

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

Direct ☎ : email:
nicky.simpson@reading.gov.uk

12 April 2019

Your contact is: **Nicky Simpson**

NOTICE OF MEETING - PLANNING APPLICATIONS COMMITTEE 24 APRIL 2019

A meeting of the Planning Applications Committee will be held on Wednesday, 24 April 2019 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
1. MINUTES	-		7 - 18
2. DECLARATIONS OF INTEREST	-		
3. QUESTIONS	-		
4. POTENTIAL SITE VISITS FOR COMMITTEE ITEMS	Decision	BOROUGHWIDE	19 - 22
5. PLANNING APPEALS	Information	BOROUGHWIDE	23 - 26
6. APPLICATIONS FOR PRIOR APPROVAL	Information	BOROUGHWIDE	27 - 36
7. ANNUAL PERFORMANCE MONITORING REPORT - DEVELOPMENT MANAGEMENT SERVICE - 2018/19	Information	BOROUGHWIDE	37 - 42

PLANNING APPLICATIONS FOR DETERMINATION

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.

- | | | | | |
|-----|--|---|---------|-----------|
| 8. | 182196/FUL - THAMES QUARTER,
KINGS MEADOW ROAD | Decision | ABBEY | 43 - 86 |
| | Proposal | Erection of a part 13-storey, part 23 storey building comprising 338 apartments in a mix of studio, one-bedroom, two-bedroom and three- bedroom units, residents' lounges, tech-hub, dining room, and cinema room, various rooftop outdoor amenity spaces, concierge/reception with coffee meeting area, gym, residents' storage facilities, postroom, ancillary back-of-house facilities, 338 secure cycle parking spaces, car parking spaces, landscaping, and associated works (revision to planning permission 162166 dated 23/11/2017) (Part Retrospective). | | |
| | Recommendation | Application Refused | | |
| 9. | 181899/FUL - LEIGHTON PARK
SCHOOL, SHINFIELD ROAD | Decision | CHURCH | 87 - 100 |
| | Proposal | Erection of two storey sports facility with external viewing gallery and associated parking | | |
| | Recommendation | Permitted subject to Legal Agreement | | |
| 10. | 182152/FUL - 12 BOSTON AVENUE | Decision | MINSTER | 101 - 120 |
| | Proposal | Change of use to 6 bedroom HMO, single storey rear extension and garage conversion. | | |
| | Recommendation | Application Permitted | | |
| 11. | 180543/FUL - FORMER SALES &
MARKETING SUITES, DRAKE WAY | Decision | WHITLEY | 121 - 144 |
| | Proposal | Proposed construction of 12 apartments (1 x 1 bed, 11 x 2 bed) with associated car parking, landscaping and open space, and infrastructure provision. | | |
| | Recommendation | Permitted subject to Legal Agreement | | |

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.

KEY TO CODING OF PLANNING APPLICATIONS

1. Planning application reference numbers are made up of 2 parts.
 - 1.1 The number begins with the year e.g. **19**
 - 1.2 This is followed by a consecutive number, showing what number the application is in any year (e.g. **190128**).

2. The following is a key to existing officers with their direct dial telephone numbers.

GF1	-	Giorgio Framalico	9372604
JW6	-	Julie Williams	9372461
RJE	-	Richard Eatough	9373338
JPM	-	Johnathan Markwell	9372458
SDV	-	Steve Vigar	9372980
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
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
AS9	-	Anthony Scholes	9374729
JO1	-	James Overall	9374532
BC2	-	Brian Conlon	9373859

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 Rowland (Vice-Chair), Brock, Emberson, Gavin, McEwan, Page, Robinson, DP Singh, Vickers, J Williams and R Williams

Apologies: Councillors

RESOLVED ITEMS

87. MINUTES

The Minutes of the meeting held on 6 March 2019 were agreed as a correct record and signed by the Chair.

88. DECLARATIONS OF INTEREST

Councillor Brock declared a personal, non-pecuniary interest in item 98 (181849/FUL - Car Park, East Street). Nature of interest: Councillor Brock lived near the application site.

89. QUESTIONS

The following question was asked by Councillor Page:

1) Will the Chair update the Committee with the most recent consolidated figures in respect of:

- a) the number of residential units that have been approved via the Prior Notification Procedure introduced in May 2013 which allows conversions from former offices to residential use?
- b) the loss in fee income to the Borough Council as a result of this change and the estimated loss to the authority in respect of Section 106 contributions in the form of (a) affordable housing, (b) financial contributions to affordable housing off-site, (c) financial contributions to education and (d) financial contributions to leisure and open spaces.

2) Would he summarise the impact of all these changes and the losses to RBC in affordable housing, education and transport and other essential contributions?

3) Would he also comment on the implications of the DCLG announcement on 28 November 2014 preventing this, and all other planning authorities, from seeking Section 106 contributions on proposed sites of ten homes or fewer?

4) Lastly, would he update the Committee on the results of recent relevant planning appeals in respect of securing affordable housing contributions from sites of up to 10 dwellings?

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

(1a) Conversions of offices to flats

Background

Before May 2013 planning permission was required to convert a building from an office to residential use. Since May 2013 developers have benefited from this change being “permitted development” by a process to seek “prior approval” from the Local Planning Authority.

This was to be a temporary right and due to expire in May 2016. However, the Government made this right permanent by amendments to the General Permitted Development Order as of April 2016.

The fee payed to the Local Planning Authority for processing these applications for prior approval was just £80 when first introduced. This was increased to £96 last spring 2018 when all planning fees increased.

Units approved

The total number of residential units that have been approved by this Prior Approval process, between its introduction in May 2013 and 31st March 2019, is 1,708. This excludes alternative prior approvals on the same site.

Up to 31st March 2018, 750 homes had been completed as a result of the new permitted development right. Conversions to provide a further 280 homes were also underway at that point.

(1b) (i) Loss of fee income

Had each prior approval application applied for since October 2013 been submitted as planning applications, the fee income received up to 1st March 2019 would have been £1,008,341. This takes into account the charge of £80 (and recently £96).

(ii) Loss in form of Affordable Housing & S106 contributions

Affordable Housing

Had the schemes that have received Prior Approval up to 31st March 2019 been submitted as planning applications, and subject to full affordable housing policy compliant Section 106 agreements, they would have been expected to lead to the following levels of affordable housing contributions:

- a) £2,863,000 towards off-site affordable housing
- b) 515 affordable housing units

However, it is accepted that in some cases the affordable housing offer might have been reduced following negotiation based on assessments of viability.

Towards Transport, Education, Leisure and Open Space

Section 106 contributions towards Transport, Education and Leisure and Open Space have not often been sought since the introduction of the Community Infrastructure Levy (CIL) on 1st April 2015.

However, when office floorspace has not been in use in the 3 years before the Prior Approval application is made the development is not liable to pay CIL. This means that many office to residential conversion schemes approved since CIL was introduced have not been required to contribute towards these sort of facilities.

Had the schemes that received Prior Approval before April 2015 been submitted as planning applications, and been subject to full policy compliant Section 106 agreements, it is estimated that the following levels of contributions would have been achieved:

- a) £321,964 towards education;
- b) £1,850,400 towards leisure and open space.

Transport contributions were rarely justified based on residential traffic generation being less than typical office traffic generation data.

2) Summary of losses

To summarise, the total Section 106 contributions lost is £5,035,364, in addition to the 515 affordable housing units.

3) DCLG announcement on 28 November 2014 re Sites of up to 10 dwellings

As Committee is aware, Reading Borough Council and West Berkshire Council challenged the Ministerial statement made on 28 November 2014 and DCLG's published alterations to National Planning Policy Guidance ("NPPG"). The intent of Statement and alterations was to exempt developments of 10 or less dwellings from planning obligations for affordable housing and social infrastructure contributions. They also introduced a new provision, the Vacant Building Credit, which excluded existing floorspace from calculations on the provision of affordable housing and infrastructure payments.

The case was heard in the High Court in April 2015 and the judgement found in favour of the challenge and quashed the amendments to the National Planning Practice Guidance. The Secretary of State then successfully appealed that decision in the Court of Appeal in May 2016 and the Ministerial Statement and the changes to the National Planning Practice Guidance were reinstated.

However, the Court of Appeal judgement accepted that local circumstances can be used to justify an exception to the WMS and NPPG. At its meeting in July 2016, Strategic Environment, Planning and Transport Committee decided that the Council should continue to operate Policy DM6, which seeks affordable housing for schemes of 10 or less dwellings, and produce the evidence required to justify this approach.

