the proposed insulation between the ground and first floor as

the information in the noise assessment regarding the required floor construction are not sufficiently detailed.

There will be various items of mechanical plant as part of the development but the design detail is not available at this stage. Therefore a condition is recommended to require submission of further assessment once the details are available. The noise assessment proposes a plant noise rating limit of 30 dB. This does not meet our usual criteria of 10 dB below background, however in this case due to a low background noise level this is likely to be acceptable.

In addition to concerns about noise, cooking odour is often a significant problem in commercial kitchens and therefore the applicants must provide an assessment of the likelihood of odours based on the proposed cuisine and a statement of how the proposals will ensure that odour nuisance will be prevented. Reference must be made to the Defra Guidance on the Control of Odour and Noise from Commercial Kitchen Exhaust Systems (January 2005). A condition is recommended.

The air quality assessment by XCO2 energy (May 2016) recommends that mechanical ventilation heat recovery units are installed in the residential properties on the road frontage due to likely exceedance of air quality objectives. This should be required by condition.

The assessment also proposes a number of measures to control dust during construction. This should also be required by condition.

We 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.

The developer is recommended to apply for consent under section 61 of The Control of Pollution Act 1974 in order to agree measures to control noise from the construction works.

RBC Environmental Health - Private Sector Housing

It is likely that the works set out in this application will also require approval from the Council's building control office to ensure compliance with any relevant building regulations. It is therefore assumed that concerns about fire safety, means of escape, ventilation and sound insulation will be reviewed and addressed by building control if works proceed.

The following proposed dwellings have escape routes from bedrooms that pass through risk areas for fire (lounges either with kitchenettes or otherwise) or through areas are not separated from risk areas for fire:- Flats 34, 29, 19, 23, 26, 27, 28, 9, 13, 16, 17, 18, 3, 6, 7 and 8. At second floor level and above, I do not consider that the use of escape windows would be a viable alternative. Therefore, the proposed layouts need to be changed or other fire safety precautions taken that will meet the current building regulations. The use of escape windows may be suitable at first floor level, though it should be borne in mind that, depending on the extent of any work necessary, this may impact upon the external appearance of the building.

Berkshire Archaeology

Recommends a condition requiring approval of a written scheme of archaeological investigation with the following comments:

As previously advised with application 141713 the site is located within in an area of significant archaeological potential, situated just outside the Abbey Precinct and within the medieval town. There are numerous entries on the Historic Environment Records within the vicinity of the site, including the discovery of rare Saxon deposits recorded during a watching brief at Forbury House, Forbury Square immediately to the north east of the site.

Much of the proposal will not have any archaeological issues, however, as with the previous application, a new building to the rear is proposed and the current application includes a new basement area. The existing buildings to the rear are likely to have had some impact already but there remains the potential for the construction of the new building to disturb and remove archaeological remains within this area of the site.

Information from geotechnical investigations can provide useful information on the level of previous disturbance and it would be useful for an archaeologist to be present during any planned geotechnical work. In addition I would recommend that during demolition of the existing buildings an archaeological watching brief is carried out during the removal of any below ground foundations/structures. In order to assess the potential for archaeological remains to be impacted by the new building I recommend that following demolition trial trenching is carried out within the areas of new impact.

RBC Waste Operations

No comments received but no objection under previous proposal (Ref. 141713) to residential waste being presented in the access passage off High Street to the north of the site for collection. The proposed loading bay to the front is considered to be appropriate for commercial waste collection.

RBC Access Officer

Has made the following comments:

Notes that some of the units are to be Lifetime Homes Standard and would welcome access for wheelchair users.

No parking spaces are to be included, but because some of the units are to be Lifetime Homes Standard it might be wise to have something in terms of a parking space for at least one disabled driver. There are on-street disabled parking spaces nearby but they are obviously not meant to be used long-term and obviously they cannot be designated to one person.

Asks if the “lane” for pedestrian access is, or will be, suitable for wheelchair users.

RBC Corporate Asset & Development Manager

Has reviewed the Viability Assessment submitted (as amended) in lieu of affordable housing contribution on policy shortfall and agreed in principle with the applicant to a payment mechanism to be stated in the Section 106 agreement. This would be

on the basis that the Council shares an equal £1 for £1 basis any saving on construction costs below the current estimate (ie. construction costs only are assessed) or on the same equal basis for any profit made in excess of the current estimated developers return. All variables to be assessed on a total scheme and open book basis.

Reading Chamber of Industry & Commerce

Has reviewed the plans and broadly welcomes them, noting the provision of additional residential space and an expanded commercial area, which they anticipate will drive footfall to the eastern end of the town centre.

Welcome the opportunity to work with the new developers if they choose to implement an employment and skills plan as required by the SPD (though they may prefer, in line with the previous developer's planning condition, to make a financial contribution in lieu of a plan).

Thames Valley Police

No comments.

ix) Public Consultation

- 4.3 Notification letters were sent to the following properties adjoining or nearby the site: Flats 1-17 Il-Libro Court, Kings Road; Nos. 2 & 4-8 Duke Street; All Floors Dukesbridge Chambers, No. 1 Duke Street; Nos. 7, 8 and Flats 1-5, No. 8a High Street; No. 25 King Street; Nos. 6, 8, 10, 11 & 13 Kings Road; and Nos. 1-8 Abbey Hall, Abbey Square.
- 4.4 A site notice was displayed on the corner of High Street and Kings Road adjacent to the site on 8th June 2016.
- 4.5 No responses or other representations 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 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:

National:

National Planning Policy Framework
National Planning Policy Guidance

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 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
CS29	Provision of Open Space
CS32	Impacts on Community Facilities
CS33	Protection and Enhancement of the Historic Environment
CS34	Pollution and Water Resources
CS35	Flooding
CS36	Biodiversity and Geology

Reading Borough Local Development Framework - Adopted Sites and Detailed Policies Document 2012 (Altered 2015)

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
DM19	Air Quality

Reading Central Area Action Plan (2009)

RC5	Design in the Centre
RC6	Definition of the Centre
RC9	Living in the Centre
RC10	Active Frontages

Reading Borough Council Supplementary Planning Documents

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

Other relevant documentation

Market Place/London Street Conservation Area Appraisal (2004)

6. APPRAISAL

i) Use

- 6.1 The site is in predominantly retail use with flats on the first, second and third floors of numbers 5-9 King's Road. The site lies within the identified Primary Shopping Area and Office Core of the Reading Central Area Action Plan and both street frontages are identified as active frontage. The uses being proposed for the site, retail on ground floor, and residential above and to the rear of the site, are acceptable town centre uses in principle, subject to other Development Plan Policies.
- 6.2 The revised proposal involves a total number of 33 flats proposed with a mix of 19 one-bed units (57.6%) 13 two-bed units (39.4%) and 1 three-bed unit. Policy RC9 sets a guideline mix of a minimum of 60% two bedroom units. In this particular instance it is apparent from the submitted plans that the proposed flats have been designed to fit within the existing internal layout of the building. The irregularly shaped spaces within the building and the unusual stair arrangements, together with the need to accommodate circulation corridors results in a somewhat constrained space that limits the potential for larger units to be accommodated. It is considered that the desirability of retaining the historic frontage building with as few changes as possible should outweigh the policy aim of providing a greater proportion of larger units, in this instance, in accordance with Policies CS7 and CS33.

ii) Scale, Appearance and Effect on Heritage Assets

- 6.3 The main buildings of heritage significance within the site are considered to be the Victorian frontage building and the small 18th century stable block to the rear.
- 6.4 The proposals retain the existing frontage building with very few changes, other than a new slate roof covering to pitched roofs and replacement flat roofs where these occur and have failed. An extension is proposed behind an existing parapet to form a new flat, with the only changes visible from outside the site being the insertion of three new window openings within the parapet. It is considered that these changes would preserve the heritage asset and would have minimal effect on the character or appearance of the conservation area, including views within and around the conservation area. It is considered that the setting of nearby listed buildings would not be harmed.
- 6.5 The proposals involve the retention of the Jacksons Corner sign, which is considered to be part of the historic significance of the building and a local landmark. A condition is recommended to secure its retention.
- 6.6 The timber sash windows forming part of the frontage building are an important part of its historic character and contribute positively to the character of the Conservation Area. However, their loss would not be controllable in a conservation area and therefore a condition requiring their retention is recommended.
- 6.7 The proposals would maintain retail shopfronts at ground floor level and this would ensure that the existing retail character of the building continued. The site is within a defined 'Active Frontage' on the Proposals Map and a condition requiring views into the building to be maintained through the display windows is recommended, in accordance with Policy RC10.
- 6.8 Buildings to the rear of the main frontage building are more modern ancillary buildings, including a 1930's warehouse and an arrangement of other smaller buildings and structures. These buildings are not readily visible from outside the site, being screened by larger buildings around. It is considered that they are of

little historic interest and do not contribute significantly to the character or appearance of the conservation area or the setting of nearby listed buildings. Their demolition is therefore considered to be acceptable.

- 6.9 Whilst most buildings to the rear are 20th Century, the exception is a double pitched roof structure, of what is probably a small two-bay carriage and horse stable, with hay loft and possibly sleeping accommodation for a groom above, which is of late C18th construction and unusual to have survived in an urban area. Most of the walls of the building have been removed as it became integrated within the wider complex of buildings, however much of the roof structure appears to remain. Conservation advice received is that this roof is likely to be of historic significance. It is therefore recommended that a condition be imposed requiring a scheme to be submitted and implemented to allow further investigation and where appropriate to allow the relocation of the timbers off-site.
- 6.10 The proposed new five storey building to the rear would be taller but similar in footprint and position to the existing four storey warehouse building to be demolished. With the exception of the main frontage building, the proposed new building would be surrounded by modern extensions to the rear of older buildings in High Street and Abbey Square including a tiered car park structure, which are of little architectural merit. It is considered that the proposed scale and layout would be appropriate in this context and the simple detailing of the proposal, its contemporary style and its visually discreet location would preserve the character and appearance of the conservation area and would have little impact or change in respect of the setting of listed buildings. In particular, the reduction in overall height would be less dominant when viewed from Abbey Square but not visible at all from street level to the south or west within the Conservation Area in Kings Road, High Street or Market Place.
- 6.11 On this basis it is considered that the proposals would be acceptable in respect of heritage assets and the appearance of the public realm and would therefore be in accordance with Policies CS7 and CS33 of the Core Strategy.

iii) Transport and Access

- 6.12 As referred to in Section 4 above, the absence of parking within the proposals is considered to be acceptable on Highway grounds on the basis that the residential occupiers would not be entitled to on-street parking permits. Traffic generated by the proposed reconfigured retail and new dwellings has been assessed as being less than that which can be reasonably associated with the existing retail use of the site as a department store and is therefore considered to be acceptable on this basis (see section 4 above).
- 6.13 The existing narrow alleyway access to the site from High Street is proposed to be re-used to serve the new development, together with a collection of off-site highway works to allow the provision of a new loading bay to serve the retail units. The applicant has indicated that they will undertake these works at their own cost subject to Section 106/278 agreements. The works will require Traffic Regulation Orders (TROs) which will require approval by the Council's Traffic Management Sub Committee and will be subject to statutory consultation. In the event that the TROs are not approved, the applicant has agreed to pay a contribution in lieu of the works to enable an alternative approach to providing the necessary improvements to be secured.
- 6.14 The collection of waste from alleyway access would involve a large waste collection vehicle stopping in the narrow section of carriageway in High Street, blocking access for buses and other road users. The proposed loading bay is in excess of the

carrying distance from the bin store for Council collections. In order to remedy this it is recommended that a private waste collection service be secured through the S106 agreement to provide for collections either from the alleyway (using a smaller vehicle) or from the loading bay (private collections are not limited by the distance).

- 6.15 Cycle storage is proposed in the basement, which is considered to be a secure and reasonably accessible arrangement given the constraints of the site and the need to retain the frontage building.
- 6.16 As set out in section 4 above, the servicing arrangements for the commercial units would be acceptable on the basis that a new loading bay is to be provided to the front of the site. Secondary service access to all three units is also proposed at the rear of the ground floor adjacent to the bin stores.
- 6.17 The proposed commercial units would maintain level access from street level each via a set of double doors, which is considered to be suitable mitigation allowing access to all areas of the shop floor. Future retailers can opt to further improve this as necessary.
- 6.18 It is considered that the proposals are acceptable in respect of highway safety, vehicle parking, servicing and accessibility in accordance with Policies CS5, CS20, CS24 and DM12.

iv) Residential Amenity

- 6.19 The proposed new-build block to the rear of the site is surrounded by relatively tall buildings, including the main frontage building to the south thus outlook and daylight received is compromised to some extent by this situation. The revised scheme has introduced an outlook for all the flats towards the inner courtyard on all levels (1st to 5th Floors). It is also considered that this would maximise the natural daylight received by increasing the number of windows per flat and allowing for a dual aspect to many of the units. The proposals would thus provide an adequate living environment in terms of daylight and outlook within this intensively developed urban context and any remaining concerns over daylight and outlook are outweighed by the key heritage benefits of securing the future of the main frontage building.
- 6.20 The proposals would involve a degree of overlooking between windows serving rooms in the new-build and rooms in the converted main block at closer than the 20 metre separating distance referred to in Policy DM4. As with daylight and outlook referred to above, it is considered that a degree of flexibility is appropriate in this context to allow the retention of the main building and to ensure that efficient use is made of this previously-developed site. The potential for overlooking of the serviced apartments to the east of the site (at a distance of less than 10 metres) is kept to a minimum on the flank elevation which contains only one habitable room opening towards the rear of the site. This is not considered to be harmful in this instance given the oblique viewing angle and lower sensitivity of this type of short-term residential use compared to that of a dwelling.
- 6.21 The proposed courtyard would offer a limited amount of outdoor space to serve the development but is nonetheless considered an attractive feature of the development that would be used and valued by residents and is acceptable given the town centre context in accordance with Policy DM10.
- 6.22 It is considered that environmental noise, including that from the surrounding roads, multi-storey car park and late night town centre activity can be adequately

mitigated through the use of secondary glazing and suitable ventilation as referred to in section 4 above. A condition securing this is recommended.

- 6.23 On this basis it is considered that the proposals would be acceptable in respect of the amenity of future occupiers and also the effects of the development on the amenity of surrounding uses, in accordance with Policies DM4 and CS34.

v) Landscaping

- 6.24 It is considered that suitable landscaping can be provided within the site based on the submitted site layout and indicative landscaping shown on the drawings. There are opportunities to provide trees and shrubs within planters within the proposed communal courtyard between the two blocks. It is considered that this opportunity for planting would improve the amenity of future occupiers and enhance the appearance of the conservation area, albeit to a limited extent due to restricted views into the site. It is considered that the landscaping aspects of the proposal are in accordance with Policies CS7, CS33 and DM18.

vi) Ecology

- 6.25 The proposed development is in a densely urban environment with minimal potential for bat foraging. It is considered that the building has a low potential as a habitat for bats or other protected species.
- 6.26 There are opportunities within the site to provide bird nesting boxes and other ecological enhancements and these are recommended to be secured by condition, in accordance with Policy CS36 of the Reading Borough LDF Core Strategy 2008.

vii) Environmental Sustainability

- 6.27 The applicant has confirmed that at 50% of the new-build flats will meet Level 4 of the Code for Sustainable Homes with the remainder achieving Level 3. The BREEAM Domestic Refurbishment standard will apply to the conversion units and the applicant confirms that half of these will achieve the 'Excellent' standard with the remainder achieving 'Very Good'.
- 6.28 It is considered that the proposals would comply with Policy CS1 and a condition is recommended to secure these standards on this basis.

viii) Archaeology

- 6.29 The site is within an Area of Archaeological Potential with potential interest including the nearby Reading Abbey. It is considered necessary and reasonable, based on the advice of Berkshire Archaeology, to include a condition requiring further archaeological investigation prior to works commencing.

ix) Affordable Housing

- 6.30 Revised Core Strategy Policy CS16 (adopted 2015) requires 30% of the dwellings to be provided as Affordable Housing, but acknowledges the possible need to reduce this figure depending on the financial viability circumstances of the particular site and proposal. The proposal is to provide 7 no. (21% of the total) affordable housing units within the development.

- 6.31 In lieu of a contribution on the shortfall therefore the applicant has submitted a Viability Assessment in lieu of affordable housing contribution on policy shortfall which has been the subject of ongoing discussions with the Council's Valuer (the Corporate Asset & Development Manager). Following review it has been agreed

in principle with the applicant to a payment mechanism to be stated in the Section 106 agreement. This would be based on an equal share by the Council of any costs savings or profits made in excess of the current estimated developers return with all variables to be assessed on a total scheme and open book basis.

- 6.32 The recommendation to grant planning permission reflects the outcome of these negotiations and an appropriate Affordable Housing provision being secured. This will be further reported to Planning Applications Committee in an Update Report as necessary.

x) Infrastructure Provision (Section 106 and Community Infrastructure Levy)

- 6.33 The proposal would have an impact on Leisure and Open Space and Education infrastructure and in order to comply with the Revised Supplementary Planning Document on Planning Obligations under S106 and Policies DM3, CS9, CS29 and CS32 under the terms of the previous permission (141713) the following requirements had to be met:

Open Space, Sport & Recreation and Education

- 6.34 £60,900 was required towards leisure infrastructure (as set out in the Thames Parks Plan) or for improvements within the Abbey Quarter (Forbury Gardens/Chestnut Walk/Abbey Ruins) to ensure that sufficient facilities are provided within these areas of open space to cater for the increase in the number of residents that are likely to use the parks as a result of the development. Similarly £30,741 was required towards education infrastructure which would contribute towards infrastructure provision within the east education area of the Borough and particularly that associated with the expansion of primary schools as identified by the Council's Education service, and the future provision of an additional secondary school to meet the demand for places.
- 6.35 Since that permission was granted, this Council has introduced CIL payments (replacing S106 contributions) to ensure that such demands on infrastructure are mitigated. It is considered by the Council that this level of contribution would be achieved under the CIL Regulations.

Transport

- 6.36 It is considered that the off-site highway works (or £68,000 equivalent payment) would satisfy the CIL Regulations in that it would be:
- a) 'Necessary to make development acceptable in planning terms'. The proposed improved retail arrangements and the limited servicing from the rear results in a need for an on-street loading bay to the front. The bay is also necessary to enable residential refuse collection to be safely carried out without obstructing the highway. The widened pavement, and new bus stop arrangement is necessary to mitigate the impact of the new loading bay and maintain pedestrian access/safety.
 - b) 'Directly related to the development'. The loading bay and associated highway works are only required because of the additional servicing needs of the proposed development.

- c) 'Fairly and reasonably related in scale and kind to the development'. It is considered that the proposed loading bay is a proportionate response to the additional servicing needs of the retail unit and the amount sought is a reasonable equivalent cost should the Council be required to provide the works on behalf of the developer.

xi) Equality

- 6.37 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 applications) that the protected groups have or will have different needs, experiences, issues and priorities in relation to this particular planning application. Access to all floors for wheelchair users and other disabled or elderly persons would be available direct from the rear access lane via a lift in the first floor entrance lobby.
- 6.38 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 proposed development is considered to be acceptable in the context of national and local planning policy and other material considerations as set out in this report. As such the application is recommended for approval, subject to the agreed affordable housing payment mechanism described above and the completion of the S106 legal agreement.

Drawings:

1300 11 001 Existing Basement Plan
1300 11 002 Existing Ground Floor Plan
1300 11 003 Existing Upper Ground Floor Plan
1300 11 004 Existing First Floor Plan
1300 11 005 Existing Second Floor Plan
1300 11 006 Existing Third Floor Plan
1300 11 007 Existing Roof Plan
1300 11 008 Proposed Basement Plan
1300 11 009 Proposed Ground Floor Plan
1300 11 010 Proposed First Floor Plan
1300 11 011 Proposed Second Floor Plan
1300 11 012 Proposed Third Floor Plan
1300 11 013 Proposed Fourth Floor Plan
1300 13 004 Existing & Proposed Section 7
Received on 6th May 2016

1300 10 001A Existing & Proposed Site Plans
1300 11 014A Proposed Fifth Floor Plan
1300 11 015 Proposed Roof Plan
1300 12 001A Proposed North & East Elevations
1300 12 002A Existing & Proposed South Elevation
1300 12 003A Existing & Proposed West Elevation
1300 13 001A Proposed Sections 1 & 2

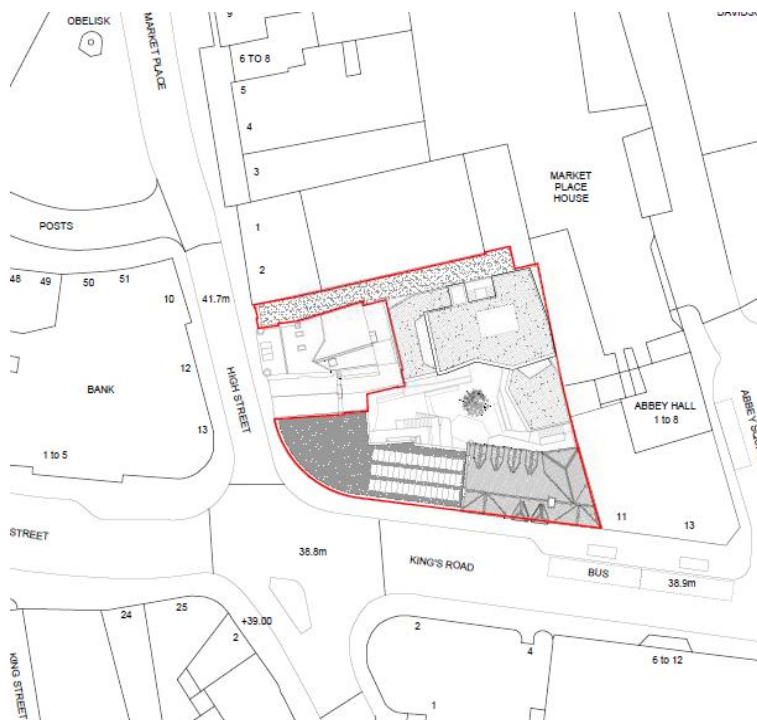
1300 13 002A Proposed Sections 3 & 4
1300 13 003A Proposed Sections 5 & 6
Received on 12th October 2016

Supporting Documents:

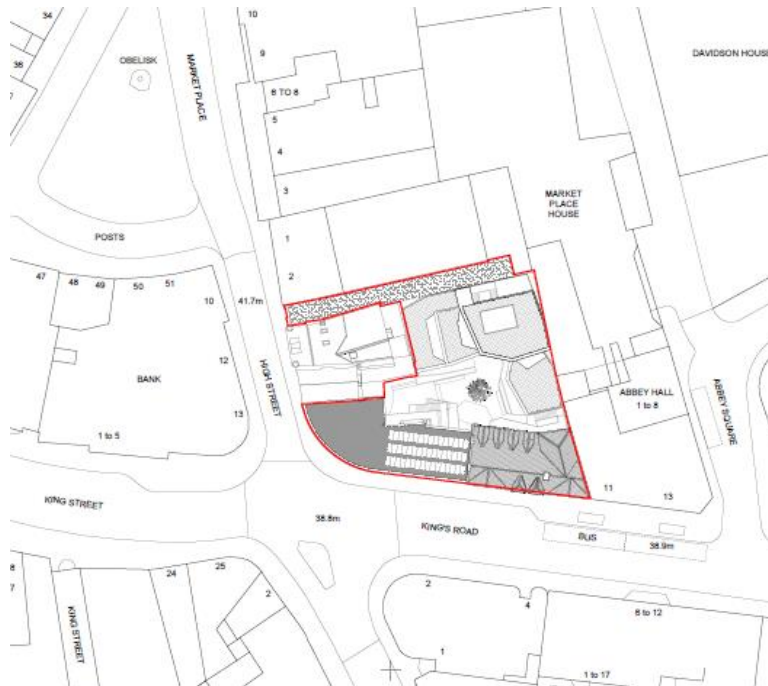
Planning Statement and Statement of Community Involvement
Design and Access Statement
Heritage Statement
Transport Statement
Framework Construction Traffic Management Plan
Acoustic Report
Drainage Strategy
Ecological Appraisal
Utilities Statement
Sunlight Assessment
Sustainability Statement
Energy Statement
Air Quality Assessment
Viability Assessment

Case Officer: Daniel Murkin

APPENDIX - Application Drawings

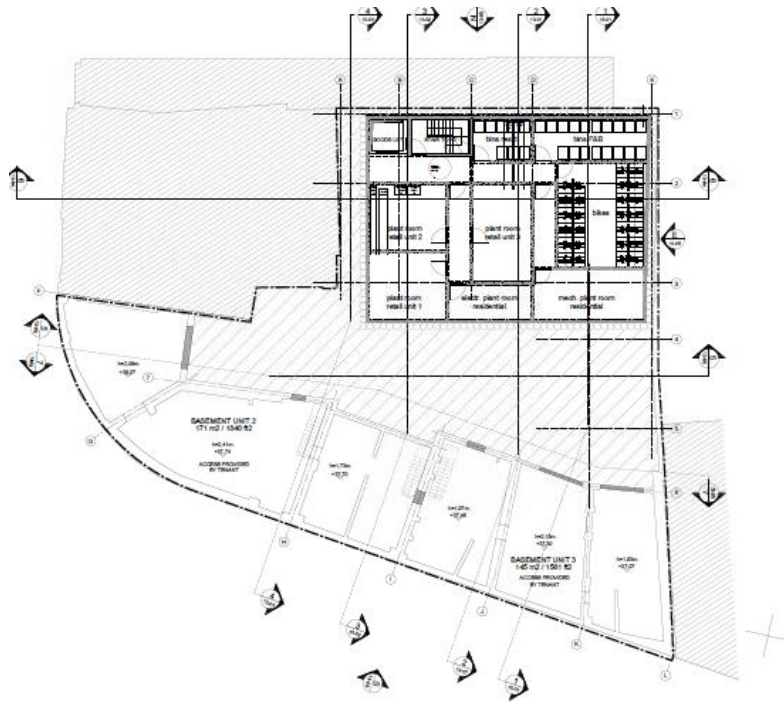


Existing Site Plan



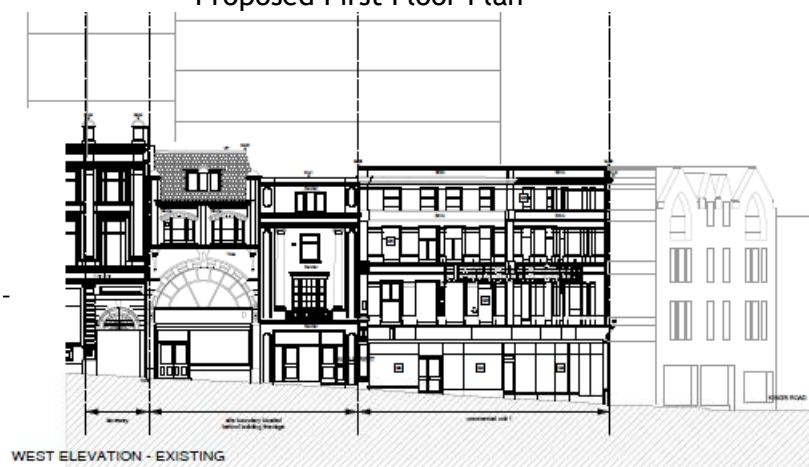
Proposed Site Plan







Proposed First Floor Plan



WEST ELEVATION - EXISTING



WEST ELEVATION - PROPOSED



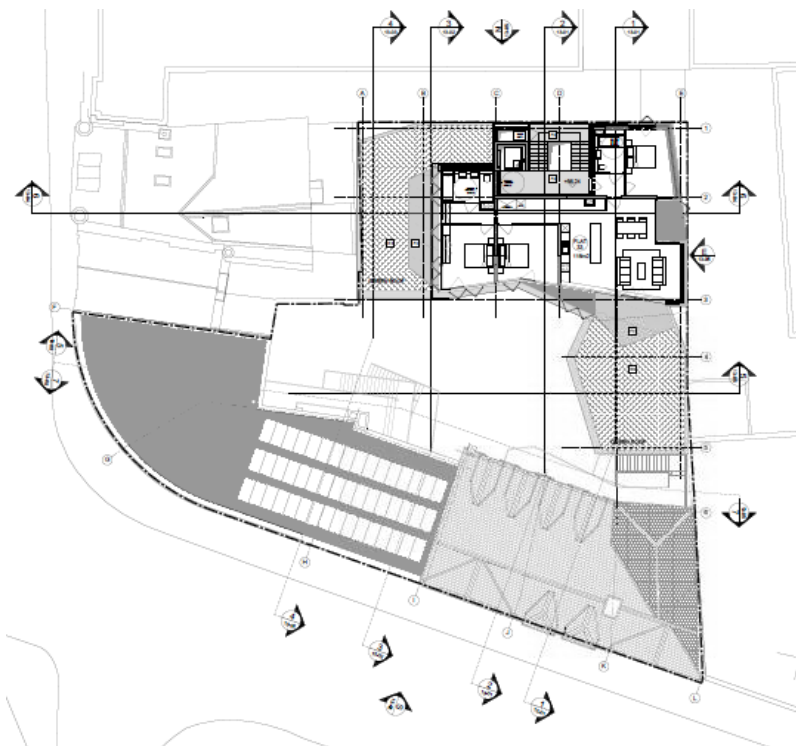
Proposed Second Floor Plan



Proposed Third Floor Plan



Proposed Fourth Floor Plan



Proposed Fifth Floor Plan

UPDATE REPORT

BY THE DIRECTOR OF ENVIRONMENT & NEIGHBOURHOOD SERVICES

READING BOROUGH COUNCIL

PLANNING APPLICATIONS COMMITTEE: 7 December 2016

ITEM NO. 8

Page: 36

Ward: Abbey

Application No.: 160849/FUL

Address: E Jackson & Sons Ltd, Jacksons Corner, 1-9 Kings Road, Reading RG1 3AS

Proposal: Preservation of building frontage to 1-9 Kings Road (incl. insertion of 3no. new windows); retention and enlargement of commercial space (ground floor and basement levels) and conversion of upper floors to 18 residential units. Demolition of commercial ancillary accommodation to rear and construction of new five storey residential block of 15 units plus creation of central courtyard.

Applicant: Capita Hall Ltd

Date Valid: 17th May 2016

Application target decision date: 16th August 2016 Extension of time agreed to 31st January 2017

26 week date: 15th November 2016

Amended Recommendation for 160849:

Delegate to Head of Planning, Development and Regulatory Services to

GRANT Full planning permission subject to the receipt of agreed details for the provision of an additional deferred payment towards Affordable Housing, and to the satisfactory completion of a S.106 legal agreement (terms as in the main agenda, with the addition of the above clause to secure affordable housing) or (ii) REFUSE permission should the legal agreement not be completed by 31st January 2017 (unless the Head of Planning,

Development & Regulatory Services agrees to a later date for completion of the legal agreement).

Amended Condition

26. Submission of written evidence demonstrating that 50% of new build dwellings achieve minimum 19% improvement in emission rate over target defined under Building Regulations (Conservation of Fuel and Power) 2013 prior to occupation.

1. RECOMMENDATION

- 1.1 The recommendation has been amended to include the standard clause relating to S.106 legal agreements setting a date by which the agreement needs to be completed.
- 1.2 Since the Ministerial Statement in March it is no longer possible to make full reference the Code for Sustainable Homes in new permissions for housing. The minimum requirement for Code Level 3 has been superseded by the Building Regulations. However, for a limited period on Major Applications, the minimum requirement for energy/emissions is to achieve Code Level 4, applicable to 50% of major development schemes which seeks a 19% improvement over Target Emission Rate (TER) as determined by the Part L Building Regulations 2013. Accordingly, Condition 26 will need to be worded to reflect this transitional period.

2. SITE DESCRIPTION

- 2.1 In Paragraph 1.3 it should be noted that the adjacent building at Nos. 7 and 8 High Street (Lloyds Bank) has now closed.

3. PROPOSALS

- 3.1 In Paragraph 2.3 details of the proposed external materials and finishes are as follows: Reading Silver Grey brick with aluminium frame windows, steel balustrades and metal folding screens with expressed concrete frames and steel upstands. The diminished fifth floor would feature a living green roof of mixed shrubs and planting.

4. APPRAISAL

- 4.1 In Paragraph 6.37 (Equality Act) access to all floors in the new build block for wheelchair users and other disabled or elderly persons would be available direct from the rear access lane via a lift in the first floor entrance lobby. The first floor of the converted front building is accessible direct from the inner courtyard.
- 4.2 In terms of the provision of affordable housing, in addition to the 7 onsite units proposed, the applicant has agreed in principle to the additional provision of a contribution based on a deferred payment, rather than a specific financial contribution; however, the details of the mechanism to secure this have yet to be

agreed. Members are asked to agree to delegate this element of the proposal to officers to finalise.

Case officer: Daniel Murkin

|

UPDATE REPORT

BY THE DIRECTOR OF ENVIRONMENT & NEIGHBOURHOOD SERVICES
READING BOROUGH COUNCIL
PLANNING APPLICATIONS COMMITTEE: 11 October 2017

ITEM NO. 7
Page: 27

Ward: Abbey

Application No.: 171238/VAR

Address: E Jackson & Sons Ltd, Jacksons Corner, 1-9 Kings Road, Reading RG1 3AS

Proposal: Preservation of building frontage to 1-9 Kings Road (incl. insertion of 3no. new windows); retention and enlargement of commercial space (ground floor and basement levels) and conversion of upper floors to 18 residential units. Demolition of commercial ancillary accommodation to rear and construction of new six storey residential block of 15 units plus creation of central courtyard as permitted by application 160849 but without complying with conditions 2, 5, 15, 18, 23, 25 and 27 incorporating minor internal layout and external changes to approved scheme.

Applicant: Kings Road LLP

Date received: 24th July 2017

Major Application 13 week target decision date: 23rd October 2017

RECOMMENDATION

Delegate to the Head of Planning, Development and Regulatory Services to **GRANT** variation of planning permission 160849 but without complying with conditions Nos. 2, 15, 18, 23, 25 and 27 incorporating minor internal layout and external changes to approved scheme, and subject to the satisfactory completion of a S.106 legal agreement to secure the provision of affordable housing, off-site highway works and an Employment Skills and Training Plan, as set out in the report for the original permission 160849 attached as an appendix to this report.

Conditions to include:

2, 15, 18, 23, 25 and 27 as stated in the main report plus

5. The development hereby approved shall not be occupied until all bicycle parking facilities have been provided at ground floor level in accordance with Drawing No. 1378 P 100 001 Rev P3; and at first floor level in accordance with Drawing No. 1378 P 100 002 Rev P4 within a covered shelter(s) equipped with 'Sheffield' type cycle stands, the details and final layout of which shall be submitted to and approved by the Local Planning Authority. The bicycle storage shall be retained, as approved, at all times thereafter solely for cycle storage purposes.

All other conditions to remain as for 160849 (as varied by 170828 dated 8th September 2017).

Informatives

As before (on 160849)

1. AMENDED LAYOUT PLANS

- 1.1 The Council's Transport Officer has accepted the revised locations for the provision of staff and residents secure cycle storage areas. The applicant has agreed to the more solid wooden style of shelter(s) suggested within the first floor courtyard to enclose the Sheffield cycle stands - the precise dimensions and position of which would be determined by the circulation required in the courtyard. Accordingly, it is recommended that condition 5 on 160849 also be amended to require the applicant to submit final details of the shelter(s) - there may be more than one - and their lockable stands for approval prior to the occupation of any flat.

2. RETENTION/REPAIR OF WINDOWS

- 2.1 The applicant has confirmed in a letter to Councillor Page their intention to ensure that the appearance of the elevations of the original building to be converted facing Kings Road and High Street is maintained. In particular, this requires that all the existing windows would need be removed and upon further inspection either then restored/repared and put back with the new glazing fitted or replaced entirely with similar.
- 2.2 This would also require the removal from the permission of reference to the April 2016 acoustic report in condition 18 which is made redundant by the high specification of window glazing now available on the market.
- 2.3 The letter is appended to this update in full.

Case officer: Daniel Murkin

SENT BY EMAIL: tony.page@reading.gov.uk

04 October 2017

Councillor Tony Page
Reading Borough Council
Civic Offices
Bridge St
Reading
RG1 2LU
Dear Councillor Page

JACKSONS CORNER, KING'S ROAD

My name is Jamie Ludlow and I am the Development Director of Ankor Property Group, the owners and developers of the Jacksons Corner site.

I am writing with regard to our current section 73 application (LPA reference: 171238) which has been submitted to vary conditions following the grant of planning permission in March this year (LPA reference: 160849) for the restaurant and apartment scheme.

The main purpose of the application is to make minor internal (layout) and minor external changes to the approved scheme, which in turn will ensure that the scheme will comply with building regulations, including fire safety measures. The scheme that was permitted in March was not fit for purpose in this regard, and we had no option but to seek these changes in order to construct a development that would be both safe and practical. We have also taken the opportunity to amend the conditions relating to windows, as explained further below.

I am writing to you to introduce myself and because, as you will be aware, we are unlikely to be able to address the Planning Committee next week because there are no objections to the application.

I understand from the discussions that our planning consultant has had with your Planning Officer (Daniel Murkin), and from the discussion that we were witness to at the last Planning Committee on 6 September 2017, that you have taken an interest in the preservation of the windows along the Jacksons Corner frontage on King's Road. I wanted to let you know that we share your concerns in respect of preservation of the appearance of the windows and assure you that we have every intention of maintaining the appearance, albeit an improved appearance, either via restoration or appropriate replacement.

The March 2017 planning permission was subject to conditions relating to the windows that were impossible to discharge, i.e. as drafted, condition 15 states: '*no existing timber vertical sliding sash window within the facade fronting High Street and the facade fronting Kings Road shall be removed or altered*'. Whatever happens during the construction phase the windows will have to be removed or altered to some extent, e.g. removed and replaced if the existing windows are degraded to such a degree that they can't be retained; or removed and restored if they can be saved; or altered via repair and redecoration in situ. Our proposed new condition 15 is set out below.

i) Notwithstanding the drawings hereby approved, no works to the existing timber vertical sliding sash window within the facade fronting High Street and the facade fronting Kings Road shall take place until an appropriate window replacement and/or alteration scheme (including a schedule of existing & proposed windows and drawings/specification) has been submitted to and approved in writing by the local planning authority.

ii) The development hereby approved shall not be commenced, except for

demolition, until details of associated acoustically treated ventilation for all windows fronting High Street and Kings Road have been submitted to and approved in writing by the local planning authority. No dwelling containing a window that is the subject of this condition shall be occupied until the appropriate window replacement and/or alteration scheme and associated acoustically treated ventilation for all windows fronting High Street and Kings Road have been installed in accordance with the approved details.

We have also applied to vary condition 18 to correspond with condition 15 and to remove reference to the April 2016 acoustic report which is out of date and 'tied' to the March 2017 planning permission, which relied on secondary glazing. We are not intending to utilise secondary glazing because of the high specification of window glazing that is available on the market.

Condition 18 currently reads:

No development shall take place, except for demolition, until a detailed scheme of sound insulation from external noise for the buildings in accordance with the glazing and ventilation specifications recommended within the acoustic assessment (Ref. No. R/PNA/1/160411 by Auricl dated April 2016) and the submitted with the application has been submitted to and been approved in writing by the local planning authority. All works which form part of the approved scheme shall be completed prior to first occupation of the building and shall thereafter be retained in working order.

Our suggested re-wording of condition 18 is:

No development shall take place, except for demolition, until a detailed scheme of sound insulation from external noise for the buildings, in an acoustic assessment including the glazing and ventilation specifications, has been submitted to and been approved in writing by the local planning authority. All works which form part of the approved scheme shall be completed prior to first occupation of the building and shall thereafter be retained in working order.

Please note that 'demolition' does not relate to the windows or the main Jacksons Corner building, but to the ancillary buildings towards the rear of the site where new build development is proposed.

The proposed variations mean that the Council will be presented with a full schedule of the existing windows (which will confirm and record current status); a full schedule of the proposed windows, including drawings and specifications (which will show what the windows will look like when completed), and an acoustic assessment (which will relate to the proposed specification of windows and respond to the Council's requirement to analyse the acoustic and ventilation performance of the new windows/apartments).

The Council will retain complete control of the situation via the process relating to the discharge of conditions, which will confirm the design detail. No works to the existing windows will be able to take place until all the detail has been signed off by the Council. This detail is being worked up by my design team at the moment in readiness for submission.

Ultimately, if I have understood your concerns correctly, we share the same objective, which is to maintain and in fact enhance the appearance of the Jacksons Corner frontage, with regard to the Conservation area designation.

We are very pleased to be investing in Reading town centre and are looking forward to bringing life back to this important site.

If you would like to meet to discuss this or any other matter ahead of next week's

Planning Committee Meeting I would be happy to do so. I would be grateful if you could please let me know whether my explanation above has addressed the concerns that you have, or not, prior to 11 October, so that I can provide any assurances ahead of the Committee's determination of the application.

You will note that I have copied this letter to Daniel Murkin, application case officer, for completeness.

I look forward to hearing from you.

Many thanks.