4) Appeal record for defending Policy DM6

Since the SEPT decision there have been 33 appeals against the Council for refusing planning permission or for not determining a planning application where Policy DM6 was critical. When responding to these appeals the Council has been able to provide a full case to explain why local housing need circumstances justify this adopted policy. In all but four (these being among the earliest decisions) the Inspectors have given weight to the Council's case.

Indeed, in the latest appeal decision received for 20 Chalgrove Way, while the Inspector allows the appeal there is strong support of the Council's case for affordable housing; I quote:

There is an inconsistency between SDPD Policy DM6 and paragraph 63 of the Framework. However, there is robust evidence to indicate that in the Borough that there is a demonstrated need for a contribution towards affordable housing to be provided in connection with schemes that are not major developments. The Council also makes reference to a number of appeal decisions in the Borough which support this approach including decisions made after the 2018 version of the Framework was published. Furthermore, the appellant has not indicated that the financial contribution would prevent this small site from coming forward for development. Therefore, on the basis of the evidence before me, I consider that this demonstrated local need for small sites to make contributions to affordable housing outweighs the material considerations in this case.

Other news

The Council's Submission Local Plan maintains this Council's commitment to seeking more affordable housing from sites for 10 or less dwellings in the form of Policy H3. The examination hearings into the Local Plan took place in the autumn of 2018 and this policy was discussed at the hearings.

I can advise Planning Applications Committee that the Council has now received the Local Plan Inspectors' post hearing advice note. We have been asked to provide further information to justify affordable housing related policies. Officers are confident that this justification and further evidence can be provided in time to still be on target to adopt a new Local Plan by the end of this year.

90. POTENTIAL SITE VISITS FOR COMMITTEE ITEMS

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, unless there were any additional applications which the Head of Planning, Development and Regulatory Services considered appropriate, no site visits be arranged.

91. 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 four 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 four decisions that had been made by the Secretary of State, or by an Inspector appointed for the purpose, which were attached as Appendix 2 to the report.

(iii) Reports on Appeal Decisions

There were no reports on appeal decisions.

Resolved -

- (1) That the new appeals, as set out in Appendix 1, be noted;
- (2) That the outcome of the recently determined appeals, as set out in Appendix 2, be noted.

92. APPLICATIONS FOR PRIOR APPROVAL

The Director of Environment and Neighbourhood Services submitted a report giving details in Table 1 of seven pending prior approval applications, and in Table 2 of five applications for prior approval decided between 20 February and 22 March 2019.

Resolved - That the report be noted.

93. OBJECTION TO A TREE PRESERVATION ORDER AT READING INTERNATIONAL BUSINESS PARK, A33, READING

The Director of Environment and Neighbourhood Services submitted a report on an objection to Tree Preservation Order (TPO) 12/18 relating to 'Land south-west of the A33 and A33/Imperial Way Junction' (Reading International Business Park). A copy of the TPO plan was attached to the report at Appendix 1.

The report explained that officers had been made aware of the intention to fell trees at the site through a TPO enquiry. Following a site visit, it had been determined that a

number of individual trees and the 'woodland' strip facing the A33 provided important amenity value on this main route in/out of Reading, and a Tree Preservation Order had been served on 31 October 2018.

An objection to the TPO had been made by Aspect Tree Consultancy on behalf of Arlington Business Park GP Ltd, details of which were set out in the report, along with officers' comments on the objection. A second objection letter had been received on 22 February 2019, and a third objection letter on 14 March 2019, from Barton Willmore, the planning consultant for Arlington Business Park GP Ltd. Both letters were summarised in the report with the response given by officers.

That report concluded that officers had responded fully to the multiple points raised and considered that it was reasonable to confirm the current TPO, in its existing form, for the reasons given in the responses.

Resolved - That the Tree Preservation Order be confirmed.

94. 181991/REG3 - ISIS COURT, DEMONTFORT ROAD, READING

Conversion of redundant bin store, common room, back-office and lobby area to create a two-bedroom apartment.

The Director of Environment and Neighbourhood Services submitted a report on the above application.

Comments were received and considered.

Resolved - That, pursuant to Regulation 3 of the Town and Country Planning General Regulations 1992, the carrying out of the development 181991/REG3 be authorised, subject to the conditions and informatives as recommended in the report.

95. 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 Director of Environment and Neighbourhood Services submitted a report on the above application.

Comments were received and considered.

Resolved -

- (1) That the Head of Planning, Development and Regulatory Services be authorised to grant planning permission, subject to the completion of a unilateral undertaking legal agreement by 30 April 2019 (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;

- (2) That, in the event of the requirements set out not being met, the Head of Planning, Development and Regulatory Services be authorised to refuse permission;
- (3) That planning permission be subject to the conditions and informatives recommended in Appendix 1 to the report.

96. 182031/REG3 - LAND ADJOINING 5 IAN MIKARDO WAY

Construction of new three-bed dwelling and associated parking and access.

The Director of Environment and Neighbourhood Services submitted a report on the above application.

Comments were received and considered.

Resolved -

- (1) That the Head of Planning, Development and Regulatory Services be authorised to grant planning permission, subject to the completion of a unilateral undertaking legal agreement by 12 April 2019 (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;
- (2) That, in the event of the requirements set out not being met, the Head of Planning, Development and Regulatory Services be authorised to refuse permission;
- (3) That planning permission be subject to the conditions and informatives recommended in the report.

97. 190192/REG3 - 202 HARTLAND ROAD

To form crossover and drop kerb to serve proposed off-street parking area (on Whitley Wood Road boundary).

The Director of Environment and Neighbourhood Services submitted a report on the above application. An update report was tabled at the meeting which set out a further response received to the public consultation, regarding pedestrian safety, along with officer comments.

Comments were received and considered.

Elaine Stacey, who had commented on the application, attended the meeting and addressed the Committee on this application.

Resolved -

- (1) That, pursuant to Regulation 3 of the Town and Country Planning General Regulations 1992, the Head of Planning, Development and Regulatory Services be authorised to grant planning permission for application 190192/REG3, subject to further discussion with the applicant and consultation with Ward Councillors to resolve the issues raised at the meeting relating to access to the property;
- (2) That planning permission be subject to the conditions and informatives recommended in the report.

98. 181849/FUL - CAR PARK, EAST STREET

Erection of a part 4 part 5 storey building (plus basement) to provide 135 units of purpose built student accommodation and associated facilities (Sui Generis), landscaping and access.

The Director of Environment and Neighbourhood Services submitted a report on the above application. Attached to the report at Appendix A was a Daylight & Sunlight Overshadowing Impacts Report, and attached at Appendix B was the report submitted to the meeting held on 6 March 2019, when the application had been deferred.

Comments and objections were received and considered.

Resolved -

- (1) That the Head of Planning, Development and Regulatory Services be authorised to grant planning permission, subject to the completion of a Section 106 legal agreement by 17 April 2019 (unless a later date be agreed by the Head of Planning, Development and Regulatory Services), to secure the Heads of Terms set out in Appendix B to the report;
- (2) That, in the event of the requirements set out not being met, the Head of Planning, Development and Regulatory Services be authorised to refuse permission;
- (3) That planning permission be subject to the conditions and informatives recommended in Appendix B to the report.

(Councillor Brock declared a personal, non-pecuniary interest in this item. Nature of interest: Councillor Brock lived near the application site.)

99. 190240/REG3 - MAPLEDURHAM PLAYING FIELDS, UPPER WOODCOTE ROAD, CAVERSHAM

Landscaping works to the playing fields including a new tree lined and lit central avenue from Chazey Road, proposed perimeter footpaths with associated seating and trim trail equipment to the western part of the playing fields and re-profiling and drainage improvements to the grass sports pitches to the eastern part of the playing fields.

The Director of Environment and Neighbourhood Services submitted a report on the above application. An update report was tabled at the meeting which set out information on Sport England's response to the consultation, including that Sport England had withdrawn their objection and the recommendation to grant planning permission was therefore no longer subject to notification of the application of the application to the Secretary of State. The report also summarised new points raised in further objections that had been received, with officer comments. The update report recommended an additional condition requested by Sport England regarding the re-profiled sports pitches.

Comments and objections were received and considered.

Objectors Robin Bentham and Gordon Watt, Ben Stanesby and Carolyn Jenkins representing the applicant, and Ward Councillor Isobel Ballsdon attended the meeting and addressed the Committee on this application.

Resolved - That, pursuant to Regulation 3 of the Town and Country Planning General Regulations 1992, planning permission for application 190240/REG3 be granted, subject to the conditions and informatives as recommended in the original report, with the additional condition as recommended in the update report.

100. 182152/FUL - 12 BOSTON AVENUE

Change of use to 6 bedroom HMO, single storey rear extension and garage conversion.

The Director of Environment and Neighbourhood Services submitted a report on the above application.