Yours sincerely

Jamie Ludlow

COMMITTEE REPORT

BY THE DIRECTOR OF ENVIRONMENT & NEIGHBOURHOOD SERVICES
READING BOROUGH COUNCIL
PLANNING APPLICATIONS COMMITTEE: 10th October 2018

ITEM NO. 15

Ward: Church

App No: 181365/HOU

Address: 31 Windermere Road

Proposal: Part one, part two storey side and rear extension

Applicant: Mr K Iqbal, Adams Estates

Date validated: 03/08/18

Target Date: 28/09/18

Extension:

RECOMMENDATION

GRANT

Conditions to include:

Standard

1. Time limit for implementation
2. Use of materials
3. Approved plans
4. No use of roof for an amenity area

Informatives to include:

1. Terms and conditions
2. Need for building regulations
3. Encroachment
4. Construction and Demolition subject to Environmental Health
5. Highways
6. Do not damage the verge
7. Positive and proactive

1. INTRODUCTION

- 1.1 31 Windermere Road is a two storey semi-detached dwelling with a hipped roof, located to the eastward side of Windermere Road. The dwelling is characterised by bow windows to the principal elevation at the ground and first floors and a recessed entrance porch with arched brick detailing. The dwelling already benefits from a single storey rear extension with a mono-pitch roof, projecting to a depth of 3.6m. Driveway parking accommodating two vehicles is located to the site frontage. A long garden extends to the rear. At the time of the officer's site visit, the dwelling was in use as a three bedroom House in Multiple Occupation (HMO).
- 1.2 The surrounding area is predominantly residential, generally comprised of two storey semi-detached dwellings of a similar style and design. The adjoining dwelling at 33 Windermere Road has not been extended. The adjacent dwelling at 29 Windermere benefits from a single storey side and rear extension which projects to a slightly greater depth than the existing extension at the application site. The

site topography rises gradually in a southerly direction, such that 31 Windermere Road is set slightly higher than 29 Windermere Road.

- 1.3 The application was called in by Councillor Pearce due to neighbour objections.



Site Location Plan

2. PROPOSALS

- 2.1 Planning permission is sought for a part one, part two storey side and rear extension. The existing single storey rear extension would be demolished to facilitate the proposal. At the ground floor, the proposal would extend at a width of 2.1m beyond the original northward side elevation, flush to the principal elevation. The proposal would project at this width along the full depth of the original side elevation, and 4.5m beyond the original rear elevation. The proposal would extend across the full width of the original rear elevation at this depth. At the first floor, the proposal would form distinct side and rear extensions. Beyond the original side elevation, the proposal would extend at a width of 2.1m, set back from the principal elevation by 1.8m. The proposal would project at this width to a depth of 4.5m, flush to the original rear elevation. Beyond the original rear elevation, the proposal would extend across the full width of the dwelling with a staggered projection. From the original northward side elevation, the proposal would project to a depth 3.5m beyond the original rear elevation, extending at a width of 3.2m. Beyond this, the proposal would project to a reduced depth of 1.6m.
- 2.2 At the front elevation, the single storey element would have a mono-pitch roof with a maximum height of 3.5m and a height to eaves of 2.7m. Beyond this the two storey element would have a hipped roof with a maximum height of 7m and a height to eaves of 5.1m. The new ridge would be set down from the original ridgeline by 0.7m. To the rear, the single storey element would have a part hipped, part flat roof with a maximum height of 3.6m and a height to eaves of 2.8m. Due to the staggered projection of the two storey rearward element, the proposal would have a dual-hipped roof. The deeper projecting element would have a maximum height of 7.3m and a height to eaves of 5.1m, set down from the

original ridgeline by 0.4m. The shallower projecting element would have a maximum height of 6.1m and a height to eaves of 5.1m, set down from the original ridgeline by 1.7m.

- 2.3 On the front elevation, windows would be located at the ground and first floors. On the rear elevation, two windows and a single door would be located at the ground floor and three windows would be located at the first floor. Window shape and positioning would generally reflect that of the existing dwelling. Materials have been selected to match those of the existing dwelling.
- 2.4 The agent supplied the following, received on 06/08/18:
Drawing No: KHRad80:002 Rev. A - Site Location
Drawing No: KHRad80:001 Rev. A - Block Plan
Drawing No: KHWind31:003 - Existing Floor Plans
Drawing No: KHWind31:004 Rev. A - Proposed Floor Plans
Drawing No: KHWind31:005 - Existing Elevations
Drawing No: KHWind31:006 Rev. A - Proposed Elevations
- 2.5 On 13/08/18 the agent was advised of a discrepancy with the supplied plans.
- 2.6 Subsequently, the agent supplied the following, received on 13/08/18:
Drawing No: KHWind31:006 Rev. B - Proposed Elevations
- 2.7 Subsequently, the agent supplied the following, received on 15/08/18:
Drawing No: KHWind31:006 Rev. C - Proposed Elevations
- 2.8 On 15/08/18 the agent was advised of a discrepancy with the supplied plans.
- 2.9 Subsequently, the agent supplied the following, received on 16/08/18:
Drawing No: KHWind31:004 Rev. B - Proposed Floor Plans
- 2.10 On 24/09/18 the agent was advised of concerns that due to the 3.6m height of the single storey rearward element, directly up to the boundary, this would be considered unneighbourly with visually dominant effects presented particularly to the residents of 33 Windermere Road. It was advised that in order to minimise the impact of this element of the extension, it would be preferable for the roof to hip away from the respective side boundaries.
- 2.11 Subsequently, the agent supplied the following, received on 27/09/18:
Drawing No: KHWind31:006 Rev. D - Proposed Elevations

3. PLANNING HISTORY

180784/HOU - Part one, part two storey side and rear extension - Withdrawn 17/07/18 *Officer note: this proposal was considered to lack subservience to the host dwelling; would've been out of proportion due to its unrelenting width; due to its scale and bulk would've drawn the eye and would've been out of character with the surrounding area. The proposal would've also had a visual dominance and overbearing effect on 29 Windermere Road and had a visual dominance on 33 Windermere Road due to its depth and complicated roof design*

4. CONSULTATIONS

- 4.1 Reading Borough Council Transport Development Control advised that an existing dropped crossing leads to an area of hardstanding to the site frontage, providing

off-road parking. Accordingly, no objections were raised to the proposal, subject to an informative regarding damage to the grass verge.

4.2 Neighbouring owners and occupiers at 29, 33, 72 and 74 Windermere Road were consulted by letter. One letter of representation was received with regard to the following:

- The extension would not respect the character of the house in terms of scale, location and design, and would not respect the pattern of neighbouring properties or fit in with the original design and proportion *Officer note: see appraisal*
- The proposal would be unneighbourly, due to its height, depth and proximity to the boundary *Officer note: see appraisal*
- There is a gapping issue at the first floor and the proposal would have a visual dominance and overbearing effect on 29 Windermere Road *Officer note: it is acknowledged that as a result of the proposal, the existing gap between the dwellings would be reduced. However, the first floor element would be comfortably set back from the principal elevation and would not extend beyond the original side and rear elevations. This aids the subservience of the extension and improves the visual impact of the proposal, particularly when viewed from the highway. The reduction in depth, and set down from the original ridgeline mitigates any visual dominance and overbearing effect to an acceptable degree*
- Excavations and building work could damage 29 Windermere Road *Officer note: not a planning matter.*
- The extension would be in close proximity to a drain *Officer note: not a planning matter.*
- The side extension would reduce light to the side window and glazed door of 29 Windermere Road *Officer note: it is acknowledged that the proposal may reduce some light to the side elevation of 29 Windermere Road. However, the fenestration to the affected side elevation of 29 Windermere Road does not serve habitable rooms. Any loss of light to this side elevation is not therefore considered to be significantly harmful*
- A loss of privacy through overlooking would occur to the rear garden of 29 Windermere Road *Officer note: existing first floor windows enable views into neighbouring gardens. The proposed rearward fenestration is not considered to be significantly more harmful than the existing arrangement*
- Concerns with regard to parking provision and highway safety *Officer note: in accordance with the Council's adopted standard, a 4 bedroom dwelling in this location would be required to provide two off-road vehicle parking spaces. An HMO in this location would be required to provide 0.25 spaces per bedroom. Two off-road parking spaces are accommodated to the site frontage which is therefore in accordance with the Council's standard*
- The current housing mix in the street is good and there is no need for the house to be divided *Officer note: planning permission is not required for the use of the dwelling by 3-6 residents as a House in Multiple Occupation*
- The depth of the rear extension exceeds the guidance of 4m *Officer note: each application is assessed on its own individual merit. Extensions of a greater depth may be acceptable depending on the individual circumstances of the site. In this instance, the dwelling benefits from a long rear garden, capable of accommodating an extension of a slightly greater depth. The maximum depth of the single storey element of 4.5m is not considered to cause significant harm, sufficient to refuse the application*

- Other similar proposals have previously been refused planning permission
Officer note: the application is assessed on its own individual merit and the particular circumstances of the application site
- Concern with regard to the status of the house as an HMO *Officer note: planning permission is not required for the use of the dwelling by 3-6 residents as a House in Multiple Occupation. Due to its size and the number of residents, an HMO licence is not currently required*

5. LEGAL AND PLANNING POLICY CONTEXT

- 5.1 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. Material considerations include relevant policies in the National Planning Policy Framework, among them the 'presumption in favour of sustainable development'.
- 5.2 The application has been assessed against the following policies:
- 5.3 National Planning Policy Framework
- 5.4 Reading Borough Local Development Framework Core Strategy (2008)
Policy CS7: Design and the Public Realm
Policy CS24: Car/Cycle Parking
- 5.3 Reading Borough Local Development Framework Sites and Detailed Policies Document (2012)
Policy DM4: Safeguarding Amenity
Policy DM9: House Extensions and Ancillary Accommodation
Policy DM12: Access, Traffic and Highway-Related Matters
- 5.4 Supplementary Planning Guidance - A Design Guide to House Extensions (2003)
- 5.5 Revised Parking Standards and Design Supplementary Planning Document (2011)

6. APPRAISAL

- 6.1 Design and impact on the character of the surrounding area
- 6.2 Policy DM9 of the Sites and Detailed Policies Document states that an extension to a house should respect the character of the house in terms of scale, location, materials and design, and respect the character and pattern of neighbouring dwellings and the street as a whole in terms of scale, location, materials and design and any important existing building line. Policy CS7 of the Core Strategy states that all development must be of a high design quality that maintains and enhances the character and appearance of the area. The Council's Supplementary Planning Guidance - A Design Guide to House Extensions, states that two storey rear extensions should not normally extend more than 4m from the rear of the house and should not encroach on a line taken at 45 degrees from the mid-point of the nearest habitable window of a neighbouring dwelling. Additionally, it states that two storey side extensions should normally be designed to be smaller in scale than the host dwelling. This can often be achieved by setting back from the principal elevation and away from side boundaries.
- 6.3 The proposal put forward under withdrawn application 180784/HOU, proposed a deeper single storey rear element and a first floor extension which extended flush

from the principal elevation directly along the boundary with 29 Windermere Road. This proposal was considered to lack subservience to the host dwelling. Due to its additional scale and bulk the proposal was considered to be out of proportion and an overdevelopment, detracting from the character of the original dwelling and the surrounding area.

- 6.4 The proposal put forward under this application still represents a substantial enlargement to the original dwelling, however it is considered to have satisfactorily resolved the issues raised under the previous application. The set back of the first floor element beyond the side elevation aids the subservience of the extension, resulting in a lowered ridge height which softens the visual impact of the extension, particularly when viewed from the highway. The reduction in depth and width of the first floor element along the boundary with 29 Windermere Road results in distinct side and rear extensions, which serve to preserve the form of the original building. The roof form of the staggered rear projection also appears more sympathetic to the host dwelling.
- 6.5 The detailing and fenestration of the extension is proposed to reflect that of the original dwelling and materials have been selected to match those of the existing dwelling. This helps to visually unite the new and original elements of the dwelling. Although the extension proposed is not insignificant and the proposal considerably increases the floor space of the dwelling, it is considered that cumulatively the design seeks to lessen the harm to the character of the dwelling. With the set back of the first floor element from the principal elevation the majority of the extension would not be clearly visible from the highway so the character of the site and surrounding area would not be harmed by the proposal. The proposal is therefore in accordance with Policy CS7 of the Core Strategy, Policy DM9 of the Sites and Detailed Policies Document and the Council's Supplementary Planning Guidance - A Design Guide to House Extensions.
- 6.6 Impact on neighbouring residential amenity
- 6.7 A number of concerns have been raised with regard to the impact of the proposed extension on the residential amenity of neighbouring dwellings, particularly 29 Windermere Road. While it is acknowledged that residents of the immediate neighbouring dwellings will notice the additional scale and bulk of the proposal, the extension successfully mitigates the impact on the residential amenities of neighbours to an acceptable degree.
- 6.8 The single storey rearward element would project to a depth of 4.5m beyond the original rear elevation, directly along the boundary with the neighbouring dwellings. The Council's guidance states that rear extensions should not exceed a depth of 4m. This is however dependent of the particular circumstances of the application site. In this instance, the existing rear extension of 29 Windermere Road mitigates the impact of the single storey element on this neighbour. The proposal would project only to a slightly greater depth and the roof form would hip away from the boundary, reducing the visual impact of the extension. To the boundary with 33 Windermere Road, the roof would also hip away with a height to eaves of 2.8m not being considered to cause a significantly visually dominant or overbearing effect on this neighbour. While it would be preferable for the extension not to project to a depth beyond 4m directly along the boundary it is not considered harmful enough to refuse on this basis alone.
- 6.9 The first floor elements of the proposal have been substantially reduced from that which was originally proposed. The first floor side extension would be contained within the depth of the original side elevation. Though this element would extend

to the boundary with 29 Windermere Road and may as a result cause some light loss to the side elevation of this neighbouring dwelling, the affected windows do not serve habitable rooms and therefore the impact is not considered to be significant. The limited depth of this first floor element helps to ensure that any visual dominance or overbearing effect would not be to an unacceptable degree.

- 6.10 The first floor rearward element has been designed to stagger with a 45 degree line taken from the midpoint of the nearest window serving a habitable room at 33 Windermere Road. A comfortable separation distance is maintained to the boundary with 29 Windermere Road. At its deepest point, the first floor element would project to a depth of 3.5m. It is acknowledged that this would present a noticeable façade to each neighbouring dwelling, though the extension would be in general accordance with the Council's Design Guide and is consistent with other, similar extensions to dwellings elsewhere in the Borough.
- 6.11 The relationship between existing and proposed first floor rearward facing windows is considered to be usual for the situation and orientation of the neighbouring dwellings. The proposed fenestration is considered to be not significantly more harmful in terms of overlooking than the existing arrangement. There are no windows proposed to side elevations. The proposal is not therefore considered to unacceptably impact upon the residential amenities of neighbouring dwellings. As such, the proposal is in accordance with Policy DM4 of the Sites and Detailed Policies Document and the Council's Design Guide to House Extensions.

6.12 Other matters

- 6.13 In determining this application the Council is required to have regard to its obligations under the Equality Act 2010. The key equalities protected characteristics including age and disability. 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.

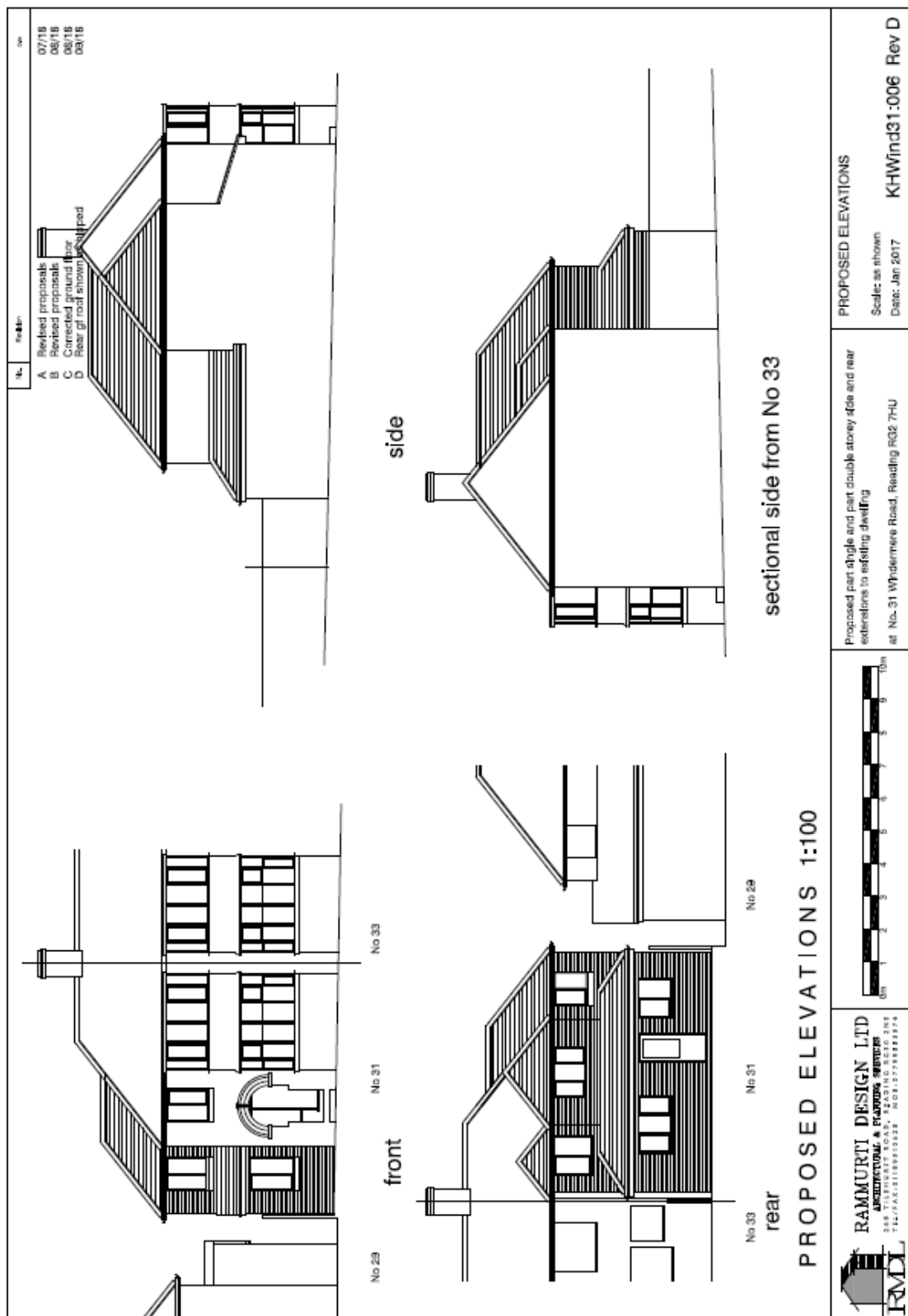
7. CONCLUSION

- 7.1 The proposed extension has sufficiently overcome the concerns raised under application 180784/HOU is considered to be acceptable in the context of national and local planning policy, as set out in this report. The application is recommended for approval on this basis.