It was reported at the meeting that two additional conditions were recommended to require vehicle parking and cycle storage in line with approved plans. It was also clarified that the recommendation was to grant planning permission and not to delegate to the Head of Planning, Development and Regulatory Services.

Ward Councillor Paul Gittings attended the meeting and addressed the Committee on this application.

Resolved -

That the application be deferred for more information on cycle storage, bin storage, parking layout and the recent application at the neighbouring property 14 Boston Avenue.

101. 190344/HOU - 37 BUCKINGHAM DRIVE, EMMER GREEN

Proposed single storey rear extension.

The Director of Environment and Neighbourhood Services submitted a report on the above application.

Resolved -

- (1) That the Head of Planning, Development and Regulatory Services be authorised to grant planning permission for application 190344/HOU, subject to no objections being received by the close of the consultation period on 12 April 2019;
- (2) That planning permission be subject to the conditions and informatives recommended in the report.

102. 180274/FUL & 180275/LBC - 17 ELDON SQUARE

Demolition of existing garages and erection of 2 x two bedroom and 1 x one bedroom terraced houses with associated amenity space and vehicular access to a parking area.

The Director of Environment and Neighbourhood Services submitted a report on the above application. Attached to the report at Appendix A was the report submitted to the meeting held on 6 March 2019, when the application had been deferred.

Comments and objections were received and considered.

Resolved -

- (1) That the Head of Planning, Development and Regulatory Services be authorised to grant planning permission for application 180274/FUL, subject to the completion of a Section 106 legal agreement by 17 April 2019 (unless a later date be agreed by the Head of Planning, Development and Regulatory Services), to secure the Heads of Terms set out in Appendix A;
- (2) That, in the event of the requirements set out not being met, the Head of Planning, Development and Regulatory Services be authorised to refuse permission;
- (3) That planning permission be subject to the conditions and informatives recommended in Appendix A, with the additional condition set out in the report;
- (4) That the Construction Method Statement be agreed in consultation with Ward Councillors;
- (5) That listed building consent for application 180275/LBC be granted subject to the conditions and informatives as recommended in Appendix A.

103. 181469/LBC - SOUTHCOTE LODGE, BURGHFIELD ROAD

It was reported at the meeting that this application had been withdrawn.

(The meeting started at Time Not Specified and closed at Time Not Specified)

This page is intentionally left blank

READING BOROUGH COUNCIL
REPORT BY DIRECTOR OF ENVIRONMENT & NEIGHBOURHOOD SERVICES

TO:	PLANNING APPLICATIONS COMMITTEE		
Date:	24 April 2019	AGENDA ITEM:	4
TITLE:	POTENTIAL SITE VISITS FOR COMMITTEE ITEMS		
SERVICE:	PLANNING	WARDS:	BOROUGH WIDE
AUTHOR:	Julie Williams	TEL:	0118 9372461
JOB TITLE:	Planning Manager	E-MAIL:	Julie.williams@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:	24 April 2019	AGENDA ITEM:	5
TITLE:	PLANNING APPEALS		
AUTHOR:	Julie Williams	TEL:	0118 9372461
JOB TITLE:	(Acting) Planning Manager	E-MAIL:	Julie.williams@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/19/3224647
CASE NO: 181491
ADDRESS: 6 Mason Street
PROPOSAL: Conversion from single dwelling to two self-contained apartments, comprising a 1 bedroom apartment at basement level and a 3 bedroom apartment to the upper floors, including a rear dormer roof extension
CASE OFFICER: Matthew Burns
METHOD: Written Representation
APPEAL TYPE: REFUSAL
APPEAL LODGED: 1.04.2019

APPENDIX 2

Appeals Decided:

WARD: PEPPARD
APPEAL NO: APP/E0345/W/18/3211966
CASE NO: 172325
ADDRESS: 20 Chalgrove Way
PROPOSAL: Demolition of existing bungalow and replacement with 1x3 bed detached house and 2x4 bed houses as a semi detached house (revised layout and decrease in size of detached unit)
CASE OFFICER: Tom French
METHOD: Written Representation
DECISION: ALLOWED
DATE DETERMINED: 27.03.2019

APPENDIX 3

Address Index of Planning Officers reports on appeal decisions.

No reports available this time.

This page is intentionally left blank

READING BOROUGH COUNCIL

REPORT BY THE DIRECTOR OF ENVIRONMENT & NEIGHBOURHOOD SERVICES

TO:	PLANNING APPLICATIONS COMMITTEE		
DATE:	24 April 2019	AGENDA ITEM:	6
TITLE:	APPLICATIONS FOR PRIOR APPROVAL		
AUTHOR:	Julie Williams & Richard Eatough		
JOB TITLE:	PLANNING MANAGER (acting) & Team Leader	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 GDPO. In some cases the LPA will first need to confirm whether or not prior approval is required before going on to decide the application on its planning merits where prior approval is required.

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

5. CONTRIBUTION TO STRATEGIC AIMS

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

6. COMMUNITY ENGAGEMENT AND INFORMATION

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

7 EQUALITY IMPACT ASSESSMENT

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

- eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
- advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
- foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

7.2 There are no direct implications arising from the proposals.

8. LEGAL IMPLICATIONS

8.1 None arising from this Report.

9. FINANCIAL IMPLICATIONS

9.1 Since the additional prior notifications were introduced in May 2013 in place of applications for full planning permission, the loss in fee income is estimated to be £1,133,724.

(Office Prior Approvals - £1,045,937: Householder Prior Approvals - £69,498: Retail Prior Approvals - £7384: Demolition Prior Approval - £2135: Storage Prior Approvals - £5716: Shop to Restaurant Prior Approval - £2650: Shop to Leisure Prior Approval - £305)

Figures since last report

Office Prior Approvals - £26700: Householder Prior Approvals - £618

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

10. BACKGROUND PAPERS

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

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

Table 1 - Prior-approval applications pending @ 10th April 2019

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	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		£206
Householder Prior Approval - Class A, Part 1 GPDO 2015	190505	40 Norris Road, Reading, RG6 1NJ	Park	Rear extension measuring 5.4m in depth, with a maximum height of 3.4m, and 3.1m in height to eaves level.	25/03/2019	05/05/2019		£206
Householder Prior Approval - Class A, Part 1 GPDO 2015	190507	38 Norris Road, Reading, RG6 1NJ	Park	Rear extension measuring 5.4m in depth, with a maximum height of 3.4m, and 3.1m in height to eaves level.	25/03/2019	05/05/2019		£206
Householder Prior Approval - Class A, Part 1 GPDO 2015	190404	144 Windermere Road, Reading, RG2 7HS	Church	Rear extension measuring 4m in depth, with a maximum height of 3m, and 2.75m in height to eaves level.	11/03/2019	21/04/2019		£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	190419	Eaton House, 104-112 Oxford Road, Reading, RG1 7FU	Abbey	Change of use from Class B1(a) (offices) to C3 (dwelling houses) to comprise 58 Units.	14/03/2019	15/05/2019		£26700
Office use to dwelling house - Class O, Part 1 GPDO 2015	190358	85-87 Basingstoke Road, Reading, RG2 0HA	Katesgrove	Change of use of part ground, first and second floors from Class B1(a) (offices) to C3 (dwelling houses) to comprise of 23 flats.	28/02/2019	03/05/2019		£10530

Page 31

Telecommunications Prior Approval applications pending

Application type	Application reference number	Address	Ward	Proposal	Date Received	Target Determination Date	Comments
Telecommunications Notification - Prior Approval	190462	Land at, Kings Road, Reading	Abbey	Installation of a 20m slimline pole, supporting 3 antenna, 1 dish, equipment cabinets and ancillary development	20/03/2019	15/05/2019	

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	190335	59-61 Southampton Street, Reading, RG1 2QU	Katesgrove	Change of use from retail (A1) to 2 residential apartments(C3).	27/02/2019	30/04/2019		£828

Prior Notification applications pending - None

Storage to Residential Prior Approval applications pending - None

Shop to Assembly & Leisure Prior Approval applications pending - None

Shop to Restaurant Prior Approval applications pending - None

Demolition Prior Approval applications pending - None

Table 2 - Prior-approval applications decided 22 March 2019 to 10 April 2019

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	190276	32 Field Road, Reading, RG1 6AP	Minster	Rear extension measuring 3.925 m in depth, with a maximum height of 2.86 m, and 2.46 m in height to eaves level.	15/02/2019	28/03/2019	Prior Approval NOT REQUIRED
Householder Prior Approval - Class A, Part 1 GPDO 2015	190312	21 Highgrove Street, Reading, RG1 5EJ	Katesgrove	Rear extensions measuring 4m & 4.8m in depth, with a maximum height of 3.1m, and 2.75m in height to eaves level.	21/02/2019	03/04/2019	Prior Approval Notification - Refusal
Householder Prior Approval - Class A, Part 1 GPDO 2015	190338	43 Mansfield Road, Reading, RG1 6AL	Minster	Rear extension measuring 5.25m in depth, with a maximum height of 3.6m, and 2.6m in height to eaves level.	22/02/2019	28/03/2019	Prior Approval NOT REQUIRED

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	190213	16a Bridge Street, Caversham, Reading, RG4 8AA	Caversham	Change of use from Class B1(a) (offices) to C3 (dwellinghouses) to comprise 1 x 2 bed dwelling.	07/02/2019	02/04/2019	Prior Approval Notification - Approval

Storage to Residential Prior Approval applications decided

Application type	Application reference number	Address	Ward	Proposal	Date Received	Decision Date	Decision
Storage or distribution centre to dwelling house - Class P	190144	1a Stanley Grove, Reading, RG1 7NS	Battle	Notification for Prior Approval for a Change Of Use from Storage or Distribution Buildings (Class B8) and any land within its curtilage to 1 bed residential dwellinghouse (C3).	25/01/2019	25/03/2019	Application Refused

Demolition Prior Approval applications decided - None

Retail to Residential applications decided - None

Shop to Restaurant Prior Approval applications decided - None

Prior Notification applications decided - None

Telecommunications Prior Approval applications decided - None

Shop to Assembly & Leisure Prior Approval applications decided - None

This page is intentionally left blank

READING BOROUGH COUNCIL
REPORT BY DIRECTOR OF ENVIRONMENT, CULTURE & SPORT

TO:	PLANNING APPLICATIONS COMMITTEE		
DATE:	24 th April 2019	AGENDA ITEM:	7
TITLE:	ANNUAL PERFORMANCE MONITORING REPORT - DEVELOPMENT MANAGEMENT SERVICE - 2018/19		
SERVICE:	PLANNING	WARDS:	BOROUGHWIDE
LEAD OFFICER:	JULIE WILLIAMS	TEL:	0118 937 2461 (72461)
JOB TITLE:	PLANNING MANAGER (acting)	E-MAIL:	Julie.williams@reading.gov.uk

1. PURPOSE AND SUMMARY OF REPORT

- 1.1 The purpose of this report is to provide information on this Local Planning Authority's performance in development management in terms of meeting government set targets on dealing with planning applications and success at planning appeals.
- 1.2 More detail on the types of applications handled and other services provided is also presented for the year 1 April 2018 - 31 March 2019.

2. RECOMMENDED ACTION

- 2.1 That the contents of the report be noted.

3. BACKGROUND

- 3.1 The existing approach to measuring the performance of Local Planning Authorities (LPA.s), introduced by the Growth and Infrastructure Act 2013, is based on a LPA.s performance on the speed of determining applications and the quality of their decisions. The Ministry of Housing, Communities and Local Government (MHCLG) collate data from LPA.s to enable performance tables to be published on a quarterly basis. LPA.s are at risk of being designated as "underperforming" if targets are not met over the preceding 24 months. This would allow applicants to have the option of submitting their applications directly to the Planning Inspectorate (who act on behalf of the Secretary of State) for determination.
- 3.2 The MHCLG published new criteria for designation late in 2018; "Improving planning performance - Criteria for designation" as follows:
 - a. For applications for major development: less than **60 per cent** of an authority's decisions made within the statutory determination period or such extended period as has been agreed in writing with the applicant;
 - b. For applications for non-major development: less than **70 per cent** of an authority's decisions made within the statutory determination period or such extended period as has been agreed in writing with the applicant.
 - c. For applications for both major and non-major development, above which a local planning authority is eligible for designation, is **10 per cent** of an authority's total number of decisions on applications made during the assessment period being overturned at appeal.

4. PERFORMANCE AGAINST MHCLG TARGETS

Speed

- 4.1 Once a planning application has been validated, the local planning authority should make a decision on the proposal within the statutory time limits set by MHCLG unless a longer period is agreed in writing with the applicant. The statutory time limits are normally 13 weeks for applications for major development (when an application is subject to an Environmental Impact Assessment a 16 week limit applies) and 8 weeks for all other types of development.
- 4.2 However, local planning authorities can agree with the applicant to extend the time limit (sometimes with a Planning Performance Agreement or a simple extension of time) for all types of planning applications, including householder applications. Typically this has been the route taken in Reading with officers and applicants preferring to negotiate a better outcome than simply refusing a planning application because the time is running out. This also deals with the concept of “the Planning Guarantee” which requires the planning application fee to be refunded to applicants where no decision has been made within 26 weeks, unless a longer period has been agreed in writing between the applicant and the local planning authority. (Regulation 9A of the 2012 Fees Regulations).
- 4.3 The Council’s performance on speed of determination of planning applications as shown in the most recently published (21st March 2019) performance tables is:
- 90.6% of major development applications within the statutory determination period or an agreed extended period.
 - 89.5% of all non-major development applications within the statutory determination period or an agreed extended period.

Quality

- 4.4 It is disappointing that the quality of decisions made by local planning authorities is measured only by the proportion of all decisions on applications that are subsequently overturned at appeal. The threshold for designation on applications for both major and non-major development, above which a local planning authority is eligible for designation, is 10 per cent of an authority’s total number of decisions on applications made during the assessment period being overturned at appeal.
- 4.5 Currently there are no up to date tables published by MCHLG on performance on the quality of decisions made but using our own data we have calculated that:
- 0.7% (19 appeals allowed against 2,756 decisions) of this authority’s decisions on applications made during the assessment period have been overturned at appeal.
- 4.6 I am therefore pleased to report that Reading’s Planning team have been performing well within MHCLG’s performance criteria.

5. PLANNING APPLICATION PERFORMANCE & INFORMATION ON OTHER SERVICES

- 5.1 The following Table 1 provides a breakdown on the types of planning applications handled with a comparison with preceding years. Previous reports have provided data on the split between applications determined within 8 and 13 weeks and those determined with an extension of time. However, this no longer considered relevant as it clear that going beyond the statutory date is acceptable as long as it is by agreement with the LPA and the applicant.
- 5.2 As can be seen the number of applications decided in 2018/19 has dropped slightly on all types of applications apart from Major category applications when compared to last year but more significantly when compared to 2016/17.

Table 1: Application Performance in 2018/19 for the Planning Service compared with previous years.

Description	MCHLG 2019 Target	16-17	17-18	18/19
Number and Percentage of major applications decided within: (i) statutory 13/16 weeks, or (ii) the extended period agreed with the applicant.	60%	47 89%	29 93%	33 97%
Number and Percentage of all other minor applications decided within (i) statutory 8 weeks or (ii) the extended period agreed by the applicant.	70%	223 74%	234 88%	200 90%
Number and Percentage of other applications (including householder applications) decided within (i) statutory 8 weeks or (ii) the extended period as agreed by applicant.	70%	769 85%	698 90%	652 94%
Number and Percentage of householder applications (not for prior approval) decided within (i) statutory 8 weeks or (ii) the extended period agreed by the applicant.	70%	499 86%	464 88%	446 94%

5.3 Table 2 below sets out the number of Prior Approval applications processed and our performance on those applications for householder and office to residential developments. The high performance on these types of application reflects the fact that if prior approval applications are not decided within the prescribed 42 or 56 days approval is given by default.

Table 2: Prior Approval Performance

Indicator	2016-17	2017-18	2018-19
Number of (and performance on) all Prior Approval applications	133 (96% in time)	135 (96% in time)	90 (96% in time)
Number of Householder Prior Approvals	94	67	59
Number of Office to residential Prior Approvals	24	21	26

5.4 The Council also receives requests for pre-application advice, for approval of details required to discharge of conditions attached to planning permissions and for approval of works to trees

covered by Tree Preservation Orders and in trees in Conservation Areas. Table 3 shows the number of each type of application received since 2015/16.

TABLE 3: No. of applications received for miscellaneous development management advice or approval.

	2015/16	2016/17	2017/18	2018/2019
Pre-application advice	219	198	233	180
Approval of details required by condition, ADJ, LPA, NMA, EIA SCO and SCR.	355	388	390	450
Works to TPO/CA trees	187	207	202	204
Total	761	793	825	834

Applications for pre-application advice have fallen significantly (by 23%) when measured against 2017/18. However other applications have generally continued to increase with applications to discharge planning conditions indicating developer interest in implementing their planning approvals for new development across the Borough.

6. PLANNING APPEALS

6.1 The information on appeals (para 4.5 above) shows that performance in defending decisions to refuse continues to be well within target. The following table provides further detail for the past 3 years.