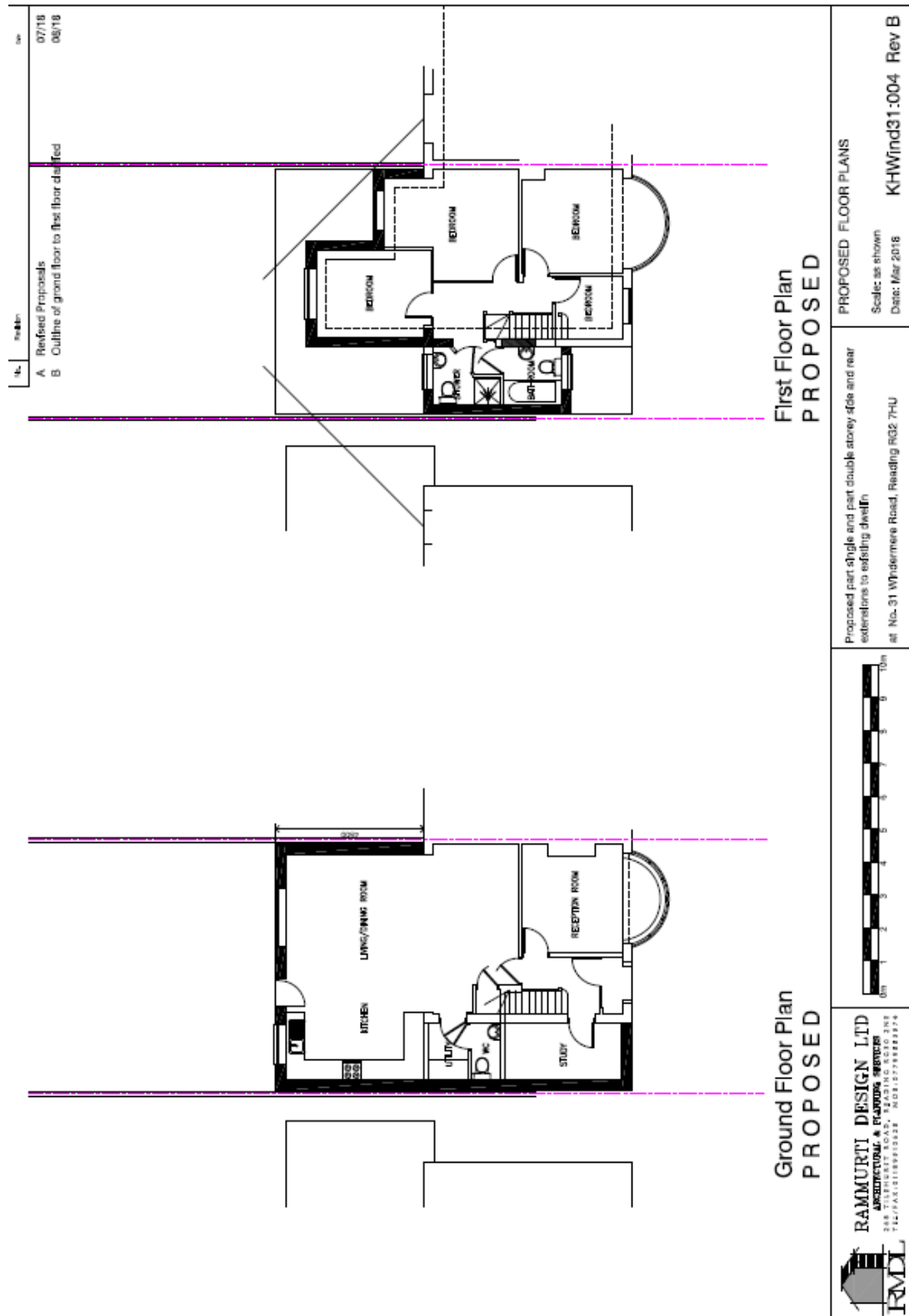
8. PLANS

Drawing No: KHWind31:004 Rev. B - Proposed Floor Plans (received 16/08/18)
Drawing No: KHWind31:006 Rev. D - Proposed Elevations (received 27/09/18)

Case Officer: Tom Hughes



Proposed Floor Plans



Proposed Elevations

This page is intentionally left blank

COMMITTEE REPORT BY THE DIRECTOR OF ENVIRONMENT AND NEIGHBOURHOOD SERVICES READING BOROUGH COUNCIL PLANNING APPLICATIONS COMMITTEE: 10th October 2018	ITEM NO. 16
---	--------------------

Ward: Peppard
App No.: 180418 OUT
Address: 199-207 Henley Road, Caversham
Proposal: Demolition of 199-203 Henley Road and erection of 42 dwellings at 199-203 Henley Road and to the rear of 205-207 Henley Road with associated access from Henley Road (considering access, appearance, layout and scale).
Applicant: Henley Road Ltd
Date valid: 12.03.2018
Major Application - 13-week target decision date: 11.06.18 EOT 7.11.2018
26-Week date: 10.9.2018

RECOMMENDATION: APPROVE - AS PER REPORT to 5TH. SEPTEMBER PLANNING APPLICATIONS COMMITTEE:

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

- (i) GRANT outline planning permission subject to completion of a S106 legal agreement; or
- (ii) to REFUSE permission should the legal agreement not be completed by the 26th September 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:
 - A financial contribution toward Affordable housing of £250,000 payable upon sale (or presumed sale) of the 90th percentile of units, with a pre completion review providing for the Council to receive 20% of the GDV over £20.2m;
 - An Employment Skills and Training Plan (construction phase); and
 - The adoption of the internal access road including the turning head to abut the eastern boundary of the site, as shown on highway extent plan Drwg no. 2829.11.

Conditions / informatives as per the previous report.

1. INTRODUCTION

- 1.1 This report follows the initial consideration of the application at Planning Applications Committee on 5th September, original report is here: <http://www.reading.gov.uk/media/9264/item16/pdf/item16.pdf>. The application was deferred as Members requested further information and further justification for the affordable housing contribution now being sought.
- 1.2 The applicant has submitted the following two documents in response to this request, received 20th September 2018:
 - i) Timeline of proposals on the site and Consideration of Viability
 - ii) Summary of Viability Information (2018)

2. APPRAISAL OF FURTHER INFORMATION

- 2.1 The submitted Timeline sets out how the number of residential units that have been sought by the developer on the application site has been significantly reduced following pre-application discussions and the submission of application 161842 (for 60 units), which was refused in January 2017.
- 2.2 Application 170959 for 42 units with 30% of the units designated as affordable housing was permitted in June 2018. This application was not required to be accompanied by a viability report, as this percentage was wholly compliant with Core Strategy Policy CS16. Following the consideration of the application at Committee (December 2017) viability issues were raised by the applicant. The applicant was advised by officers that in order to consider an amended level of affordable housing a new application was required to be submitted and supported by a Viability report.
- 2.3 As stated by the applicant in the Timeline document, "*..the applicant was faced with the dilemma of whether to step away from a potential planning permission or proceed with signing of the S106 agreement. Both routes have serious contractual implications. It was decided to secure consent, albeit with a scheme that was unviable*".
- 2.4 The current application was therefore submitted with a full viability report as National Policy, the Council's adopted Policy CS16 and the Supplementary Planning Guidance allows the Local Planning Authority to consider detailed information on the viability of a particular scheme and, where justified through an open book approach, to reduce the affordable housing requirement sought.
- 2.5 The applicant has also submitted a further 'Summary of Viability Information' which has been fully considered by Council officers. An affordable housing contribution is normally financed by the uplift in value of a site generated by granting of a planning consent; in this case there is no uplift generated by the grant of consent. Negotiations have resulted in agreement for a deferred financial contribution towards providing affordable housing of £250,000 payable upon sale (or presumed sale) of the 90th percentile of units, with a pre completion review providing for the Council to receive 20% of the Gross Development Value (value when the units are sold) over £20.2m. This is to ensure that if the Gross Development Value, as specified within the submitted viability is greater than currently specified the agreed percentage of the additional value is allocated to provide affordable housing.
- 2.6 As previously set out the applicant initially sought to provide no contribution to affordable housing. Following extensive negotiations with the Council's Corporate Asset and Development Manager and advice from external consultants, the applicant has accepted a reduced profit and it has been concluded that this is the best that the scheme can achieve whilst remaining viable. This financial contribution and the deferred payment mechanism will be secured via s106 legal agreement.

- 2.7 The previous officer report to Committee on 5th September at paragraph 7.3 states that, "As a consequence of market conditions, it is not possible for the applicant to continue to provide the originally proposed policy compliant 30% affordable housing provision on site". However, as the applicant has suggested in the submitted information, the principal factors in consideration of the viability are actually the physical/topographical features within the site and unusually high build costs. The physical land use constraints include large areas within the flood plain which cannot be developed, two major sewer lines within the site that form exclusion zones and sloping land levels within the site. The development would also incur unusually high build costs owing to the significant land level constraints and has resulted in a requirement for detailed engineering of the adoptable access road and retaining walls. This is not disputed by officers.
- 2.8 Therefore, following careful consideration of the original and further submitted information, officers conclude that it has been sufficiently demonstrated and verified that the financial contribution to provide affordable housing as now proposed is the best possible, due to the specific viability conditions of this particular case. With a suitable deferred payment mechanism also being secured it is considered that the proposal is policy compliant in relation to affordable housing matters.

3 CONCLUSION

- 3.1 The proposed form of development has previously been considered to be acceptable in relation to matters of flooding design and layout, highway safety, landscape, ecology and residential amenity. In relation to the matter of affordable housing the submitted viability and additional information has been fully assessed, the original offer seeking nil provision increased and can now be considered to be policy compliant. The proposal is therefore recommended for approval, subject to conditions and an appropriate S106.

Case Officer: Susanna Bedford

APPENDIX 1 previous report to 5th September Planning Applications Committee

<p>COMMITTEE REPORT BY THE DIRECTOR OF ENVIRONMENT AND NEIGHBOURHOOD SERVICES READING BOROUGH COUNCIL PLANNING APPLICATIONS COMMITTEE: 5th September 2018</p>	<p>ITEM NO. 16</p>
---	---------------------------

Ward: Peppard
App No.: 180418 OUT
Address: 199-207 Henley Road, Caversham
Proposal: Demolition of 199-203 Henley Road and erection of 42 dwellings at 199-203 Henley Road and to the rear of 205-207 Henley Road with associated access from Henley Road (considering access, appearance, layout and scale).
Applicant: Henley Road Ltd
Date valid: 12.03.2018
Major Application - 13-week target decision date: 11.06.18 EOT 26.9.2018
26-Week date: 10.9.2018

RECOMMENDATION : APPROVE

Delegate to Head of Planning, Development and Regulatory Services to

- (i) GRANT outline planning permission subject to completion of a S106 legal agreement or
- (ii) to REFUSE permission should the legal agreement not be completed by the 26th September 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:
 - A financial contribution toward Affordable housing of £250,000 payable upon sale (or presumed sale) of the 90th percentile of units, with a pre completion review providing for the Council to receive 20% of the GDV over £20.2m
 - An Employment Skills and Training Plan (construction phase).
 - The adoption of the internal access road including the turning head to abut the eastern boundary of the site, as shown on highway extent plan Drwg no. 2829.11.

And the following conditions to include (compliance conditions unless otherwise stated):

1. Outline - time limit - reserved matters
2. Outline - time limit - commencement
3. Outline - details of reserved matters for Landscaping
4. Approved plans
5. Pre-commencement details of all external materials to be submitted to and approved by the LPA
6. The standard landscape survey condition (outline L7)
No development shall take place until a detailed landscape survey of the site has been submitted to and been approved by the local planning authority
7. The standard landscape reserved matters condition (L8)
The details submitted in accordance with condition 3 requiring the approval of the landscaping for the site as a reserved matter.

8. The standard tree protection (for outline decisions L9)
The details submitted in accordance with condition 3 requiring the approval of the landscaping for the site as a reserved matter, to include: Pre-commencement submission of Arboricultural Method Statement and Tree protection plan
9. Arboricultural Method Statement to be followed
10. Landscape management plan
11. Measures as detailed in the Flood Risk Assessment to include that Finished floor levels are set no lower than 37.12 metres above Ordnance Datum.
12. All fences within the 1% annual probability flood event with 35% allowance for climate change shall be design to be permeable to floodwater.
13. Pre-commencement Construction Method Statement (also including noise and dust measures)
14. Pre-occupation vehicle parking spaces provided in accordance with the approved plans
15. Pre-occupation vehicle accesses provided in accordance with the approved plans
16. Pre-occupation cycle parking provided in accordance with the approved plans
17. Pre-occupation bin storage provided in accordance with the approved plans
18. Access closure with reinstatement
19. Pre-occupation roads to be provided
20. Prior to any other development details of visibility splays to be submitted and approved, and then implemented.
21. Pre-occupation car parking management plan
22. No residential extension of structures (dwelling units) remove GPDO Part I Class A,B,C,E,F and G and Part II Class A.
23. No additional windows in side elevations of dwelling units
24. No additional fences
25. Construction and/demolition standard hours
26. Pre-commencement survey to establish if site is contaminated
27. Pre-commencement submission of remediation scheme if required
28. Implementation of remediation scheme if required
29. Reporting of Unexpected Contamination
30. Pre- commencement landscape boundary condition
31. Vegetation to be cleared outside bird nesting season (March to August)
32. Pre-commencement reptile mitigation strategy to be submitted approved
33. Pre- commencement bat mitigation strategy to be submitted and approved
34. Badger set survey required within 28 days of the start of works
35. Pre-commencement lighting scheme shall be submitted and approved
36. Pre-occupation evidence of 50% of dwellings achieve a minimum 19% improvement in the dwelling emission rate over the target emission rate
37. Pre-commencement programme of archaeological work, in accordance with a submitted/approved written scheme of investigation.
38. Pre-occupation completion of SuDS details hereby approved.
39. Pre-commencement (barring demolition) SuDS implementation, maintenance and management plan.
40. Pre-commencement details of ground levels

Informatives:

1. Positive and Proactive Statement
2. S106 Legal Agreement
3. CIL
4. Terms and conditions
5. Building Regulations
6. Clarification over pre-commencement conditions
7. Use of post and rail fencing, hit and miss fencing (vertical slats fixed alternately on

- each side of horizontal posts) or hedging is recommended in the Flood Plain.
8. There should be no ground raising within the 1% annual probability (1 in 100) flood extent with a 35% allowance for climate change.
 9. This development may require an Environmental Permit from the Environment Agency under the terms of the Environmental Permitting (England and Wales) (Amendment) (No. 2) Regulations 2016 for any proposed works or structures, in, under, over or within 8 metres of the top of the bank of designated 'main rivers'.
 10. S278 Agreement
 12. S38 Agreement
 13. Dust requirements for CMS

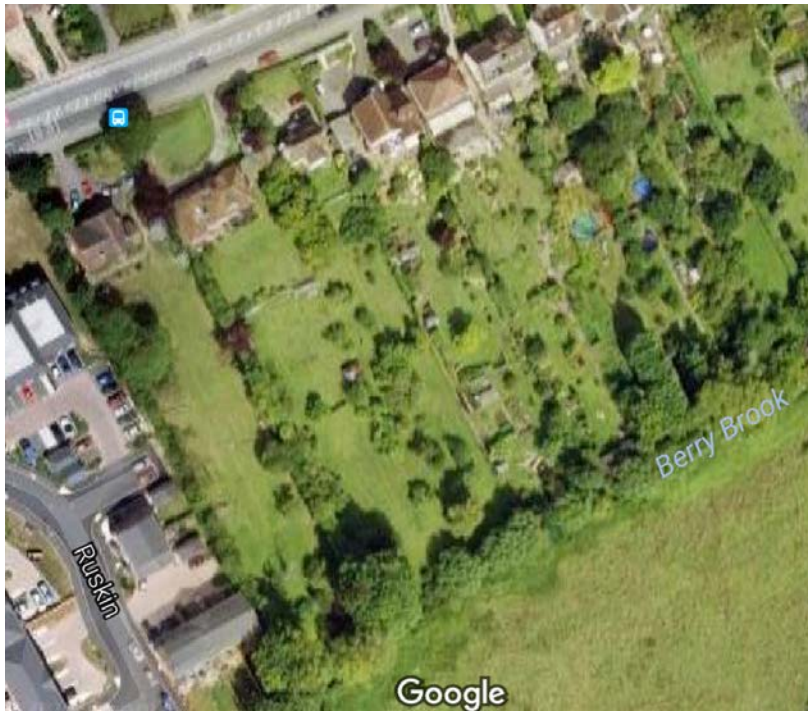
1. INTRODUCTION

- 1.1 This site has been subject to two previous applications for residential development reference 161842 FUL and 170959 FUL. Application 161842 for the erection of 60 units was refused (at Committee on 11th January 2017); an appeal was lodged but subsequently withdrawn. Application 170959 for 42 dwellings was granted permission, following consideration by Planning Applications Committee in December 2017 and the completion of a S106 Legal Agreement.
- 1.2 The current application has an identical layout to the scheme approved under 170959 but is accompanied by a Viability Report in relation to the issue of affordable housing. The 2017 permission sought to provide 30% on site provision. However when assessing the approved scheme in relation to current market conditions this level of affordable housing provision is not considered to be viable and an alternative provision has been subject to detailed negotiation with officers. This matter is further considered at paragraph 2.2 and 7.2-7.5 below.
- 1.3 The site, as illustrated on the location plan below, is approximately 0.96 ha in area and comprises of the residential plots of 5 existing properties set on the southern side of Henley Road. The site is bounded by the existing Ruskins development to the west and No 209 Henley Road to the east. Opposite the site is a row of substantial detached and semi-detached houses fronting onto Henley Road.
- 1.4 The dwellings on the southern side of Henley Road have a plot depth of approximately 115m which spans the distance between the Henley Road frontage and the southern boundary of existing private residential gardens. The site slopes down significantly from the front (northern) to the rear (southern) boundary. The area directly to the south is designated as a Major Landscape Feature and contains a Green Link. The Berry Brook lies outside of the southern boundary of the site and results in the application site falling within Flood Zones 1, 2 and 3a (on the southern boundary).
- 1.5 A site visit in relation to the previous application was undertaken by Members of Planning Applications Committee on 2nd November 2017.

Location Plan (not to scale)



Site - aerial view



Site Layout Plan

2. PROPOSAL AND SUPPORTING INFORMATION

- 2.1 Outline planning permission is sought for the demolition of nos 199, 201 and 203 Henley Road and the erection of 42 dwellings on these plots and the rear gardens of 205 and 207 Henley Road. The matters for which approval is sought at this time are Access, Appearance, Layout and Scale. Landscaping is therefore sought to be determined as a reserved matter at a later date.
- 2.2 Access to the site would be from a single junction onto Henley Road, adjacent to No 205, with a new road into the centre of the site with a spur to abut the eastern boundary, to allow future access into the adjacent site. This application only differs from the previous one (170959) in so far as provision for any affordable housing was removed and a Viability Report submitted in support of this change. Negotiations have resulted in agreement for a financial contribution toward Affordable housing of £250,000 payable upon sale (or presumed sale) of the 90th percentile of units, with a pre completion review providing for the Council to receive 20% of the GDV over £20.2m. All other principles of the development that were established with the previous application remain unchanged.
- 2.3 The development consists of 30 flatted units (24 x 2bed and 6 x 3bed) in a single 'T' shaped block; and 12 houses (4 bed) set to the rear of the site. Each house has private rear garden in excess of 30m long shown to contain retained trees and vegetation.

Supporting Information

The application is supported by the following documents and plans:

- Design, Access and Planning Statement March 2018
- Flood Risk Assessment (September 2016) and FRA Addendum Report (June 2017) submitted April 2018
- Flooding Sequential Test (November 2017) submitted March 2018
- Arboricultural Report (June 2017) submitted March 2018
- Energy Statement (June 2017) submitted March 2018
- Air Quality Assessment (September 2016) submitted March 2018
- Transport Statement (Addendum June 2017) submitted March 2018
- Ecological Assessment (September 2016 updated February 2017) submitted March 2018
- Plan references at end of report

3. RELEVANT PLANNING HISTORY

This section contains individual plots that now form elements of the current application site. It is noted that the Ruskins development, allowed on appeal in 2002, predates current plan policy and subsequent 'infill development' on the residential plots on the southern side of Henley Road has been refused and dismissed on appeal since the construction of Ruskins. However Ruskins due to the

extent of the development is a material consideration in the consideration of development within the application site.

Application site

161842 Demolition of nos 199-203 Henley Road and erection of 60 dwellings at 199-203 Henley Road and to the rear of 205-207 Henley Road with associated access from Henley Road and landscaping.
Refused (18/1/2017)

Appeal (PINS ref APP/E0345/W/17/3176242/): withdrawn.

170959 Demolition of 199-203 Henley Road and erection of 42 dwellings at 199-203 Henley Road and to the rear of 205-207 Henley Road with associated access from Henley Road and landscaping. Resubmission of 161842. Permitted 6/6/2018.

Rear of No.199 Henley Road

04/00239/OUT Outline application for the erection of 10 x 3 bedroom terraced houses. Withdrawn (11/05/04)

04/00602/OUT Erection of 8 x 3 bedroom semi-detached houses.
Refused (08/07/04).

06/01053/FUL Outline application for the erection of 7 dwellings, considering the matters of siting and access. Withdrawn (30/10/06).

Nos 205 - 219 Henley Road

07/00081/FUL Demolition of Nos.205-219 Henley Road [odd] and the erection of 60 dwelling units and a 60 bed care home. Refused 24/5/07 and Dismissed at appeal.

Nos 209-219 Henley Road

181102 FUL Erection of 9 dwellings to the rear of 209-219 Henley Road with access road and associated landscaping. *Currently under consideration.*

241-251 Henley Road, Caversham

07/00032/FUL: Demolition of one existing dwelling and erection of fourteen new dwellings with associated infrastructure and car parking. Refused 18/7/2007 and Dismissed at Appeal.

06/00298/FUL Demolition of six existing dwellings and erection of sixty five new dwellings with associated infrastructure and car parking. Withdrawn (10/07/06).

98-102 Lower Henley Road And 177-197 Henley Road (Ruskins)

02/00657/FUL Proposed residential development comprising of 75 units including access roads and parking. Permitted on appeal (11/10/02) and implemented.

4. CONSULTATIONS

Statutory

Environment Agency - Based on the following information :

Email from Kay Collins to Planning_THM "RE: 180418 - Henley Road, Caversham", dated 24 April 2018 FRA Addendum Report, Caversham Flood Map Update, dated 8 June 2017, Edenvale Young Associates. Drawing PL-01A, dated January 2017 Drawing PL-07A, dated January 2017 Flood Risk Assessment 199-207 Henley Road, Caversham, Reading, RG4 - No objection subject to suggested conditions.