6.2 The appeal performance slightly dipped with more allowed this year than in previous years. Officer recommendations to refuse permission are scrutinised to ensure the reasons for refusal can be defended (only 21% out of 1245 applications, as reported in the Statutory Returns, were refused in 2018/19) and appeal statements are checked to ensure that a robust defence of the decisions is presented. It is relevant that the Council has not been asked by Planning Inspectors to pay the costs for an appellant for making an unsubstantiated decision.

TABLE 4: Section 78 Appeals against the refusal of planning permission

	2016/17	2017/18	2018/19
APPEALS LODGED	39	38	41
NUMBER OF APPEAL DECISIONS	40	43	37
APPEALS ALLOWED	8	8	11
APPEALS DISMISSED	32	34	26
SPLIT DECISIONS	0	0	0
APPEALS WITHDRAWN	0	1	0

7. PLANNING ENFORCEMENT

- 7.1 The Planning Enforcement Service has one corporate performance indicator, which is to resolve complaints within the relevant target period identified for different types of complaint in the Council's Enforcement Plan. Performance against this indicator for 2018/19 was very good with 92% of enforcement complaints being resolved within 13 weeks of receipt against a target of 60%.
- 7.2 Table 5 below provides more detailed information on cases received and enforcement activity during 2018/19 compared to previous years. During the year 2018/19 the planning enforcement team resolved 276 cases whilst 285 new complaints were registered. The backlog of registered investigations now stands at 192. 135 'Other' and preliminary investigations conducted (i.e. those which did not result in a formal investigation being registered) and 322 additional HMO investigations just between 1st October 2018 and 31st March 2019 as a result in changes in HMO legislation. In terms of total workload the team experienced a huge increase in the number of properties looked at from an average of around 370 for each of the previous three years to more than 600 in 2018/2019 - a trend which looks set to continue at least in the short term.

TABLE 5: Planning Enforcement statistics

	2016/17	2017/18	2018/19
Total number of enforcement cases received	246	251	285
No. of cases closed	339	252	276
No. of cases on hand at end of year	183	181	190
Enforcement notices	8	6	6
Planning contravention notices	10	11	6
Breach of condition notices	1	0	2
Section 215 notices	0	0	0
Listed Building Enforcement notice	0	0	0
Temp Stop Notice	0	0	0
Stop Notice	0	0	0
Appeals against enforcement notices	3	3	4
New enforcement prosecutions	1	1	0

8. CONTRIBUTION TO STRATEGIC AIMS

- 8.1 Planning services contribute to producing a sustainable environment and economy within the Borough and to meeting the 2018 Corporate Plan objective for “Keeping the town clean, safe, green and active.”

9. COMMUNITY ENGAGEMENT AND INFORMATION

- 9.1 Statutory consultation takes place on planning applications and appeals and this can influence the speed with which applications and appeals are decided. Information on development management performance is publicly available.

10. EQUALITY IMPACT ASSESSMENT

- 10.1 Under the Equality Act 2010, Section 149, a public authority must, in the exercise of its functions, 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.

- 10.2 In terms of the key equalities protected characteristics, it is considered that the development management performance set out in this report has no adverse impacts.

11. LEGAL IMPLICATIONS

- 11.1 The collection and monitoring of performance indicators is a statutory requirement and a requirement of MHCLG. In addition a number of the work related programmes referred to in this report are mandatory requirements including the determination of planning applications and the preparation of the development plan.

12. FINANCIAL IMPLICATIONS

- 12.1 There are no direct financial implications arising from this report. Specific initiatives referred to will be met from existing budgets.

COMMITTEE REPORT

BY THE DIRECTOR OF ENVIRONMENT AND NEIGHBOURHOOD SERVICES
READING BOROUGH COUNCIL
PLANNING APPLICATIONS COMMITTEE: 24 April 2019

ITEM NO. 8

Ward: Abbey

App No.: 182196/FUL

Address: Thames Quarter, Kings Meadow Road, Reading (AKA Former Cooper BMW, Kings Meadow Road, Reading)

Proposal: Erection of a part 13-storey, part 23 storey building comprising 338 apartments in a mix of studio, one-bedroom, two-bedroom and three-bedroom units, residents' lounges, tech-hub, dining room, and cinema room, various rooftop outdoor amenity spaces, concierge/reception with coffee meeting area, gym, residents' storage facilities, postroom, ancillary back-of-house facilities, 338 secure cycle parking spaces, car parking spaces, landscaping, and associated works (revision to planning permission 162166 dated 23/11/2017) (Part Retrospective).

Applicant: MG RPF Limited Partnership Thames Quarter Ltd and Lochailort Thames Quarter Ltd

Date received: 29 January 2019

13 Week target decision date: 30 April 2019

RECOMMENDATION:

Refuse Full Planning Permission for the following reasons:

1. The proposal, due to its excessive height and bulk, and inappropriate massing and proportions, would result in a scale and form of development which would conflict with the adopted tall buildings approach for the Central Area, overly extending beyond recognised benchmark heights, and cause harm to the visual amenity of the local area due to its over-dominant and incongruous relationship to surrounding streets and buildings. The proposal is therefore contrary to Policies CS7, RC1, RC5 and RC13 and guidance contained within the Reading Station Area Framework (SPD, 2010).
2. In the absence of a completed legal agreement to secure acceptable Affordable Housing provision, the proposal fails to contribute adequately to the housing needs of Reading Borough and the need to provide sustainable and inclusive mixed and balanced communities. As such the proposal is contrary to Policy CS16 of the Reading Borough LDF Core Strategy 2008 (altered 2015), Policy H4 of the Submission Draft Local Plan 2018 and Affordable Housing Supplementary Planning Document 2013.
3. The application fails to demonstrate that a suitable wind and microclimate environment will be achieved within and surrounding the site with consequent harm to the character, amenity and safety of occupiers of the development itself and surrounding area and contrary to Policies CS7, RC5, RC9, CS13, CS34, DM4 and DM10.
4. The application fails to demonstrate that access to suitable daylight and sunlight will be achieved within and surrounding the site with consequent harm to the character and amenity of the site and its surroundings. Contrary to Policies RC1, RC5, RC13 and DM4.
5. In the absence of a completed legal agreement to secure:
 - (i) Land to facilitate the identified Mass Rapid Transit route along Napier Road/Kings

Meadow Road.

- (ii) A financial contribution towards improvements to Kings Meadow park;
- (iii) A financial contribution towards improvements to the Vastern Road railway underpass
- (iv) A financial contribution towards provision of a new signalised pedestrian crossing on Kings Meadow Road
- (v) A financial contribution towards provision of an on-site car club; and
- (vi) A suitable Employment, Skills and Training Plan, or appropriate alternative financial contribution to allow for employment, skills and training provision;

The proposal fails to contribute adequately to the employment skills and training needs of Reading Borough; appropriate highway improvements, leisure improvements and sustainable transport.

As such the proposal is contrary to Policies CS3, CS4, CS9, CS20, CS21, CS23, CS29, and of the Reading Borough LDF Core Strategy 2008 (altered 2015), Policies DM3, DM12, DM16, and SA16 of the Sites and Detailed Policies Document 2012 (altered 2015) and the Employment Skills and Training Supplementary Planning Document 2013.

Informatives:

Plans refused

No pre-app

Positive and proactive

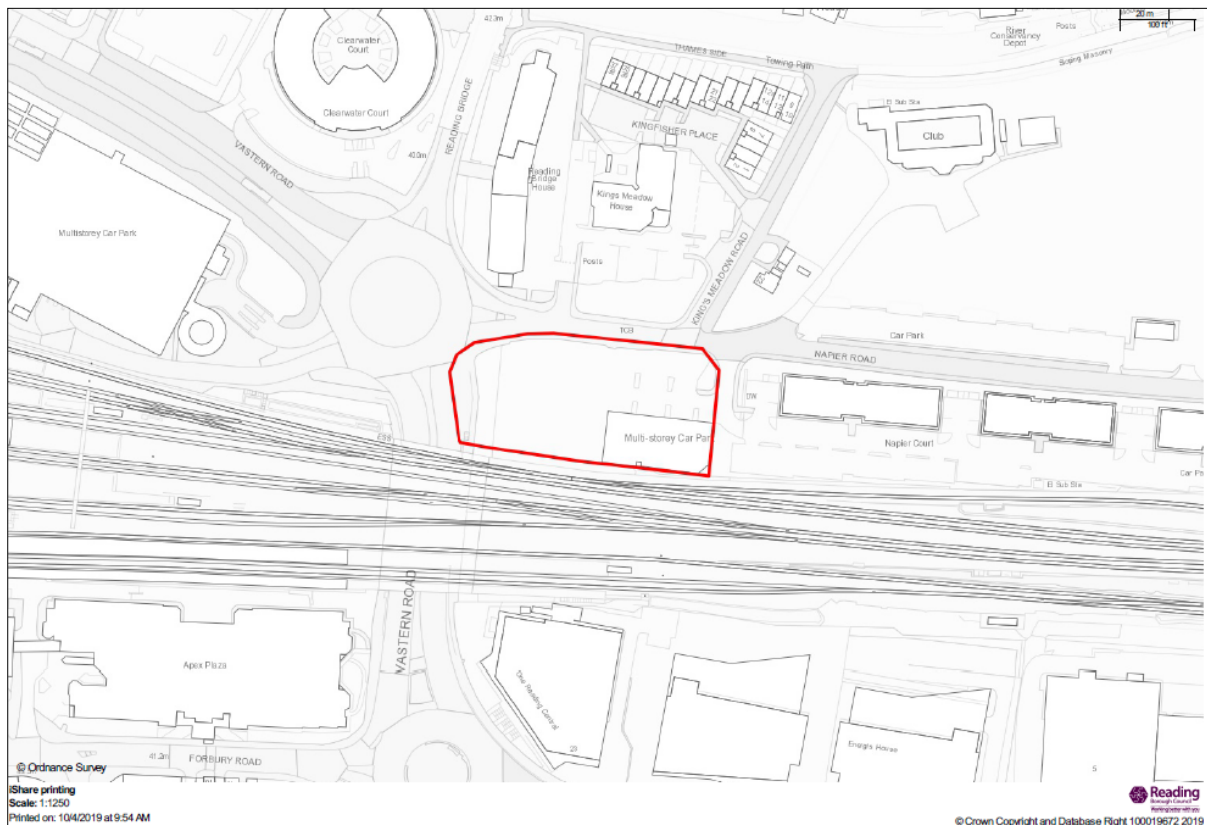
1. INTRODUCTION

1.1 The application site is a narrow piece of land adjacent to the north embankment of the Bristol-Paddington railway line at the edge of Central Reading. A building approved under permission 162166/FUL is currently under construction on the site (the current application proposes an enlargement of this). A car dealership occupied the site prior to this and this was demolished in 2016 to make way for a temporary car park for a short period. Vastern Road roundabout lies to the west at the junction of Vastern Road, George Street (Reading Bridge) and Kings Meadow Road. To the north is Reading Bridge House and Kings Meadow House (the Environment Agency building), and beyond that, on the banks of the Thames, is a residential development, Kingfisher Court. To the north-east of the site is a residential dwelling, 'The Lodge' and Kings Meadow, one of the town's Thames Parks. The park contains the Kings Meadow Baths which is Grade II listed and recently refurbished as the Thames Lido. To the east of the site is a two storey office development in a series of three blocks, known as Napier Court.



Site photograph looking approximately East from Vastern Road, showing progress on the lift core of permission 162166 (the lift core is now fully constructed to 23 storeys)

- 1.2 The application site is identified site in the Reading Central Area Action Plan (the RCAAP, 2009) as Site RC1h (Napier Road Junction) for a single landmark building for residential use, B1 office use, or a mixed use for both.



Location plan (not to scale)

2. PROPOSAL

2.1 Full planning permission is sought, part retrospectively, for a building made up of two sections. A ‘horizontal’ residential block rising to 13 storeys, with a 23-storey residential tower at the western end. The development leaves an area to the north and west frontages of the application site for landscaping/public realm and to accommodate future highway improvements at the end of Kings Meadow Road as part of the East Reading MRT route. It is proposed to accommodate 338 dwellings to be let long-term under a Build-to-Rent (BTR) tenure.

2.2 The proposal is complicated somewhat by the construction of the building approved under 162166. The lift and stair core to the 23 storey tower appears to be mostly complete. Were the Committee to resolve to grant a further planning permission, conditions and the S106 agreement would need to be carefully worded to reflect the part-retrospective nature of the current proposal, which would in effect subsume and enlarge upon the building currently under construction.

- **Community Infrastructure Levy (CIL)**

2.3 The development would be liable for CIL due to the amount of new floorspace proposed.

2.4 The Council’s CIL charging schedule sets a base rate of £120 per square metre for residential floorspace, including student accommodation. The rate is index linked and the current rate for 2019 is £148.24 per square metre.

2.5 The new floorspace proposed is 30,278 sqm.

2.6 Floorspace demolished under 162166 was 1928.52 sqm. The CIL Regulations regarding abatement allow for this to be taken into account, subject to certain requirements.

2.7 The estimated basic CIL charge would therefore be £4,202,526.92 [four million two hundred and two thousand five hundred and twenty six pounds and ninety two pence].

2.8 **This gives an indication of the likely CIL outcomes but is provided without prejudice to further examination of the CIL application by the Council.**

3. RELEVANT PLANNING HISTORY

3.1 Relevant planning history since 2014 is as follows:

140700	Request for a pre-application scoping meeting	Two initial scoping meetings were held with the applicant in late 2013 and early 2014. Following the second scoping meeting, officers produced a note for the developer, advising of locations for views analysis to be undertaken. In the same note, concerns were raised for the inconsistency of the emerging proposal with adopted planning
--------	---	---

		policy and officer advice at that time was that a development of circa. 15 storeys would be more appropriate.
141815	Screening opinion request	Opinion provided 8 December 2014, advising that the development would not be subject to the Environmental Impact Assessment (EIA) Regulations.
150120	Full planning application	Demolition of all existing onsite buildings and structures, including remediation, 352 new homes in a mix of sizes in three new buildings up to 28 storeys in height, reception, concierge, library, clubroom, community rooms, business centre, residents' fitness centre, residents' storage and associated other ancillary community uses, Up to 523 sqm of commercial floorspace (Use Classes A1, A2, A3, B1 or D1) in 2 units, 308 cycle parking spaces, 118 car parking spaces including four car-club spaces and private residents' storage, access and service access, outdoor amenity space and landscaping. REFUSED 22 May 2015 for 12 reasons
160012	Demolition prior approval	Application for prior notification of proposed demolition (of car showroom). PRIOR APPROVAL NOT REQUIRED 15 April 2016
160236	Full planning application	Part retrospective change of use to public car park for temporary three year period. PLANNING PERMISSION GRANTED 24 May 2016 Temporary permission until 24 May 2019. Implemented
162166	Full planning application	Erection of a part 12 storey, part 23 storey building comprising 315 apartments in a mix of studio, one-bedroom, two-bedroom and 3-bedroom units; residents' lounges, tech-hub, dining room, and cinema room, various rooftop outdoor amenity spaces, concierge/reception with coffee meeting area, residents' storage facilities, postroom, ancillary back-of-house facilities, 315 secure cycle parking spaces, 49 car parking spaces, landscaping, and associated works. Demolition of existing multi-storey car park. PLANNING PERMISSION GRANTED WITH s106 AGREEMENT (23/11/17)
181438/APC 181537/NMA 181858/APC 180329/NMA 180423/APC		Various applications for non-material amendments and approval of details reserved by condition, pursuant to 162166. Currently under consideration.

- 3.2 Following the refusal of planning application 150120 and up until October 2016, the applicant entered into an extensive period of pre-application negotiation with officers, centred on attempting to achieve officer support for a development mass/building envelope. This culminated in approval of application 162166.
- 3.3 It should be noted that no pre-application discussions took place between the approval of 162166 and the submission of the current application.

4. CONSULTATIONS

(i) Statutory:

- 4.1 **Environment Agency:** As with 162166, no objections, subject to conditions and informatives being applied, which principally relate to contaminated land. [*Officer comment: relevant contaminated land conditions have already been discharged in implementing permission 162166.*]

(ii) Non-statutory:

RBC Transport Strategy

- 4.2 The site was granted full planning permission under reference 162166 in November 2017 for a managed 315-apartment build-to-rent development. The proposed alteration to the consented scheme will increase the number of build to rent apartments by 23 units equating to 338 units in total. Car parking provision will remain the same as the consented scheme, at 49 spaces, while cycle parking will be increased to 338 spaces. Other than the increase in unit numbers, the proposed development is identical to the previous consented scheme.