Non-statutory

4.1 RBC Transport Strategy - No objection subject to conditions. Detailed comments in appraisal section below.

4.2 RBC Environmental Protection - The air quality assessment concludes that the impact on air quality of the development on the site will not be significant. In relation to contaminated land 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. No objection subject to conditions.

4.3 RBC Consultant Ecologist - Concern as the layout results in fragmentation of habitats, query the content of the reptile mitigation strategy and the extent of the bat survey.

4.4 RBC Natural Environment -

The layout of the front of the property will allow for new landscape planting and soften views of the development from the public highway.

If planning permission is granted require a condition for a detailed and site specific arboricultural method statement and tree protection plan to be submitted and approved prior to works commencing on site. Although the applicant has provided a brief AMS, this document is overly generic for our purposes, not addressing the individual issues of the site in any great detail.

The AMS required to discharge this condition will need to be site specific and provide a step by step approach to site operations and tree protection. To give an idea of the level of detail; we would want to see information on:

- Tree pruning works - cutting back of T80 to install scaffolding?

- Craning operations, site welfare facilities, drainage, soakaways , post building work landscaping operations cross referenced with the ground work requirements of the landscaping scheme
- Fencing around T10 which currently shows changes to the ground level within the CEZ
- An appropriate statement will avoid ambiguities such as 'if' and 'shall' where possible.

Also require a plan showing the location of services, drainage runs, soakaways and street lights in relation to the retained tree constraints so that any areas of potential conflict can be ascertained.

To mitigate the number of trees proposed for removal on site we will require substantial new tree and landscape scheme to create a high quality development. The success of trees planted in or near to parking spaces will be dependent on a well-constructed rooting area. This is likely to need underground root cells which can be used to filter ground water run-off. This system can slow surface water run-off and ensure the trees can reach maturity without causing damage to paved surfaces.

In view of this, if planning permission is granted we will also require a condition for a detailed scheme of hard and soft landscaping, to include aftercare and details on tree planting pits. Any plants which fail to establish / die / become seriously diseased / are removed etc. will need to be replaced with another of a similar size and species.

- 4.5 RBC SUDS Officer - No objection subject to conditions.
- 4.6 RBC Leisure - No comment
- 4.7 RBC Housing - Confirmed need for affordable units remains.
- 4.8 RBC Archaeology - The site is located within an area of potential for prehistoric remains. No objection subject to condition requiring approval of a written scheme of archaeological investigation would be required.

5. PUBLIC CONSULTATION:

The application was advertised in the local press as a major development. A site notice was also posted at the site and properties adjoining the site were consulted.

There have been 3 letters of objection submitted at the time of writing. The objections were made on the following grounds:

1. The entry to the site is via the Henley Road and should be via Ruskin.
2. The entrance arrangements are unsuitable and unsafe. This application still does not explain clearly how the access road will allow a third lane in the A4155 without

removing the existing parking bays and possibly the road island. It is also not clear if the pavement on the southern side will be narrowed.

Officer note: The proposed access with the right hand turn lane and the parking bays on the A4155 were shown on Appendix 1 Proposed Site Layout within the Transport Assessment: Addendum dated June 2017. The highway works will all be subject to a S278 agreement.

3. Additional vehicles will have a detrimental impact on highway safety
4. Dispute number of buses that service the Henley Road
5. Development should be provided within the town to protect the this semi-rural area.
6. This application has been submitted solely to avoid the affordable homes required by application 170949
7. Concern in relation to the gradient within the site.
8. The site and surrounding area have a history of recent flooding
9. Query the removal of a number of trees between the proposed development and Ruskin, approximately where the Ruskin spur points at the development, seems unnecessary and removes a pleasant green area that will serve as a boundary between the developments in terms of building noise and disruption

6. RELEVANT PLANNING POLICY AND GUIDANCE

National and Local Policy

- National Planning Policy Guidance (NPPG)
- National Planning Policy Framework (2012)

Reading Borough Local Development Framework Core Strategy Document, 2008

- Policy CS1 (Sustainable Construction and Design)
- Policy CS2 (Waste Minimisation)
- Policy CS3 (Social Inclusion and Diversity)
- Policy CS4 (Accessibility and the Intensity of Development)
- Policy CS5 (Inclusive Access)
- Policy CS7 (Design and the Public Realm)
- Policy CS9 (Infrastructure, Services, Resources and Amenities)
- Policy CS14 (Provision of Housing)
- Policy CS15 (Location, Accessibility, Density and Housing Mix)
- Policy CS16 (Affordable Housing)
- Policy CS20 (Implementation of the Reading Transport Strategy)
- Policy CS22 (Transport Assessments)
- Policy CS24 (Car/Cycle Parking)
- Policy CS29 (Provision of Open Space)
- Policy CS30 (Access to Open Space)
- Policy CS33 (Protecting the Historic Environment)
- Policy CS34 (Pollution and Water Resources)
- Policy CS35 (Flooding)
- Policy CS36 (Biodiversity and Geology)
- Policy CS38 (Trees, Hedges and Woodlands)

Sites and Detailed Policies Document, (SDPD), Adopted 2012 Revised 2015

- Policy DM1 (Adaption to Climate Change)
- Policy DM2 (Decentralised Energy)

- Policy DM3 (Infrastructure Planning)
- Policy DM4 (Safeguarding Amenity)
- Policy DM5 (Housing Mix)
- Policy DM10 (Private and Communal Outdoor Space)
- Policy DM 11 (Development of Private Residential Garden Land)
- Policy DM12 (Access, Traffic and Highway-Related Matters)
- Policy DM16 (Provision of Open Space)
- Policy DM 17 (Green Network)
- Policy DM18 (Tree Planting)

Relevant Supplementary Planning Guidance/Documents

- Revised Parking Standards and Design (2011)
- Sustainable Design and Construction (2011)
- Employment, Skills and Training (2013)
- Affordable Housing SPD (2015)
- Planning Obligations under Section 106 of the Town and Country Planning Act 1990, (Revised 1/4/2015).

The Council introduced the Community Infrastructure Levy (CIL), on planning decisions made on or after 1 April 2015. This partially replaced the Section 106 system, under which tariff-based payments were sought, often subject to a process of negotiation. CIL has no such scope for negotiation and is a levy per sq m of floorspace with the Council's CIL Charges approved at Council on 27 January 2015. The role of Section 106 is now restricted to securing affordable housing (dealt with in the Council's adopted Affordable Housing SPD) and dealing with site-specific infrastructure requirement

7. APPRAISAL

The main issues in consideration of this application are:

- Principle of development
- Flood Risk Assessment and Sustainable Drainage Systems (SuDS)
- Highway matters
- Layout, Design and Appearance
- Housing density and mix
- Residential Amenity of future occupiers and neighbours
- Trees, landscaping and ecology
- S106 Matters
- Community Infrastructure Levy
- Other considerations

Principle of the Development

- 7.1 Permission 170959 is an important material consideration to this current planning application. There have been no material changes in circumstances in relation to National or Local Planning policy or physical features within the site since the consideration/issuing of permission 170979. The main policies to be considered therefore remain to be CS35 'Flooding', CS7 'Design and the Public Realm' and Policy DM11 'Development of Private Residential Gardens' in relation to the principle of the use, quantum and siting of the development. These matters are considered below.

Affordable Housing

- 7.2 In accordance with Core Strategy Policy CS16, developments of 15 dwellings and above are required to provide 30% of the total number of dwellings in the form of affordable housing to meet the needs of the area, as defined by a housing needs assessment. However updated National Policy (NPPF July 2018) and the Councils adopted Policy CS16 and Supplementary Planning Guidance allows the Council to consider detailed information on the viability of a particular scheme and, where justified through an open book approach, to reduce the affordable housing requirement.
- 7.3 As a consequence of market conditions, it is not possible for the applicant to continue to provide the originally proposed policy compliant 30% affordable housing provision on site. The application as submitted sought no contribution to affordable housing, however following extensive negotiations with the Councils Corporate Asset and Development Manager and advice from external consultants (on behalf of the local planning authority) it has been concluded that the best that the scheme can achieve whilst remaining viable is a financial contribution of £250,000, with a deferred payment mechanism. This contribution will be secured via s106 legal agreement.
- 7.4 Given that the affordable housing proposal is below the 30% policy requirement a deferred payment mechanism is also considered appropriate in this instance (in addition to the financial contribution) with a pre completion review providing for the Council to receive 20% of the GDV over £20.2m. The deferred payment mechanism will also be secured via s106 legal agreement.
- 7.5 Therefore, following careful consideration officers conclude that it has been sufficiently demonstrated and verified that the financial contribution to provide affordable housing now proposed is the best possible, due to the specific viability conditions of this particular case. With a suitable deferred payment mechanism also being secured it is considered that the proposal is policy compliant in relation to affordable housing matters, given the viability of developing the site.

Flooding

- 7.6 Government Guidance (PPG Flooding) specifies that dwelling houses have a flood risk vulnerability classification of 'more vulnerable'. The proposed built form within the development is sited wholly within Flood Zone 1 however the application site contains areas within Flood Zones 2 and 3a, with the private amenity space for each house located outside Flood Zone 1. On this basis, and the proximity of the proposed dwellings to Flood Zone 2, a Sequential Test is required to determine the application.
- 7.7 The Sequential Test assesses other potential sites in the borough with the aim of steering new development to areas at the lowest probability of flooding (Zone 1). The applicant has submitted a Sequential Test to consider sites in the borough that have a lower risk of flooding and have concluded there are no other appropriate sites. The Council's latest 'Housing and Economic Land Availability Assessment' (May 2017) also sets out that 'there are not sufficient sites to meet the objectively assessed need for housing in Reading on sites in Flood Zones 1 and 2'. Therefore, considering the content of submitted detailed sequential test it is considered that the applicant has been able to demonstrate that the development has passed the

sequential test. The Exception test is not required for 'more vulnerable' use (including housing) in Flood Zone 2. Due to the limited extent of flood Zone 3a on the southern boundary of the site it is not considered that the Exception Test is required in this instance.

- 7.8 As the required land use tests are considered to be passed the proposed development is then required to be subject to a Flood Risk Assessment. An FRA has been submitted by the applicant and reviewed by the Environment Agency. The Environment Agency have confirmed that the submitted information has considered climate change and they have no objection, subject to conditions in relation to implementation of the FRA and provision of permeable fencing. The proposal is therefore considered to comply with the NPPF and Policy CS35 and DM11.
- 7.9 In relation to Sustainable Urban Drainage Systems, it is set out that these can be integrated to ensure that surface water run-off from the development will be no greater than the current rate. Subject to appropriate conditions, the proposed drainage can comply with the requirements of the NPPG, NPPF and Core Strategy policy CS34.

Highway Matters

- 7.10 The application site is located along Classified Henley Road (A4155) which is a busy distributor road linking Caversham to towns/villages in South Oxfordshire. The site is located on the south side of Henley Road adjacent to a large residential development (Ruskin) accessed from a 4-arm signal controlled junction.

Traffic Generation

- 7.11 The trip generation for the proposed development has been calculated from the TRICS trip rates agreed with RBC as part of the 2016 application (161842). These trip rates have been applied to the new residential scheme for 30 apartments and 12 houses. The analysis has shown that the proposed residential development will generate in the region of 21 vehicular trips in the AM peak and 23 vehicular trips in the PM peak with 70% of trips heading to/from the west (towards Reading). The development's traffic generation and impact on network capacity is less than previously accepted. The traffic generated by the proposed scheme would not give rise to a material impact on existing traffic flows and is therefore acceptable for the smaller scheme in accordance with policy DM11 and DM12.

Access

- 7.12 All proposals for new access into classified road must comply with Reading Borough Council's Design Guidance for Residential Accesses on to Classified Roads to ensure that the safety and efficiency of the classified road network is maintained and enhanced by the design for access to new development.
- 7.13 The proposals consist of the demolition of 199-203 Henley Road and the construction of a new bellmouth access directly onto the Henley Road. The Borough's Design Guidance for Residential Accesses on to Classified Roads states that where proposals for development give rise to opportunities to reduce the number of direct accesses on the classified road network, then the Borough will expect these opportunities to be taken. The objectors' comments are noted in relation to the use of the existing access at Ruskin and this issue has been given careful consideration by officers. The adjacent Ruskin development was designed and constructed with the view that future development of land to the east would

be served from the Henley Road/Ruskin signalled controlled junction. However, the adopted highway extent plan confirms that the end of the adopted road does not meet the site boundary. Therefore, following a review of the accident data along Henley Road and that the proposed junction is in excess of the junction spacing stipulated within the Borough's Design Guidance on to Classified Roads, highway officers have no grounds to object to an additional access onto the Henley Road subject to a new access complying with this guidance.

- 7.14 The proposed site access would be in the form of a 5.5m wide priority junction with 10m corner radii off Henley Road. A right turn lane would be provided on Henley Road to serve the site. The existing dropped kerb accesses serving numbers 199, 201 and 203 Henley Road would be closed with the kerbs and footway reinstated. In accordance with the Council's Design Guidance, the maximum gradient on new access roads shall be 10%, however the first 10 metres on approach to a classified road, the dwell area, shall be 4%. These requirements are designed to prevent vehicles stalling on a mild hill start when attempting to pull in to traffic and the required cross section of the proposed access road has been submitted to ensure the access complies with the specified gradients.
- 7.15 A visibility splay of 2.4m x 90m has been illustrated at Appendix 6 of the TA a drawing will be required fully illustrating the visibility splay to the right of the proposed access but this matter could be dealt with by way of a condition. The internal layout of the development conforms to adoptable standards with a 5.5m carriageway width and 1.8m wide footways on both sides of the access road. Sections of shared surface are proposed in the southern part of the site serving the 3/4 bedroom houses and parking courtyards.
- 7.16 The layout provides a natural extension to the access road if future development comes forward on land to the east of the site. The new scheme would include provision of a link up to the eastern site boundary to allow for future development on the adjacent land without the need for a separate access off Henley Road. The applicant has submitted an adoption/highway extents plan (Drwg no. 2829.11) which clearly demonstrates the area to be adopted including the turning head up to the site boundary which will allow for development to the east of the application site and therefore allows for satisfactory development of the wider area. The proposal is therefore considered to accord with policy CS20 and DM11 and DM12.

Parking

- 7.17 In relation to parking the site is located within Zone 3, Secondary Core Area, of the Council's adopted Parking Standards and Design SPD. In accordance with the adopted SPD, the development would be required to provide a parking provision of 1.5 spaces per 1-2 bedroom apartment plus 1 space per 4 dwellings for visitor parking, and 2 spaces per 3-4 bedroom dwelling. A total of 72 parking spaces are proposed in a mix of undercroft, courtyard and parallel car parking spaces which satisfies the requirement. Each house will be provided with 2 dedicated parking spaces and the flats will be provided with 1.5 spaces. The Council's adopted Parking standards require a minimum provision of 8 parking spaces to be provided as visitor parking spaces. The allocation of the resident and visitor parking spaces can be controlled by condition.
- 7.18 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. The adopted standards also states that cycle storage should be easy to use, where the cycle can be secured easily and quickly to the stand. Cycle parking for the houses would be provided within the curtilage of each dwelling in the form of a shed capable of accommodating two cycle spaces. Communal cycle stores are proposed in the undercroft car parking area for the flats. It is unclear whether the cycle parking spaces will be in the form of Sheffield type stands (preferred) or alternative stands. This matter can be controlled by condition. The proposal is therefore considered to accord with policy CS24.

- 7.19 In relation to refuse collection this would be undertaken from within the site. Service vehicle swept path analysis confirms that a large refuse vehicle is able to enter the site, turn around in the turning heads provided and leave the site again in a forward gear. Bin storage for waste and recycling is provided on plot for all houses. The flats are provided with communal bin storage in convenient locations.
- 7.20 In relation to construction impacts a Construction Method Statement would be required to be submitted and approved before any works commence on-site. Any works affecting the highway would have to comply with the Borough's Guidance Notes for Activities on the Public Highway and works would need to be scheduled with the Council's Streetworks team prior to commencement on site. The proposal is therefore considered to accord with policy CS34 and DM4.

Layout, design and appearance

- 7.21 Policy DM11 requires that residential development makes a positive contribution to the character of the area in respect of the layout and spacing of the development; the form, height and massing of buildings; materials and appearance; and landscaping and boundary treatments. The application site is also required to be of an adequate size and dimensions to accommodate the development proposed in terms of setting and spacing around buildings, amenity space, landscaping and space for access road and parking.
- 7.22 The layout and spacing within the current development proposals is considered to suitably reflect the existing character of the area with regard to the size and scale of the proposed flatted block on the site frontage and provision of family sized dwellings with individual gardens in the rear portion of the site. The mixed pallet of proposed materials including brick and render is in keeping with surrounding development and is considered to add visual interest to differing elements of the flatted block and dwellings. Details for final approval can be subject to condition.
- 7.23 The proposed flatted block has three floors of accommodation fronting the Henley Road which, due to the difference in land levels from the road edge to within the application site, will have a two storey appearance from the road level, in keeping with Ruskin and the surrounding 2 storey dwellings. The ridge height of the central section of this block is marginally higher than the existing development at Ruskin, but steps down at either end of the building to seek to form a transitional element in the street scene. The articulation of the roof form and use of gable features interspersed with glazed balconies is considered to break up the visual bulk of the block when viewed from the Henley Road. This structure is therefore considered to have an acceptable impact on the character of the surrounding area which contains predominately large two residential dwellings and the frontage block within the Ruskin development.

- 7.24 The side and rear elevations of the proposed flatted block will also be visible in the public realm within the site. During the course of the application the ridge height of the rear element of this block has been reduced so that the overall height of the building lowers relative to the access road sloping down to the centre of the site. The side elevation orientated toward the access road contains gable features which seek to break up the bulk of the building with the rear portion of this elevation set 17m from the access road. To the rear the basement level of the building and vehicular access to the undercroft parking are visible but are considered to be integrated into the overall design of the building and ground floor habitable windows provide an element of natural surveillance and an active frontage.
- 7.25 Hardstanding within the site is in the form of the access road and surface level parking, with 34 parking spaces set beneath the flatted block and not visible in the public realm. The majority of the surface level parking is well related to the housing units (which they serve) and is able to be broken up by proposed planting. This scheme also retains a landscaped buffer between the Henley Road frontage and the adjacent Ruskin development in the form of a substantial lawn and mature trees and soft landscaping around the buildings. The location and extent of hardstanding within the site is considered to be acceptable in accordance with Policy CS7 and DM11.
- 7.26 The proposed housing units are all oriented toward the main access road and form a more traditional street scene within the application site. There is no objection to the detailed design of the individual pairs of semi-detached houses constructed of traditional materials. Due to the sloping nature of the site these units have a standard two storey appearance to the front incorporating projecting gable features, but an additional lower ground floor at the rear. This design provides a shallow balcony area and external stepped access from the rear garden area to road level to the front of the dwellings. This is characteristic of existing dwellings in the vicinity set into the sloping topography on the southern side of the Henley Road.
- 7.27 In relation to the topography of the site, which slopes significantly from the front to the rear, detailed site sections have been submitted to show the gradient of the proposed access road and relative land levels to existing neighbouring dwellings including No 32 and 33 Ruskin. Retaining walls have been shown in two locations within the site - on the western side of the proposed access road and to the west of the parking areas shown to the rear of the flats. The developer has submitted information (plan PL-01B) showing the retaining walls on the western boundary to be 1m in height which is considered to have an acceptable visual impact and not be overbearing to residential dwellings in accordance with Policy CS7 and DM11.
- 7.28 This proposal is therefore considered to create an adequate sense of place within the site and is considered to be sufficiently in keeping with the character of the surrounding area in accordance with policies CS7 and DM11.

Residential amenity of future occupiers and neighbours

- 7.29 Due to the relative siting and separation distance of a minimum of 10m and an maximum of 20m between the proposed residential block on the site frontage and the adjacent flatted block within Ruskin these existing dwellings are not considered to be detrimentally affected by the proposed development.
- 7.30 In relation to No 32 and 33 Ruskin these two existing units have a rear to side relationship to proposed Plot 1 (housing unit). It is noted that these dwellings

within Ruskin are three storey town houses with first floor rear facing living rooms. The ground level within the application site is proposed to be set at a higher level than ground level within Ruskin. However there is a 13m separation distance between the dwellings, levels information has been submitted to show the relative heights of the dwellings (PL09 B) and the design of Plot 1 and 2 has been amended to alter the pitched roof to a hipped roof design, so that the roof slopes away from the boundary with No 32 and 33. The proposed side facing windows are high level or serve a stairwell and the site is screened by mature vegetation. On this basis the proposal is not considered have an overbearing impact on these dwellings or No 34 Ruskin to warrant the refusal of planning permission.