Access

- 4.3 Vehicular access to the site is to be retained via the existing access road from Kings Meadow Road. This road previously served the former Cooper BMW garage site and continues to serve the adjacent Napier Court Business units. Refuse and servicing areas are provided within the ground floor design. Swept path analysis has been undertaken using to demonstrate that service vehicles can access these areas and adequately manoeuvre in order to exit the site in forward gear.
- 4.4 The Council's Waste Operations department assessed the bin storage provision as part of the consented scheme. Refuse collection will be managed from the loading bay on the ground floor of the building with the management company presenting bins to the collection point. As per the consented scheme, the full management details should be combined into a waste management plan secured by condition. This will ensure the future occupiers/management of the site are party to what is in the waste management plan so that they comply with the agreed processes.
- 4.5 However, the additional 23 apartments will generate a requirement for 5 additional 4-wheeled recycling bins and 5 additional general waste bins. The applicant should confirm that they have increased the recycling and general waste

bins within the site to accommodate the additional units. *[Officer comment: This could be dealt with by way of condition].*

- 4.6 A secondary access point is proposed on the northern facade of the building to provide secure, direct access to the secure cycle parking area from Kings Meadow Road.
- 4.7 Pedestrian access is to be located on the western facade of the building fronting onto the existing footways on the A329.

Parking

- 4.8 The site is located on the boundary of Zone 1 and Zone 2 of the parking SPD and given the close proximity to the Town Centre and Railway Station the requirements of Zone 1 have been used. The required parking provision is 0.5 spaces per unit equating to 169 parking spaces and a provision of 49 spaces at 0.14 spaces per unit has been provided. A lower provision is acceptable if the site is within a sustainable location and providing a lower provision of parking will not lead to Highway Safety Issues.
- 4.9 Kings Meadow Road and the surrounding road network all have parking restrictions preventing on-street parking, therefore, any overflow in parking would not affect follow of traffic on the classified road network. Kings Meadow Road does not fall within a Resident's Permit Zone and the residents will not be eligible to apply for a Residents Parking Permit.
- 4.10 Given the location of public car parks in the vicinity and parking restrictions on the adjacent roads, it is considered that the reduction in the residential provision on site will not lead to on street parking being detrimental to road safety and is acceptable.
- 4.11 The consented scheme secured the provision for 4 car club spaces with 3 vehicles initially, expandable to 4 vehicles subject to demand which formed part of the proposed Travel Plan measures. However, Transport DC cannot see the Framework Residential Travel Plan submitted with the application documents. The applicant is requested to submit the Framework Residential Travel Plan and indicate where the car club spaces will be located on the submitted floor plans.
- 4.12 The Council's Local Transport Plan 3 Strategy 2011 - 2026 includes policies for investing in new infrastructure to improve connections throughout and beyond Reading which include a network of publicly available Electric Vehicle (EV) charging points to encourage and enable low carbon or low energy travel choices for private and public transport. Policy TR5 of the emerging Local Plan also states that "*Within communal car parks for residential or non-residential developments of at least 10 spaces, 10% of spaces should provide an active charging point.*"
- 4.13 In view of this, the development must provide at least 5no. Electric Vehicle (EV) charging point to promote the use of renewable electric vehicles at time of build. These spaces should be identified on the submitted floor plans. *[Officer comment: This can be dealt with by condition].*

- 4.14 Parking is to be provided on site within the Podium structure. The car park and ramp design complies with recommended design guidance for underground car parks. However, a minimum of 3 disabled spaces must be provided within the site. These spaces should be identified on the submitted floor plans. *[Officer comment: This can be dealt with by condition].*
- 4.15 The development proposes 338 secure cycle parking spaces which exceeds the Council's standards of 0.5 spaces per 1/2 bedroom flat and 1 space per 3 bedroom flat. The main cycle store is accessed from Kings Meadow Road on the northern facade of the building via a levelled access.

Landscaping and roadworks required

- 4.16 The amended scheme will continue to facilitate the provision of the Mass Rapid Transport improvements across the front of the site. Given that the East Reading MRT scheme will not be progressed at the current time, the applicants have also submitted plans without MRT which are currently being reviewed.
- 4.17 The development will fund a new signalised pedestrian/cycle crossing on Kings Meadow Road. The area of land on the southern side of Kings Meadow Road will be transferred to the Council to ensure that any infrastructure associated with the proposed signal crossing is located Public Highway land.
- 4.18 Pedestrian & cyclist access rights will be secured via a s35 agreement along the northern and western façade of the building to ensure there is a continuous footway link from Vastern Road to Napier Road.
- 4.19 The landscaping proposals will require a s142 licence which permits the occupier or the owner of any premises adjoining the highway to plant and maintain, or to retain and maintain, trees, shrubs, plants or grass on the highway.

Traffic Generation

- 4.20 The proposed development will result in 23 additional units compared to the consented 315 unit scheme but there is no increase in parking provision. To assess the impact of the additional units, the TRICS trip generation used for the consented scheme has been updated to account for the additional units.
- 4.21 The proposed additional 23 units will result in 3 additional two way trips in the AM Peak and 2 additional two way trips in the PM peak. This is a negligible increase in trips compared to the consented scheme and would have no material impact the local highway network.

Travel Plan

- 4.22 In order to mitigate the impact of the development, a Residential Travel Plan will be implemented as part of the development. Travel Plans are used to initiate modal shift away from the private car and towards more sustainable modes. As stated above, the Framework Residential Travel Plan submitted with the application documents. The applicant is requested to submit the Framework

Residential Travel Plan for further review. *[Officer comment - this could be achieved via a s106 agreement]*

Lead Flood Authority (RBC Highways)

- 4.23 Confirms that the SuDS proposals are acceptable subject to conditions to secure the implementation and future maintenance and management of the SuDS scheme in accordance with a timetable to be submitted.

RBC Environmental Protection (EP):

- 4.24 Comments on this proposal are the same as for the previous consented scheme and subsequent applications to discharge conditions.

Most of the details submitted pursuant to conditions attached to 162166 are acceptable and have been submitted again in support of the current proposal.

- A noise mitigation scheme for the flats
 - A noise assessment is required from plant
 - Air quality to the development is considered to be acceptable
 - Contaminated and land gas remediation
 - Construction-related controls (noise/dust).
- 4.25 The only outstanding query relates to noise ingress through ventilation air intake vents in the façade and whether the vents will be acoustically treated. This is currently being discussed with the applicant and is capable of being dealt with by condition, as with 162166.

RBC Valuers

- 4.26 Have assisted officers in examining the submitted viability assessment and affordable housing offer. Findings are summarised below in the Affordable Housing assessment in the main body of the report.

RBC Leisure

- 4.27 No objection to this application but request additional funding for off-site leisure provision given the increase in the number of residential units by 23. £120,000 is currently secured as a s106 leisure contribution towards improvements at Kings Meadow which, with 315 approved residual dwellings, equates to £380 per unit. This is the smallest S106 leisure contribution ever paid by a developer for such a high volume of residential units. If permission is granted for this latest application (338 units), this would equate to £355 per dwelling. It is unquestionable that the new residents will make use of the parks within the immediate vicinity of the development and additional funding is required.

RBC Planning (Natural Environment) (Tree Officer)

- 4.28 Fundamentally the proposal is acceptable as the changes do not affect landscape provision. However, the following comments/queries remain, some of which were raised for 180406/APPCON to discharge the landscape condition attached to 162166 (and currently remain unanswered).
- 4.29 Landscape General Arrangement Ground Floor 151638-STL-XX-00-DR-L-ZZZZ-09000 PL03 indicates grass (a 'meadow mix') planting over the whole frontage alongside the road. This is contrary to that approved under 162166, which included shrub planting. I note shrub planting is indicated on the Floor Plan - Ground floor and Soft Landscape Works Plan Ground Floor 151638-STL-XX-00-DR-L-ZZZZ-09140 PL04.