- 7.31 In relation to the retained dwelling at No 205 Henley Road the 'T' shaped form of the proposed flatted block results in minimum separation distance of 17m, extending further to the rear of the block. Within the proposed side elevation in closest proximity to No 205 only high level or stairwell windows are proposed, further windows and balconies in the remainder of the block are considered to be set sufficient distance away so as to not cause any undue overlooking. The proposed housing units (Plots 9-12) the front of which look north toward the rear area of No 205 and 207 Henley Road are set a sufficient distance away not to have a detrimental impact on residential amenity. In relation to No 209 Henley Road the siting of proposed Plot 12 adjacent to the side boundary due to the separation distance to the house is not considered to cause overbearing or overlooking to the rear garden area of this existing property. The proposed development is therefore not considered to result in an overlooking or overbearing impact on existing dwellings in accordance with policy DM4 Safeguarding Amenity.
- 7.32 Floor plans for all the dwelling types and the blocks of flats have been submitted. The internal space standards and room layouts for the proposed dwellings and flats are considered appropriate. As such, it is considered that the dwellings and flats would provide a suitable standard of accommodation for future occupants. The separation distance of over 28m between the proposed flatted block and proposed dwellings is considered to allow light and outlook to the future occupants.
- 7.33 In relation to amenity space the rear gardens of the existing dwellings No 205 and 207 are significantly reduced but in excess of 10m in depth, and therefore do not form a reason for refusal. The proposed outdoor amenity space for the houses is in the form of private rear gardens which are over 30m in depth within Flood Zone 2 which is considered to provide adequate useable amenity space. The flatted units each have Juliette balconies, which is policy compliant with additional open areas of soft landscaping. The proposal is therefore considered to satisfactorily accord with Policy DM10 (Private and Communal Outdoor Space).
- 7.34 Noise and disturbance from traffic from the proposed development is not considered to result in harm to the amenities of the properties adjoining the application site in terms of highway capacity and safety. As such the proposal is considered to accord with policy DM4.

Housing mix

- 7.35 Policy DM5 (Housing Mix) seeks to ensure that on new developments for 10 or more dwellings outside the central area and defined district and local centres, planning decisions will ensure that over 50% of dwellings will be of 3 bedrooms or more, and the majority of dwellings will be in the form of houses rather than flats, having regard to all other material considerations. This development proposal will provide a dwelling mix containing 43% of the proposed units having 3 or 4 bedrooms, and

approximately 30% as individual houses. Each of the houses are substantial 4 bed units with the 3 bed flats able to accommodate 5 persons. In the context of the area including the Ruskin development containing flatted units located directly adjacent to the site the proposed development is considered to be acceptable and accord to Policy DM5.

Trees, landscaping and ecology

- 7.36 The matter of Landscape has been formally reserved for consideration under a future Reserved Matters application. However the applicant has submitted sufficient detailed tree information as part of this application to determine this application, which has been assessed by officers and is considered acceptable.
- 7.37 The development site is located adjacent to Henley Road which has been identified as a Treed Corridor (Existing and potential) in the Borough Council's adopted tree strategy and trees within and immediately adjacent to the site boundary are protected under Tree Preservation Order 20/14. The trees subject to a TPO include a Beech tree at the front of the site, a Horse chestnut to the rear of the existing dwelling at 199 and a Walnut (offsite within Ruskin).
- 7.38 The current site layout, with hardstanding restricted to the centre of the site, provides a landscape buffer to the Henley Road and adjacent Ruskin development and allows the retention of protected trees. The proposed layout requires the removal of 41 trees and parts of three groups of trees. The majority of these trees (including several category 'B' trees) are small specimens and include many fruit trees. The majority of potentially larger trees within the curtilage can be retained which include the protected trees on and adjacent to the site. The layout of the front of the property will allow for new landscape planting and soften views of the development from the public highway.
- 7.39 Although the applicant has provided an Arboricultural Method Statement, further information is required in the form of further details by way of Reserved Matters details and further conditions. To mitigate the number of trees proposed for removal on site we will require substantial new tree and landscape scheme to create a high quality development. The success of trees planted in or near to parking spaces will be dependent on a well-constructed rooting area which can be required by condition.
- 7.40 The proposal although altering the existing landscape character of the site is considered to provide sufficient areas of landscaping in the form of extensive garden areas within the southern portion of the site and landscape buffer adjacent to the Henley Road and adjacent Ruskin development. These areas will also allow the retention of existing boundary trees including those subject to Tree Preservation Orders. The proposal is therefore considered to accord with policies Policy CS7, Policy CS37 and Policy CS38.

Ecology

- 7.41 The application site is located adjacent to Berrys Brook, and an unimproved grassland field which can be described as floodplain grazing marsh. Both floodplain grazing marsh (the adjacent field) and Rivers and Streams (Berrys Brook) are UK Biodiversity Action Plan habitats, (therefore are priority habitat as referred to in the NPPF) and are also likely to host a number of rare or notable plant and animal species (e.g. wildfowl and waders, water vole, reptiles, dragonflies etc.). They therefore receive protection from the adverse impacts of development through both national and local planning policy.

- 7.42 The applicant has submitted an Ecology Report (dated September 2016 Updated February 2017) that contains a Phase 1 habitat survey that has been extended to include an assessment of protected species. The applicant has also confirmed that the bat surveys on the site have been carried out in accordance with BCT (Bat Conservation Trust) guidelines. The ecology report concludes that the majority of habitat currently occupying the site will be removed to accommodate the development proposals but much of this habitat was assessed as having low-moderate ecological value (eg amenity grassland, introduced shrub, built structures and hard standing). It is noted however that features such as the species-rich hedgerow and the traditional orchard have a high value and the site is used by protected species including roosting bats, reptiles, breeding birds and invertebrates.
- 7.43 Policy DM11, DM17 and CS36 seek to protect biodiversity but do not preclude development where it can be demonstrated that developments do not fragment blocks of gardens that contribute to the green network; and features provided within the scheme can link into the existing green network. Therefore it is essential that the development adequately compensates for the loss of these habitats in order to comply with planning policy.
- 7.44 In order to seek to meet the above requirements the submitted ecology report sets out recommendations for mitigation, compensation and enhancement measures for ecology on the site. This includes measures to include the retention of the boundary hedgerows, a wildlife buffer formed within garden areas to the south of the site to be retained and enhanced including two retained ponds; and the planting of 10 trees (apple, plum and pear) to compensate for the loss of the section of Orchard (which is a BAP habitat). Replacement bird and bat roost are also proposed and following the grant of any planning permission a license application to Natural England would be required to be made to demolish the roost on site, followed by specified mitigation and compensation measures. In relation to reptiles a mitigation strategy is set out within the submitted Ecology report. It is therefore considered that matters of ecology can be controlled and mitigated by condition.
- 7.45 It is therefore considered that due to the length of the existing residential plots to be sub divided to accommodate the proposed development; the ratio of built form to retained soft landscaping and garden areas and mitigation measures set out above that the development would not have a significantly adverse impact on biodiversity and is considered to accord with Policies DM11 and CS36.

Open space

- 7.46 In accordance with policy CS29 of the Core Strategy, all new development should make provision for the open space needs of the development through appropriate on or off-site provision. On a site of less than 50 dwellings improvement to open space are sought through appropriate contributions, which are now received via the CIL levy.

Sustainability

- 7.47 Whilst proposals previously needed to fully demonstrate how developments meet the requirements of policy CS1 in the adopted Core Strategy, policies DM1 and DM2, it should be noted that energy requirements for new developments have been recently streamlined by the Government. An Energy Statement was submitted by the applicant. The Statement includes an energy demand assessment recommending the use of solar PV systems which can meet the target of 19% less

CO2 than the 2013 building regulations standard. This is considered to be acceptable and could be required by condition.

Archaeology

- 7.48 There are potential archaeological issues with the above application as the site is located within an area of potential for prehistoric remains. The scale of the proposals is large enough to warrant archaeological investigations to assess this potential. Therefore a condition requiring approval of a written scheme of archaeological investigation would be required if the application were recommended for approval.

Air Quality and Contaminated Land

- 7.49 The site lies within an AQMA, the application states that the development will have no worsening impact on air quality. However, due to increased traffic pressure on local junctions there is still the possibility for air quality to be worsened in those locations e.g. Gosbrook Road and Prospect Street where air quality is already poor. However the impact on air quality is not considered to be so significant as to warrant a reason for refusal.

- 7.50 In relation to contaminated land 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. Ideally a 'phase 1' desk study should be submitted with applications for large developments to give an indication as to the likely risks and to determine whether further investigation is necessary, this requirement and any further remediation action required could be satisfactorily dealt with by condition.

Employment, Skills and Training

- 7.51 In accordance with Reading Borough Core Strategy Policies CS9: Infrastructure, Services, Resources and Amenities and CS13: Impact of Employment Development and the Council's SPD 'Employment, Skills and Training' the developer is required to provide for a Construction Employment and Skills Plan which identifies and promotes employment opportunities generated by the proposed development, or other developments within Reading, for the construction phase of the proposed development. This is sought to be secured within the S106 legal agreement.

Community Infrastructure Levy (CIL)

- 7.52 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.
- 7.53 Separately, the applicant duly completed a CIL liability form as part of the submission of this application. Based on the information provided only No 199 Henley Road will be likely to have been occupied for six continuous months of the thirty-six previous months when a decision is issued. Accordingly, the floorspaces of this unit (195 sqm) can be deducted from the final liability. On this basis, the CIL liability (total 5603 sqm - 195sqm) is estimated (using the 2018 indexation) as being £796,566.

Representations

- 7.54 Issues raised in representation letters from third parties have been addressed within the above report.

Equality

- 7.55 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 current application) that the protected groups have or will have different needs, experiences, issues and priorities in relation to this particular planning application.

8 CONCLUSION

- 8.1 The proposed form of development has previously been considered to be acceptable in relation to matters of flooding design and layout, highway safety, landscape, ecology and residential amenity. In relation to the matter of affordable housing the submitted viability has been fully assessed, the original offer seeking nil provision increased and can now be considered to be policy compliant. The proposal is therefore recommended for approval, subject to conditions and an appropriate S106.

Case Officer: Susanna Bedford

List of plans

Location Plan PL - 101

PL-11A Proposed Site Plan

PL-01B Proposed Site Plan showing Flood Zone Contour

PL-02 Proposed basement plan (flatted block)

PL-03A Proposed ground Floor plan (flats)

PL-04A Proposed first Floor plan (flats)

PL-05 A Proposed second Floor plan (flats)

PL-06 Proposed roof plan (flats)

PL-07A Proposed elevations (flatted block front and side)

PL-08A Proposed elevations (flatted block rear and side)

PL-09 A Proposed site section AA, BB, CC

PL-10 A Proposed house plans

PL-12 Proposed site section EE and FF

Drwg no. 2829.11 Road adoption plan



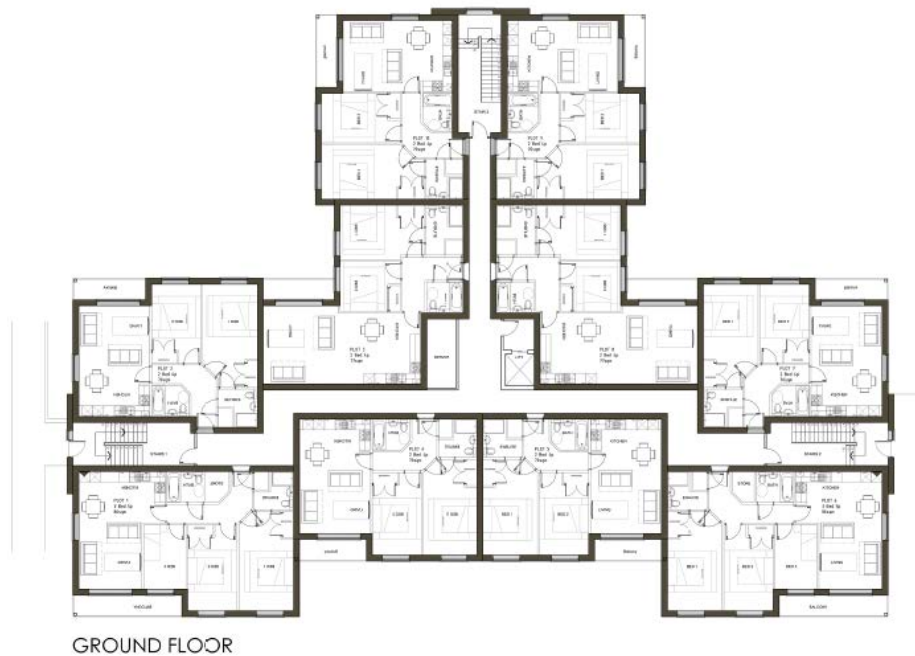
Site Sections





Proposed elevations of flatted block





GROUND FLOOR

First Floor and Basement Plan for the proposed flatted block



BASEMENT

Plan of proposed dwelling houses



COMMITTEE REPORT

BY THE DIRECTOR OF ENVIRONMENT & NEIGHBOURHOOD SERVICES
READING BOROUGH COUNCIL
PLANNING APPLICATIONS COMMITTEE: 10th October 2018

ITEM NO. 17

Ward: Redlands

Application No.: 180683/FUL

Address: Land adjacent to 300 Kings Road Reading

Proposal: Construction of a part five part three storey building of 14 residential apartments (C3) and associated under croft car parking

Date received: 10th May 2018

Application target decision date: 9th August 2018

Extension of time date: 10th November 2018

RECOMMENDATION

Grant Full Planning Permission subject to satisfactory completion of a Section 106 legal agreement by 10th November 2018 and the following conditions:

If the Section 106 legal agreement is not completed by 10th November 2018 delegate to the HPDRS to refuse the above application unless the HPDRS approves an extension of time.

Legal Agreement to secure the following:

1. Provision of 4 on-site residential units as affordable housing, comprising of 2 x 1 bed and 2 x 2 bed shared ownership units
2. Commuted off-site affordable housing contribution of £35,000. Payable on first occupation and index-linked from date of permission
3. Employment Skills and Training Plan financial contribution towards construction-phase training of £2, 825

Conditions:

1. Time Limit
2. In accordance with the approved drawings
3. Material samples to be submitted
4. Submission and implementation of archaeological written scheme of investigation
5. In accordance with approved glazing and ventilation specification
6. Cycle store details to be submitted
7. Hard and soft landscaping scheme to be submitted
8. Implementation of landscaping scheme
9. Landscaping Maintenance
10. Landscaping replacement
11. Biodiversity enhancement details to be submitted
12. Construction Method Statement to be submitted
13. Vehicular parking spaces to be provided
14. Bin storage to be provided
15. In accordance with approved sustainability/energy efficiency reports
16. Photovoltaic details to be submitted
17. No parking permits - address details to be submitted
18. No parking permits - future occupants to be informed

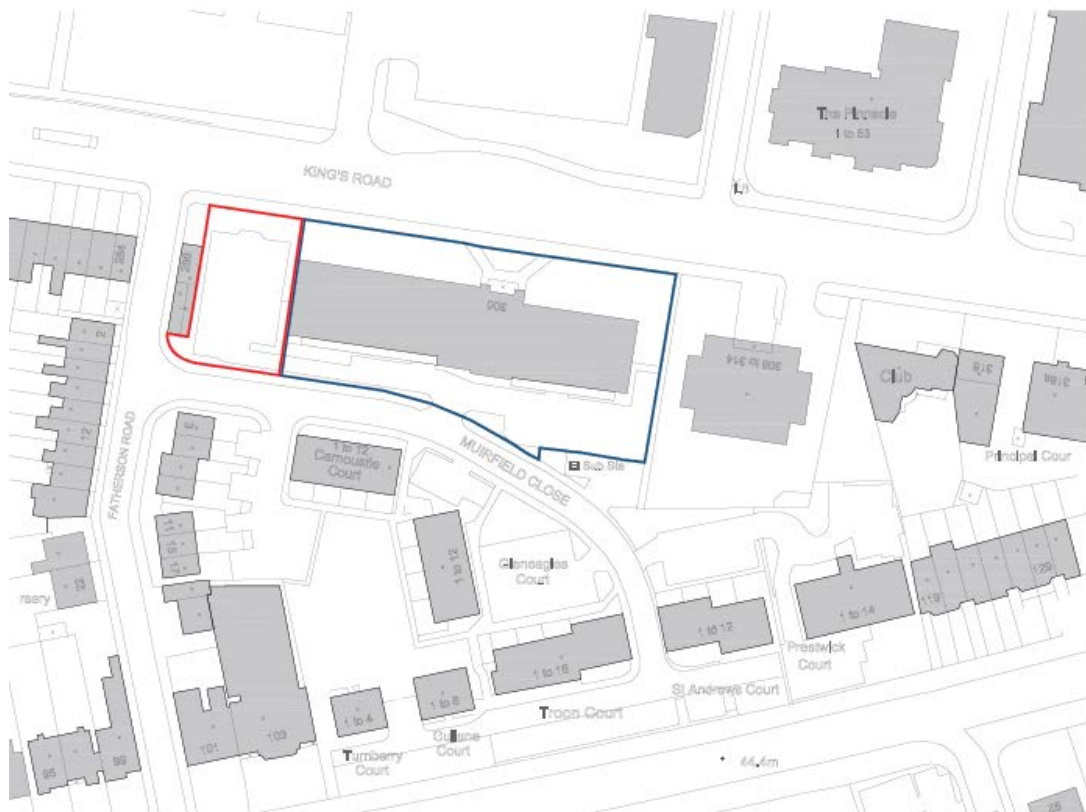
19. Contaminated Land 1: site characterisation report
20. Contaminated Land 2: remediation scheme
21. Contaminated Land 3: implementation of remediation scheme
22. Contaminated Land 4: reporting any unexpected contamination
23. Standard construction hours
24. Flat roof area not to be used as a terrace or balcony
25. Retention of lift (inclusive access)

Informatives:

1. Building Control
2. Terms and conditions
3. Positive and Proactive Statement
4. Damage to the highway
5. No parking permits
6. Noise between residential properties - building regulations sound insulation of any building
7. Section 106 Legal Agreement
8. Clarification over pre-commencement conditions
9. CIL

1. INTRODUCTION

- 1.1 The application site comprises a surface car park which currently serves a four storey vacant office building located on the south side of Kings Road. Vehicular access is from the rear via Muirfield Close to the surface and undercroft car parks. The site is adjoined by office development in Kings Road and residential to the south.
- 1.2 The site is located just outside the Reading Central Area as designated by the Reading Central Area Action Plan (2012, 2015) and is within an air quality management area. An area to the front of the site is also identified as an area of potentially contaminated land.



2. PLANNING HISTORY (blue land above)

- 2.1 170512/OPA - Change of use of office building from Class B1(a) (offices) to C3 (dwelling houses) to comprise 78 flats. Prior Notification under Class O, Part 3 of Schedule 2 of the Town and Country Planning (General Permitted Development) Order 2015 - Prior Approval Given
- 2.2 170915/FUL - Upgrade to existing elevations in connection with residential use granted under prior approval (reference 170512) - Granted
- 2.3 172326/VAR - Upgrade to existing elevations in connection with residential use granted under prior approval (reference 170512) without complying with condition no.2 of planning permission ref. 170915 to allow further changes to cladding and glazing to all elevations - Granted

PROPOSALS

- 3.1 The application seeks planning permission for a part five and part 3 storey building of 14 residential flats (C3 use class). The proposal would be located upon the site of the car park associated with the existing redundant office building at no. 300 Kings Road and would infill the gap between this building and no. 286 Kings Road (The Clock House) to the west at the junction with Fatherson Road.
- 3.2 The proposed building would incorporate three distinctive five storey front and rear gable roof pitches with a three storey flat roof element as the building transitions to no.286 to the west of the site. The building would be a mix of buff and dark grey brick with slate roof.
- 3.3 The proposal incorporates a mix of 6 x 1 bed, 6 x 2 bed and 2 x 3 bed units.
- 3.4 Six parking spaces are proposed with a part undercroft area to the rear of the building at ground floor whilst a further two uncovered spaces are proposed to

the rear of the site. Vehicular access to the site would be retained as existing via Muirfield Road.

- 3.5 Landscaping and tree planting are proposed to the front of the building towards Kings Road.
- 3.6 Pre application advice was sought regarding the proposals with the footprint and massing of the building having been reduced at application stage. The proposal has also been reviewed by the RBC Design Review Panel.
- 3.7 Amended plans were submitted on 23rd July which incorporates minor alterations to the western flank elevation (facing no. 286 Kings Road) and roof of the building. This includes replacing third floor side facing windows with high level windows, setting the western flank 0.25m further away from the flank elevation of no.286 and a small drop in the parapet height of the three storey flat roof element of the proposal.
- 3.8 This application is reported to planning applications committee because, as a proposal for more than 10 new dwellings, it is in the Major Planning Applications Category.

4. CONSULTATIONS

RBC Natural Environment Trees

- 4.1 No objection, subject to conditions to secure a detailed landscaping scheme, implementation of the landscaping and a scheme of maintenance.

RBC Transport

- 4.2 No objection, subject to conditions to secure a construction method statement, provision of proposed car parking, bicycle store details, provision of proposed bin store and a restriction on access to parking permits.

RBC Environmental Protection

- 4.3 No objection, subject to conditions to secure implementation of proposed noise mitigation scheme, a contaminated land remediation scheme, a construction method statement and control of construction hours (0800 – 1800 Monday – Friday and 0900 – 1300 on Saturdays and not at any time on Sundays or Bank Holidays)

RBC Ecology

- 4.4 No objection, subject to a condition to secure a scheme of biodiversity enhancements and its implementation.

Berkshire Archaeology

- 4.5 No objection, subject to a condition to secure submission and implementation of a written scheme of archaeological investigation.

Public Consultation

- 4.3 Neighbouring premises adjoining the site were notified of the application by letter and site notices were displayed outside the building on Kings Road.

- 4.4 Five letters of objection have been received from four different properties as well as a petition against the development signed by thirty residents, raising the following issues:
- Intensification of the use of Muirfield Road for access to the proposed development (in combination with its use associated with the conversion of the existing office building at no. 300 Kings Road to 78 flats)
 - Impact on amenity of neighbouring occupiers
 - Design and appearance
 - Prejudice development of adjacent building (no. 268 for which there is a current application for prior approval change of use to 3 flats and also a planning application for fenestration alterations)
 - The application encroaches on neighbouring land/property and should be invalid

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 the 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'. However the NPPF does not change the statutory status of the development plan as the starting point for decision making (NPPF paragraph 12).
- 5.3 In this regard, 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).
- 5.4 Accordingly, the National Planning Policy Framework and the following development plan policies and supplementary planning guidance are relevant:

Reading Borough LDF Core Strategy (Adopted January 2008 - amended 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
- CS9 Infrastructure, Services, Resources and Amenities
- CS11 Use of Employment Land for Alternative Uses
- CS14 Provision of Housing
- CS15 Location, Accessibility, Density and Housing Mix
- CS16 Affordable Housing
- CS20 Implementation of the Reading Transport Strategy (Local Transport Plan 2006-2011)
- CS24 Car/Cycle Parking
- CS33 Protection and Enhancement of the Historic Environment
- CS34 Pollution and Water Resources

Sites and Detailed Policies Document - (Adopted October 2012, - amended 2015)

- SD1 Presumption in Favour of Sustainable Development
- DM1 Adaption to Climate Change
- DM3 Infrastructure Planning
- DM4 Safeguarding Amenity
- DM5 Housing Mix
- DM6 Affordable Housing
- DM10 Private and Communal Outdoor Space
- DM12 Access, Traffic and Highway-Related Matters
- DM18 Tree Planting
- DM19 Air Quality

Supplementary Planning Document: Affordable Housing (July 2013)

Supplementary Planning Document: S106 Planning Obligations (March 2014)

Supplementary Planning Document: Parking Standards and Design (October 2011)

Supplementary Planning Document: Sustainable Design and Construction (July 2011)

Supplementary Planning Document: Employment Skills and Training (April 2013)

6. APPRAISAL

The main issues raised by this planning application are as follows:

- Principle
- Design and Impact on the Character of the Area
- Amenity of Surrounding Occupiers
- Standard of Residential Accommodation
- Unit Mix
- Sustainability
- Transport
- Natural Environment
- Archaeology
- Affordable Housing

Principle

- 6.1 The National Planning Policy Framework (2018) encourages the effective use of land by reusing land that has been previously developed (brownfield land) and seeks that all housing applications should be considered in the context of the presumption in favour of sustainable development. The accessibility of the site is considered acceptable for the proposed development (CS4 of the Reading Core Strategy 2008, altered 2015) whilst the proposal would align with the broad objectives of Policy CS14, in assisting in meeting the Borough's annual housing targets.
- 6.2 Prior Approval has been given for change of use of the existing redundant office building at no. 300 to 78 flats (ref. 170512). Works for this conversion have commenced. The car park area upon which the current application is located does not form part of the prior approval conversion works and the parking spaces are not required to be retained in this respect. The conversion works to the existing building at no. 300 would retain 50 parking spaces in a basement car park as approved under the prior approval consent given.
- 6.3 The principle of the proposed development is considered acceptable and the following material planning considerations are relevant:

Design and Impact on the Character of the Area

- 6.4 Policy CS7 seeks to preserve or enhance the character of the area in which a development is located.
- 6.5 The application site is currently an open car park positioned between two contrasting buildings. No. 300 Kings Road to the east is a large 4/5 storey building which is significant in terms of width and building frontage, whilst no. 268 to the west is a three storey building with rooms in the roof space, but is unusual in form given its narrowness. There is a wide variety of size and scale buildings along the Kings Road street-scene. The application site, as parking area, is therefore currently an open space with through views between Kings Road and Muirfield Close.
- 6.6 The proposed design with three distinctive gable roof projections is considered to form an appropriate link between the large flat roof building at no. 300 and the smaller narrower gable roof building at no. 286. The use of the distinctive gables is reflective of the appearance of no. 286 and is considered to result in a more cohesive appearance to this part of Kings Road whereas at present the narrow nature of the no. 268 appears as somewhat of an anomaly with the street-scene.
- 6.7 The footprint the proposal would align with the frontages/building line of both the adjacent buildings and be set back 8.5m from the Kings Road frontage. The proposed rear elevation is stepped such that it also aligns with the rear elevations of the adjacent buildings. At the closest point the rear of the building would be set 5.3m from the Muirfield Road frontage. To the rear of the site the character of surrounding properties is predominantly residential with rows of two and three storey terrace dwellings to Fatherson Road and three storey Blocks of flats to Muirfield Road. The set back from the Muirfield Road frontage and massing of the building relative to the existing building at no. 300 is such that the proposal is not considered to appear unduly dominant within the Muirfield Road street-scene.
- 6.8 The proposed height of the main five storey element of the building would reflect that of the large flat roof building at no. 300. However, the gable roof forms proposed result in a building which appears of lesser bulk and massing than the larger flat roof building at no. 300. The proposed 2m separation to the flank of no. 300 provides relief in the built form and assists in the transition between the different buildings and materials.
- 6.9 The proposed three storey flat roof element forms a link element where the building projects to within 0.25m of the flank elevation of no. 286. This different roof form is considered to assist in bridging the gap between the different height gables and eaves of the proposal and existing building at no. 286 and also the difference in brick colour.
- 6.10 Officers consider that the proposal is an appropriate design response to the site which would integrate satisfactorily with the character and appearance of adjacent buildings, street-scene and character of the wider area in accordance with Policy CS7. Material samples are to be secured by way of a suitably worded condition.
- 6.11 Policy DM10 seeks that new residential development is proposed with appropriate usable private or communal amenity space. Communal amenity space is proposed to the front of the site but officers acknowledge that fronting

onto Kings Road this would likely be quite a noisy area, albeit new tree planting is proposed to the road frontage which would provide a buffer to some extent. Nonetheless, provision of communal or very limited amenity space to flatted development near the centre of Reading is not uncommon. Given the proximity to nearby public recreation facilities the proposal development is not considered to be unacceptable in terms of amenity space provision and no conflict with Policy DM10 is advised.

Amenity of Surrounding Occupiers

- 6.12 Policy DM4 of the Sites and Detailed Policies Document (2012, 2015) seeks to protect the amenity of existing and future occupiers. Policy CS34 of the Core Strategy (2008, 2015) seeks to protect and mitigate development from pollution.

No. 300 Kings Road

- 6.13 The large adjacent building at no. 300 is currently undergoing conversion to 78 flats under prior approval consent ref. 170512. In association with this change of use planning permission ref. 172326 was also granted for fenestration and elevational alterations to the building which removed any windows to the west flank elevation facing the current application site. This work has also been commended on site. As such the proposal would not result in any loss of privacy, light or overbearing to the future residential occupiers of no. 300.

No. 286 Kings Road

- 6.14 The smaller adjacent office building at no. 286 does not incorporate any side facing windows to the east flank elevation directly facing the application site and such is not considered to result in any undue loss of privacy or overbearing impact.
- 6.15 However, no. 286 does have prior approval consent for conversion from offices to three flats (ref. 181090) as well as planning permission for the insertion of additional windows to the east flank elevation, directly facing the application site and proposed building (ref. 181077). Neither of these consents/permissions has been implemented at the time of writing this report however the implications of implementation either in relation to the proposed development are considered below. The owner of no. 286 has raised objection to the proposed development on the basis of its impact upon no. 286 given the above consent/permissions which has recently been granted.
- 6.16 It is considered that the proposed development would not cause a significant detrimental impact to the environment of existing office occupiers of no. 268 even if the proposed additional windows approved under planning permission ref. 181077 were implemented. The existing office occupiers presently enjoy triple aspect outlook (through the provision of a bay window on the east elevation providing outlook to the north and south, as well as to the west) to the open plan office layout which provides for suitable levels of access to day/sunlight for the current use. Should the proposed windows be implemented it is acknowledged that this would result in a reduction in outlook (being visually dominating and overbearing) and day/sunlight to these additional windows at no. 286, but given the existing generous window arrangements the level of harm would not be significantly detrimental. Furthermore, it is considered that an office use could function (as it does at present) with the existing arrangements.

- 6.17 With regard to a possible future residential use of no. 286, based on the layout plans approved under prior approval ref. 181090, it is evident that the additional windows proposed under planning permission ref. 181077, to the east elevation would be secondary windows for a bedroom and combined living/kitchen/dining room at each floor. Accordingly, future occupiers would enjoy sufficient access to day/sunlight and outlook from the existing arrangements (including two windows on the west elevation for the living/dining/kitchen room, one of which is a bay window effectively providing triple aspect), and owing to this context, future residential occupiers of no. 286 would not be considered to suffer a significant detrimental impact to their living environments. Whilst there would undoubtedly be a reduction in outlook (being visually dominating and overbearing) and day/sunlight, to these additional windows, given the existing acceptable window arrangements the level of harm would not be significantly detrimental.
- 6.18 The proposed development does not incorporate any side facing windows to the west flank elevation directly facing no. 286 at ground, first or second floor such that no loss of privacy or overlooking would result if the additional windows to the adjacent property were implemented. Windows are proposed to the facing elevation at third floor level however these are small high level windows would not result in any unacceptable overlooking or loss of privacy. The objector from no. 286 has indicated concern that the flat roof of the three storey element could be used as a terrace and result in overlooking to their property. However, the proposed plans do not indicate any access to this flat roof area. Nonetheless, a suitably worded condition is recommended to prevent use of this area as a terrace as given the proximity to the boundary with no. 286 its use as such would be considered to be unneighbourly.
- 6.19 Given the location of the proposed windows on the boundary of neighbouring land, such matters of dispute between separate owners would be covered by the Party Wall Act 1996 - which provides neighbouring owners the opportunity of objecting to a proposal that they consider to be unacceptable, under separate legislation to planning. Notwithstanding the above, specific reference has been made by the objector from no. 286 that the development proposes works to the eaves of their building. Amended plans have been submitted by the applicant which set the west flank elevation of the proposal 0.25m away from the adjacent facing flank elevation of no. 286 whilst the parapet height of the three storey element of the proposal has been reduced marginally to ensure there would be no impact on the overhanging eaves of no. 286.
- 6.20 On the basis of the above it is not considered that the proposed development would result in the stifling of the neighbouring development at no. 286.

Dwellings to the rear on Fatherson Road and Muirfield Road

- 6.21 A daylight/sunlight report has been submitted as part of the application which assesses the impact of the proposed development upon the residential properties to the rear of the site. This demonstrates that the proposals would not result in any significant loss of daylight to existing dwellings or any loss which would be outside of BRE recommended levels.
- 6.22 The set back of the rear elevation of the proposal by 5.3m from the Muirfield Road frontage and bulk/massing and height of the proposal not exceed that of the existing building at no. 300 is such that the proposal is not considered to result in any unduly overbearing form of development to the residential properties within Muirfield Road and Fatherson Road.

- 6.23 The rear elevation of the proposal would face the side flank elevation of no.3 Fatherson Road which includes only a small high level facing window and also the rear garden of no.3. At a separation distance of 17m it is not considered that this would result in any undue overlooking or loss of privacy. The proposal would also partly face the front elevation windows of the flats at Carnoustie Court, however this would be at a separation distance of over 20m and as such no undue overlooking or loss of privacy is considered to result.
- 6.24 Overall the proposed development is not considered to result in any significant adverse harm to the amenity of surrounding occupiers in accordance with Policy DM4.
- 6.25 Conditions are also recommended to secure an appropriate construction method statement and hours of working to protect neighbouring amenity during implementation of the proposed development in accordance with Policy CS34.

Standard of Residential Accommodation

- 6.26 Policy DM4 of the Sites and Detailed Policies Document (2012, 2015) seeks that new development should not cause a significant detrimental impact to the living environment of new residential properties. Policy CS34 of the Core Strategy (2008, 2015) seeks to protect and mitigate development from pollution.
- 6.27 The proposal would provide residential units of adequate size. Whilst some of the units are marginally below the National Technical Housing Standards these standards are not formally adopted by Reading Borough Council at this stage (proposed as part of the New Emerging Reading Local Plan). The daylight report submitted as part of the application indicates that all habitable rooms would receive light levels exceeding BRE recommendations apart from a single third floor level side-facing bedroom window to the east flank elevation. The affected bedroom relates to one of the three bedroom flats and on balance the development as a whole is considered to provide a good level of outlook and daylighting to future occupiers.
- 6.28 The application site is located adjacent to the A329/A4 Kings Road, one of the busiest routes in and out of Reading Town Centre and a noise assessment has been submitted. Environmental Protection Officers have reviewed the noise assessment and are satisfied that the glazing and ventilation specification proposed within it would meet the required internal noise levels for future occupiers. Installation of the required glazing and ventilation can be secured by way of a suitably worded condition.
- 6.29 Appropriate internal noise insulation between future neighbour occupiers of the proposed development would be secured under Building Regulations requirements.
- 6.30 An air quality assessment has also been submitted as part of the application which demonstrates that future occupiers would be served by suitable air quality levels. Environmental Protection Officers have advised that no additional mitigation is required in this respect.
- 6.31 The proposed development lies on the site of an historic builder's yard and as such a contaminated land study has been submitted as part of the application. This study concludes that further investigation is necessary. Therefore, Environmental Protection Officers have recommended that further investigative

reports and potential remediation measures are submitted for approval with the Local Planning Authority prior to commencement of any works on site. This can be secured by way of a suitably worded condition.

- 6.32 The proposed development is considered to provide a suitable standard of accommodation for future occupiers and subject to the above recommended conditions would accord with Policies DM4 and CS34.

Unit Mix

- 6.33 Policy CS15 of the Reading Core Strategy (2008, altered 2015) states that "Developments should provide an appropriate range of housing opportunities in terms of a mix of housing types, sizes and tenures, in accordance with the findings of a housing market assessment." The supporting text to this policy states that the provision of at least an element of family housing in all developments is a priority, based on the findings of the Berkshire Strategic Housing Market Assessment (2007) (SHMA). The policy also states that the appropriate density and mix of residential development will be informed by the characteristics of the area in which it is located and accessibility.
- 6.34 The proposal is considered to provide a good unit mix for a flatted development in the form of 6 x 1 bed, 6 x 2 bed and 2 x 3 bed units and would accord with Policy CS15.

Sustainability

- 6.35 Policies CS1 and DM1 seek that proposals should incorporate measures which take account of climate change. The applicant has submitted a sustainability report as part of the application which follows the relevant policies and SPD guidance applying the recognised energy hierarchy of 'be lean', 'be clean' and 'be green'. This demonstrates that a number of sustainability measures are proposed as part of the application. In terms of 'be lean' a number of energy efficient measures are proposed including low energy lighting, double glazing, passive solar gain, high efficiency boilers and low flow water fittings. In terms of 'be clean' and 'be green' the report sets out the photovoltaic panels located to the roof of the building would be the most feasible option and would enable the development to off-set the target 20% CO2 emissions as referred to in Policy CS1. Details of photovoltaics and their installation can be secured by way of a suitably worded condition.
- 6.36 The application also includes a suitable scheme for Sustainable Urban Drainage System (SUDS) compliance with which can again be secured by way of a suitable worded condition.
- 6.37 The proposal is considered to accord with Policies CS1 and DM1.

Transport

- 6.38 Policies DM12 of the Sites and Detailed Policies Document 2012, 2015 and CS20 and CS24 of the Core Strategy seek to address access, traffic, highway and parking relates matters relating to development.
- 6.39 In accordance with the adopted Revised Design and Parking Standards SPD (2013), the development would be required to provide parking provision of 1 off road parking space for each 1 and 2 bedroom flat and 1.5 for each 3 bedroom flat equating to a total provision of 15 car parking spaces. In addition to this, 1 space

per 10 dwellings is required for visitor parking; therefore the total provision required for development would be 16.

- 6.40 Plans submitted indicate that 8 car parking spaces are to be provided; 6 undercroft parking spaces and 2 uncovered, this falls short of the Council's current standards. However, given the proximity of the development site to the town centre and the on street parking restrictions in the surrounding roads, transport officers are satisfied that a reduced provision would be deemed acceptable in this central location.
- 6.41 The proposal intends to utilise the existing vehicular access point from Muirfield Road to service the development. This has been reviewed by transport officers who consider this arrangement to be acceptable for the 8 parking spaces proposed. Objectors and in particular the petition received refer to concerns regarding the intensification of use of Muirfield Road for access and pressure on parking in conjunction with the prior approval scheme for residential conversion underway to the existing building at no. 300. The parking/access impact of the proposed prior approval conversion was assessed when that application was determined where it was concluded that the residential use would result in less vehicular trips to the site during peak hours of the existing office use and as such the proposal would not increase traffic in the vicinity of the site. In this respect the use of the access for an additional 8 parking spaces associated with this development for 14 flats is not considered to materially increase traffic in the vicinity of the site. The proposed under provision of car parking is considered acceptable in this central location.
- 6.42 Kings Road and the surrounding road network all have parking restrictions preventing on-street parking. However, Fatherson Road is located within an area designated as a Residents Parking Permit Area. There are also resident permit holder's bays only on Muirfield Road adjacent to the proposed development site. Whilst the site is accessible to good public transport links and local shops, the parking demand created by this development should not be accommodated on the surrounding roads where there is significant demand for on-street parking. Therefore, the parking conditions and informative would be applied to prevent any future occupants of the new flats from obtaining a residents and visitor parking permits for the surrounding residential streets where parking is under considerable pressure.
- 6.44 As such it is not considered that the proposal for an additional fourteen flats would result in any significant additional transport impacts.
- 6.43 In accordance with the Borough's Parking Standards and Design SPD, a minimum provision of 0.5 cycle storage spaces should be provided for each 1 and 2 bedroom flat and 1 space for each 3 bed flat, this equates to a total provision of 9 spaces. The submitted plans illustrate 2 areas of bike storage, 10 racks to be provided for the residents of the units and 8 for visitors. In principle this is acceptable and precise details of the type of cycle storage can be secured by way of a suitable condition.
- 6.44 An internal ground floor bin storage area has been illustrated on plans. This is shown to be located within 15m of the collection point and is therefore considered acceptable.
- 6.45 There are no transport objections to the proposed development, subject to the recommended conditions above, including for submission of a construction method statement. The proposal is considered to accord with Policies CS20 and

CS24 of the Core Strategy 2008, 2015 and Policy DM12 of the Sites and Detailed Policies Document 2012, 2015.

Natural Environment

- 6.46 Policies DM18 and CS38 seeks to extend the Borough's vegetation cover and that development should make provision for tree planting whilst Policy CS7 seeks proposal should include appropriate landscaping. Policy CS36 seeks that developments should retain, protect and incorporates features of biodiversity.
- 6.47 Kings Road is one of the principal vehicular routes in Reading providing the main route from Reading to the east of the town and Borough. It supports an almost continuous flow of vehicles and buses which inevitably leads to congestion daily at peak times. As such, trees along the Kings Road are very important for the local environment and amenity of this area of Reading. The trees adjacent to the highway also provide screening for residents living adjacent to the road. Kings Road is designated as an 'Existing or potential treed corridor' in the adopted Borough Tree Strategy and the Borough Council has a commitment to retain and enhance the tree cover along these routes.
- 6.48 The site is also located in an area which has been identified in the Tree Strategy as having poor tree cover (10% or less). Objective 6 of the adopted Tree Strategy expects new development to make a *positive and sustainable contribution in supporting the objectives of the strategy in enhancing the town's urban environment. Such planting should be used to enhance streets and other public realm as part of planning permissions for all new relevant developments, particularly higher density urban developments.*
- 6.49 Development in this location is an opportunity to improve the tree cover of Kings Road and the Tree Officer advises that the any application should have been accompanied by a quality landscaping scheme with provision for potentially large growing trees which can reach maturity without foreseeable conflict with the buildings or access.
- 6.50 As such the Natural Environment Tree Officer recommends a condition to secure submission and implementation of hard and soft landscaping scheme prior to commencement of the development is attached to any planning permission. This should include planting of a minimum of 10 trees with larger tree species to the Kings Road frontage.
- 6.51 In terms of biodiversity, the Council's Ecology Consultant has confirmed that as a car park the existing site is of limited biodiversity value. However, a condition is recommended to secure the biodiversity enhancements, including the provision of 'swift bricks' within the building to encourage nesting of birds.
- 6.52 The proposed development is considered to accord with Policies CS7, CS36, CS38 and DM18.

Archaeology

- 6.53 Policy CS33 of the Core Strategy (2008, 2015) states that development should protect features and areas of historic importance.

Berkshire Archaeology have advised that their records indicate that findings, including spots of prehistoric worked flint tools, evidence for Roman activity including Roman finds were recorded during excavation a short distance to the

east of the application site at 209 - 223 Kings Road as well as evidence of a cemetery, possibly associated with a Medieval Leper hospital.

- 6.54 As such, given the known archaeology within this area of Reading, and the scale of the proposals a condition is recommended to secure a submission (prior to commencement of the development) and implementation of a scheme of archaeological investigation to further assess the archaeological potential of the site in accordance with Policy CS33.

Affordable Housing

- 6.54 As a scheme for 14 dwellings the proposal would be required to provide a 30% provision of affordable housing in accordance with Policy DM6 of the Sites and Detailed Policies Document (2012, 2015) and the Affordable Housing SPD (2013).
- 6.55 A viability appraisal was submitted as part of the application. Following discussions with the Council's Valuations Officer it is proposed to provide 4 on site affordable units which equates to a 29% provision, comprising of 2 x 1 bed units and 2 x 2 bed units. A commuted sum of £35, 000 is also proposed to top up the total affordable housing offer to a policy compliant equivalent level of 30%. The tenure of all 4 affordable units would be shared ownership. Through the viability process it was established that in terms of tenure the proposal could support the provision of 4 shared ownership units but if affordable/social rented units were provided the proposal would likely only support provision of 2 such units. RBC Housing officers have confirmed that four shared ownership units would be preferable in this instance.
- 6.56 The proposal is considered acceptable in terms of affordable housing provision and to accord with Policy DM6.

Other Issues

Community Infrastructure Levy

- 6.57 As new build residential development the proposal would be liable for the Community Infrastructure Levy (CIL). The total liable floor space, as per the applicants, CIL Additional Information Form, submitted as part of the application is 1130 m². On this basis CIL liability is estimated to be £166437, albeit this figure is likely to decrease slightly in practice in the event that the applicant applies for social housing relief for the affordable elements of the scheme.

Employment Skills and Training Plan

- 6.58 In addition to the affordable housing matters referenced above in the appraisal to be secured via s106 legal agreement, it is also necessary to secure a construction phase Employment Skills and Training Plan via a s106 obligation. This is in line with the Employment Skills and Training SPD's requirements. This can be in the form of a site specific plan or a financial contribution. The applicant has indicated they wish to make the required level of financial contribution in this respect (£2,825) which will be sought via the s106.

Access

- 6.59 Policy CS5 seeks that proposals should be located, sited and designed to provide suitable access, to, into and within, its facilities for all potential users, including disabled people, so that they can use them safely and easily.

- 6.60 All access points to the site and building will be a level threshold with a full DDA compliant lift accessing all floors. Retention of the lift is to be secured by way of a suitably worded condition. The proposal is considered to accord with Policy CS5.

Representations

- 6.59 All matters raised are considered to have been addressed in the main body of the report.

7. Equality

- 7.1 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.

8 CONCLUSION

- 8.1 The proposed development is considered to be acceptable in the context of national and local planning policy and other material considerations as set out in this report. As such it is recommended to grant full planning permission subject to the recommended conditions and informative and satisfactory completion of a section 106 legal agreement.

Drawings Submitted:

Drawing no.s:

PL-04 Rev A - Proposed Apartment Plans - All Floors

PL-05 Rev A - Proposed Elevations

PL-07 Rev A - Proposed 3D Views

PL-08 Rev A - Proposed Section

Received by the Local Planning Authority on 23rd July 2018

PL-01 - Existing Location and Block Plans

PL-02 - Existing Topographic Site Plan

PL-06 - Existing Elevations

Received by the Local Planning Authority on 25th April 2018

Case Officer: Matt Burns

The site plan illustrates a proposed development within a defined boundary. Key features include:

- Plant stores**: Located in the upper left section of the building footprint.
- 10 secure bike racks**: Situated in the upper middle section.
- 4 visitor bike stands**: Located near the top left corner of the site.
- 4 bike racks**: Positioned in the lower left section.
- STORE**: A central commercial space with a staircase.
- Ap - 00-01 1 bed 2p 50 sqm**: A residential unit located in the upper right section.
- Bin Store 22m2**: A storage area for bins located in the lower left section.

The plan also shows surrounding infrastructure, including roads with center lines (CL) and level markers (e.g., 43.30, 43.42, 43.50, 43.55, 43.60, 43.65, 43.70, 43.75, 43.80, 43.85, 43.90, 43.95, 44.00, 44.05, 44.10, 44.15, 44.20, 44.25, 44.30, 44.35, 44.40, 44.45, 44.50, 44.55, 44.60, 44.65, 44.70, 44.75, 44.80, 44.85, 44.90, 44.95, 45.00, 45.05, 45.10, 45.15, 45.20, 45.25, 45.30, 45.35, 45.40, 45.45, 45.50, 45.55, 45.60, 45.65, 45.70, 45.75, 45.80, 45.85, 45.90, 45.95, 46.00, 46.05, 46.10, 46.15, 46.20, 46.25, 46.30, 46.35, 46.40, 46.45, 46.50, 46.55, 46.60, 46.65, 46.70, 46.75, 46.80, 46.85, 46.90, 46.95, 47.00, 47.05, 47.10, 47.15, 47.20, 47.25, 47.30, 47.35, 47.40, 47.45, 47.50, 47.55, 47.60, 47.65, 47.70, 47.75, 47.80, 47.85, 47.90, 47.95, 48.00, 48.05, 48.10, 48.15, 48.20, 48.25, 48.30, 48.35, 48.40, 48.45, 48.50, 48.55, 48.60, 48.65, 48.70, 48.75, 48.80, 48.85, 48.90, 48.95, 49.00, 49.05, 49.10, 49.15, 49.20, 49.25, 49.30, 49.35, 49.40, 49.45, 49.50, 49.55, 49.60, 49.65, 49.70, 49.75, 49.80, 49.85, 49.90, 49.95, 50.00, 50.05, 50.10, 50.15, 50.20, 50.25, 50.30, 50.35, 50.40, 50.45, 50.50, 50.55, 50.60, 50.65, 50.70, 50.75, 50.80, 50.85, 50.90, 50.95, 51.00, 51.05, 51.10, 51.15, 51.20, 51.25, 51.30, 51.35, 51.40, 51.45, 51.50, 51.55, 51.60, 51.65, 51.70, 51.75, 51.80, 51.85, 51.90, 51.95, 52.00, 52.05, 52.10, 52.15, 52.20, 52.25, 52.30, 52.35, 52.40, 52.45, 52.50, 52.55, 52.60, 52.65, 52.70, 52.75, 52.80, 52.85, 52.90, 52.95, 53.00, 53.05, 53.10, 53.15, 53.20, 53.25, 53.30, 53.35, 53.40, 53.45, 53.50, 53.55, 53.60, 53.65, 53.70, 53.75, 53.80, 53.85, 53.90, 53.95, 54.00, 54.05, 54.10, 54.15, 54.20, 54.25, 54.30, 54.35, 54.40, 54.45, 54.50, 54.55, 54.60, 54.65, 54.70, 54.75, 54.80, 54.85, 54.90, 54.95, 55.00, 55.05, 55.10, 55.15, 55.20, 55.25, 55.30, 55.35, 55.40, 55.45, 55.50, 55.55, 55.60, 55.65, 55.70, 55.75, 55.80, 55.85, 55.90, 55.95, 56.00, 56.05, 56.10, 56.15, 56.20, 56.25, 56.30, 56.35, 56.40, 56.45, 56.50, 56.55, 56.60, 56.65, 56.70, 56.75, 56.80, 56.85, 56.90, 56.95, 57.00, 57.05, 57.10, 57.15, 57.20, 57.25, 57.30, 57.35, 57.40, 57.45, 57.50, 57.55, 57.60, 57.65, 57.70, 57.75, 57.80, 57.85, 57.90, 57.95, 58.00, 58.05, 58.10, 58.15, 58.20, 58.25, 58.30, 58.35, 58.40, 58.45, 58.50, 58.55, 58.60, 58.65, 58.70, 58.75, 58.80, 58.85, 58.90, 58.95, 59.00, 59.05, 59.10, 59.15, 59.20, 59.25, 59.30, 59.35, 59.40, 59.45, 59.50, 59.55, 59.60, 59.65, 59.70, 59.75, 59.80, 59.85, 59.90, 59.95, 60.00, 60.05, 60.10, 60.15, 60.20, 60.25, 60.30, 60.35, 60.40, 60.45, 60.50, 60.55, 60.60, 60.65, 60.70, 60.75, 60.80, 60.85, 60.90, 60.95, 61.00, 61.05, 61.10, 61.15, 61.20, 61.25, 61.30, 61.35, 61.40, 61.45, 61.50, 61.55, 61.60, 61.65, 61.70, 61.75, 61.80, 61.85, 61.90, 61.95, 62.00, 62.05, 62.10, 62.15, 62.20, 62.25, 62.30, 62.35, 62.40, 62.45, 62.50, 62.55, 62.60, 62.65, 62.70, 62.75, 62.80, 62.85, 62.90, 62.95, 63.00, 63.05, 63.10, 63.15, 63.20, 63.25, 63.30, 63.35, 63.40, 63.45, 63.50, 63.55, 63.60, 63.65, 63.70, 63.75, 63.80, 63.85, 63.90, 63.95, 64.00, 64.05, 64.10, 64.15, 64.20, 64.25, 64.30, 64.35, 64.40, 64.45, 64.50, 64.55, 64.60, 64.65, 64.70, 64.75, 64.80, 64.85, 64.90, 64.95, 65.00, 65.05, 65.10, 65.15, 65.20, 65.25, 65.30, 65.35, 65.40, 65.45, 65.50, 65.55, 65.60, 65.65, 65.70, 65.75, 65.80, 65.85, 65.90, 65.95, 66.00, 66.05, 66.10, 66.15, 66.20, 66.25, 66.30, 66.35, 66.40, 66.45, 66.50, 66.55, 66.60, 66.65, 66.70, 66.75, 66.80, 66.85, 66.90, 66.95, 67.00, 67.05, 67.10, 67.15, 67.20, 67.25, 67.30, 67.35, 67.40, 67.45, 67.50, 67.55, 67.60, 67.65, 67.70, 67.75, 67.80, 67.85, 67.90, 67.95, 68.00, 68.05, 68.10, 68.15, 68.20, 68.25, 68.30, 68.35, 68.40, 68.45, 68.50, 68.55, 68.60, 68.65, 68.70, 68.75, 68.80, 68.85, 68.90, 68.95, 69.00, 69.05, 69.10, 69.15, 69.20, 69.25, 69.30, 69.35, 69.40, 69.45, 69.50, 69.55, 69.60, 69.65, 69.70, 69.75, 69.80, 69.85, 69.90, 69.95, 70.00, 70.05, 70.10, 70.15, 70.20, 70.25,

Proposed Site Plan/Ground Floor Plan

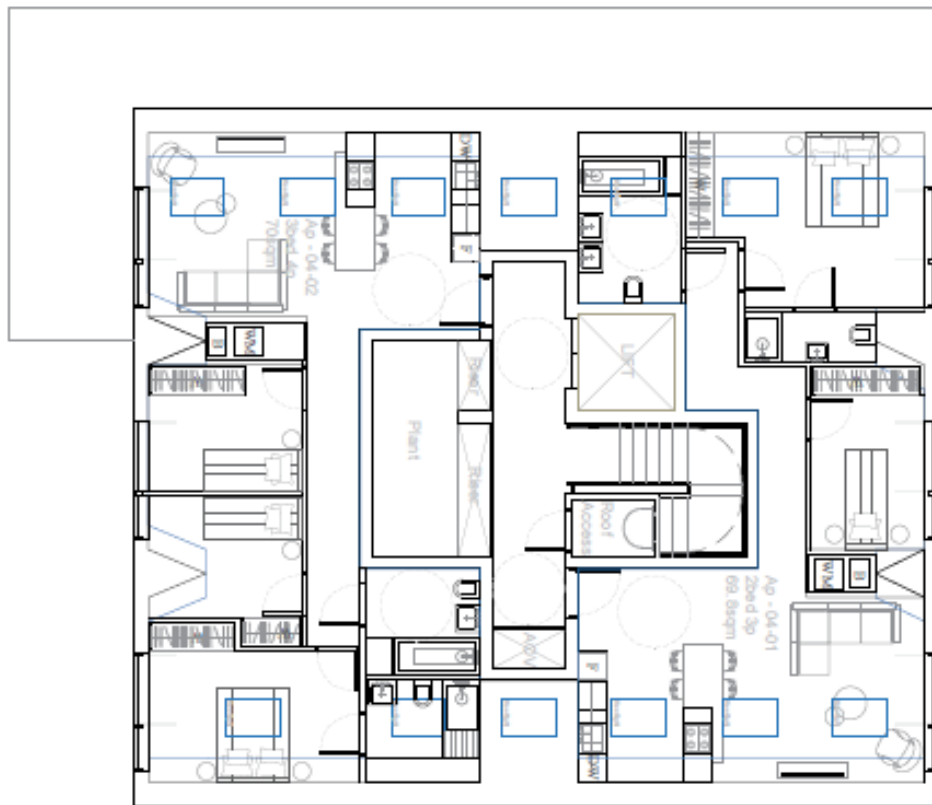
Proposed First & Second floor Plans - 1:100@A1



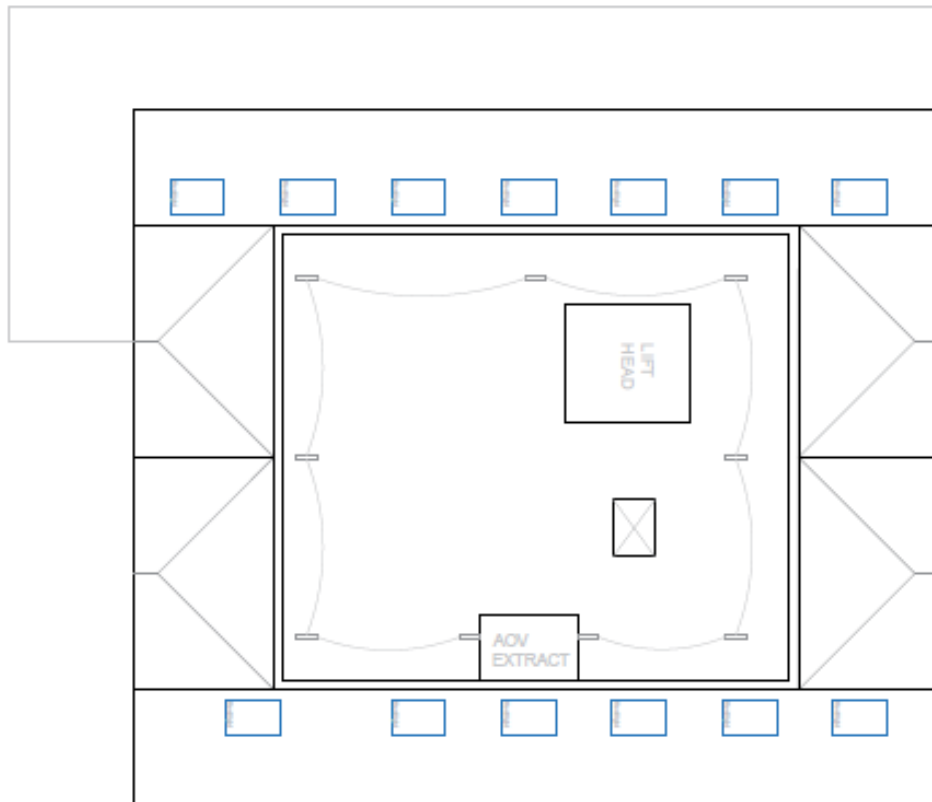
Proposed Third floor Plan - 1:100@A1



Proposed First, Second and Third Floor Plans



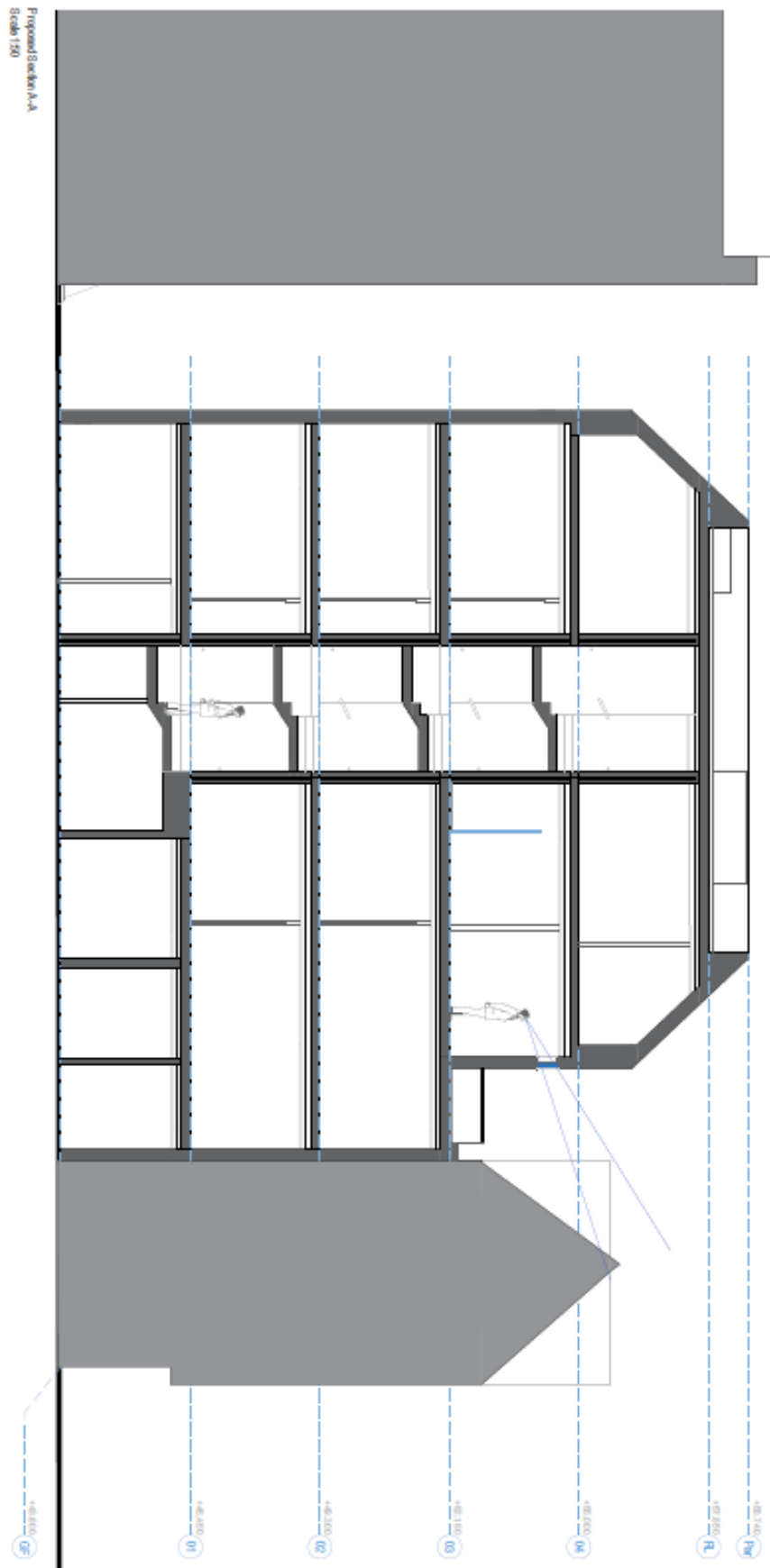
Proposed Attic Plan - 1:100@A1



Proposed Roof Plan - 1:100@A1



Proposed Elevations



Proposed Section (East to West)



Proposed 3D view 1



Proposed 3D view 3

Proposed Visuals



Proposed 3D view 2



Proposed 3D view 4

Proposed Visuals

By virtue of paragraph(s) 6a, 6b, 7 of Part 1 of Schedule 12A of the Local Government Act 1972.

Document is Restricted

This page is intentionally left blank