The GA plan should be consistent with the detailed plans. *[Officer comment: a revised scheme has been discussed and is currently awaited].*

- 4.30 In relation to the tree planting on the western boundary, the two *Carpinus* (Hornbeam) have been provided with 7.2m³ and 6.4m³ each of soil volumes. The Liquidambar have a soil volume of 8m³ for one tree and 12m³ shared for two trees. This is far from ideal as each should ideally be provided with a volume of approx. 12m³. It is assumed that the applicant has explored all options for increasing soil volume and this is the maximum that can be achieved - confirmation is required. *[Officer comment: this has been discussed with the applicant and an improved soil volume has been requested. Details are awaited.]*
- 4.31 There are outstanding questions over ground levels on the frontage [reconciling the difference in level between ground floor of the building and Kings Meadow Road] Any retaining structures should be clearly shown on these plans. [A revised proposal is awaited].
- 4.32 With reference to Landscape General Arrangement Floor 3 151638-STL-XX-03-DR-L-ZZZZ-09001 P01 and Soft Landscape Works Plan Floor 3 151638-STL-XX-03-DR-L-ZZZZ-09141 P01, the planting principles are fine but no planters specification are provided nor are there specifications for the green screen - this is required. [awaited]
- 4.33 Details on Landscape General Arrangement Floor 11 151638-STL-XX-11-DR-L-ZZZZ-09003 P01 and Soft Landscape Works Plan Floor 11 151638-STL-XX-11-DR-L-ZZZZ-09143 P01 are acceptable.
- 4.34 With reference to Landscape General Arrangement Floor 12 151638-STL-XX-12-DR-L-ZZZZ-09004 and Soft Landscape Works Plan Floor 12 151638-STL-XX-12-DR-L-ZZZZ-09144 P01 - planting is fine but again planter specifications are required. [awaited]
- 4.35 Details on Landscape General Arrangement Floor 22 151638-STL-XX-22-DR-L-ZZZZ-09005 P01 and Soft Landscape Works Plan Floor 22 151638-STL-XX-22-DR-L-ZZZZ-09145 P01 are acceptable.
- 4.36 Tree within planter 151638-STL-XX-XX-DR-L-ZZZZ-09401 P01 details are acceptable. It is not clear whether these details are applicable to the planters without trees too. [Confirmation awaited].
- 4.37 Site Sections drawing 151638-STL-XX-XX-DR-L-ZZZZ-09300 P01 does not make it clear, from sections 1 & 2 how the tree planting ('buffer planting') on the east side will be accommodated. This should be clarified. [awaited].
- 4.38 It is noted that the Service Entry Zone drawing now shows services long the frontage, whereas previous service routes were only shown on the west side. This has resulted in the route of water being through the soft landscape bed in which the individual *Quercus Robur* is proposed. There also appears to be a foul drain proposed in the location of the 4 trees on the frontage. Tree pit/planting opportunities are already limited by existing services, this should not be constrained further by new services. Comment is required on the feasibility of this - it is important to understand the full constraints to the rooting environment of these trees. [Discussed and details awaited].

4.39 In relation to the Typical Tree Pit in Soft landscape area drawing, it is noted that the inclusion of a root barrier '*Where required 1000mm deep root barrier to be installed against edge of tree pit along the line of underground services, roads and footways*'. In addition to the new services shown on the Service Entry Zones drawing, it would be helpful and necessary to plot the existing utilities on the soft landscape drawing in order for the position of root barriers to be established. It is also noted that root barrier locations are shown for the western trees on the Soft Landscape Works plan for the Ground Floor but not for those on the frontage/north side. [awaited].

4.40 151638-STL-XX-XX-SP-L-4080-SP001- Outline Soft Landscape Specification P01 specifies that trees shall be planted in a pit excavated 1200mm deep and that the depth of soil will be 900mm plus 300 drainage layer. This depth is indicated on the Typical tree pit detail but it would be helpful to receive specific confirmation that this can be achieved for all trees. The specification also refers to semi-mature trees surrounding by hard landscaping - It is not clear which this refers to. [Requested. Details awaited].

RBC Ecologist

4.41 No objections, subject to a condition for wildlife mitigation and for the Tree and landscaping detail to include biodiversity enhancements [Discussions as to the design and location of a rooftop Peregrine Falcon nesting platform are ongoing]

RBC Sustainability Team

4.42 Has reviewed the energy and sustainability strategies produced and concur with the approach taken by the applicant.

Berkshire Archaeology:

4.43 The applicant has submitted with this application a 'Project specification for an archaeological evaluation' prepared by Thames Valley Archaeological Services (TVAS) and dated 3rd January 2018 (revised). The document was prepared for and cites application 162166 rather than the current application.

I am aware that the programme of archaeological work set out in TVAS's specification has since been undertaken and Berkshire Archaeology is in receipt of two reports from TVAS on the results of the exercise. The results make it clear that the programme of archaeological work has been completed satisfactorily.

On this basis, there are no further concerns as regards the buried archaeological heritage in relation to this application (182196).

Historic England

4.44 The application should be assessed against National and local policy guidance and on the basis of Reading's own specialist conservation advice.

RBC Emergency Planning Manager

4.45 No response received. Comment on 162166 was that risk of the building itself being a target for terrorist attack is low, but proximity to bomb blast of the Station is a risk. Suggests laminated glass for areas facing the station. [*This could be a condition of any approval, as previously*].

Civil Aviation Authority

4.46 No response

- 4.47 **Wokingham Borough Council**
No response
- 4.48 **South Oxfordshire District Council**
No response
- 4.49 **Reading Civic Society**
No response
- 4.50 **Crime Prevention Design Advisor (Thames Valley Police):**
No response received. Comment on 162166 was that has a number of concerns with this complicated development, but advises that a comprehensive security strategy (secured by condition) could overcome this.
- 4.51 **Network Rail**
Has responded to the application in a similar way to previously. The majority of the concerns raised relate to the safe functioning of the railway and are largely a matter to be resolved between the respective landowners. The applicant is aware of these points, which could form an Informative on any permission.
- 4.52 **Crossrail**
No response
- 4.53 **Caversham GLOBE**
No response
- 4.54 **Reading UK CIC**
No response
- 4.55 **RBC Waste Manager:**
No objection received (also none previously on 162166)
- 4.56 **Thames Water**
Suggests informatives, but also (consistent with 162166) requests that conditions be attached to any planning permission to secure upgrades to foul sewerage infrastructure and drinking water supply; and to control foundation piling works close to water infrastructure.

Public consultation

- 4.57 Site notices were displayed on Kings Meadow Road and Napier Road frontages to the site.
- 4.58 Letters were also sent to the following addresses:
All properties in Napier Court
All properties in Kingfisher Place
All previous objectors.
- 4.59 20 letters of objection and one comment have been received, raising the following issues:
- The recent application for an additional storey to the development has failed to properly notify all residents at Kingfisher Place.

- Ongoing concerns about the loss of light/overshadowing on our living environment and property value [Kingfisher Place]. The additional proposed storey is expected to have a further detrimental impact in this regard.
[Officer comment. Letters were sent to all addresses in Kingfisher Place. Site notices were readily visible when entering and leaving Kingfisher Place]
- Out of proportion and too high for the surrounding area.
- How will RBC enforce that affordable part gets built and let appropriately?
- There is a plan for office space as well - The Arc? Don't trust what is really going on here.
- I am against this building application because i believe that it will add a massive burden to the community's infrastructure.
- But, this application is only adding an extra 13 storey part to the original application and what I object to specifically here is that there is no SOCIAL housing included in this project. Therefore this will become a ghetto of up-market flats and not an intergrated community. SOCIAL housing must be included.
- 12 floors were passed by the council in 2017 somewhat to our dismay but we could not object further having already won the reduction in floor levels from 26 to 12 on this element of the building. I strongly object now to a further floor to the 12 agreed. floors are determined above the service levels which actually are the equivalent height of three floors. therefore finished height total will equal 16 floors if this futher application is agreed completely blocking the short amount of sunlight we experience on the south facing aspect of our buildings. getting access to our exit road will also be impacted in a major way given other plans for flats further up our access road. The few more apartments that a 13th floor will provide is for the owners of the Thames 1/4 is disproportionate to the loss of value to our 38 apartments at Kingfisher Place.
- Outwith the growth in height of developments and the associated increase in population density that has occurred in Reading over the last decade without significant infrastructure improvements it is bordering on negligence to allow this development to be built with only 49 car parking spaces. As recently as 2012 the Mayor of London commissioned a survey with the following findings:- Car ownership levels Inner London: Almost half of the households in Inner London new developments do not have access to a car while 43 per cent have one car, 8 per cent have two cars and just 2 per cent have access to three or more cars. Outer London The majority of households, 52 per cent, living in Outer London new developments have one car while a further 18 per cent have two cars. Only a small minority, 3 per cent, have access to three or more cars. The proportion of households without a car is 27 per cent. Only 17% of purpose built flats in outer London were provided with less than 0.5 parking spaces per apartment, with 73% of residents owning a car. Based on the various elements of the noted study it would be a marketing error to assume that most potential typical residents would want to live in this development considering the limited onsite parking and scarce availability of on road parking
- Plans show tower will stick out like a sore thumb from several local viewpoints. Makes biscuit tin look small! Will block out lots of light in already quite dark area. Strongly object to location and usage of tower. Large number of vehicles will be attracted to area both in development and final usage. Vastern / Napier rd roundabout is well known traffic hotspot and tricky for cyclists and pedestrians to navigate safely. More people living right on the roundabout will create significantly more traffic: leads to worsening air pollution and increased risk of cyclist and pedestrian deaths both short and long term. Report often uses line: “the proposed intervention will make an imperceivable impact upon..”; when there would definitely be a significant negative impact for us locals. Developers have either not carried out assessments properly or don't really understand / care about the

hugely negative impact such a ginormous monstrosity will have. Building unlikely to bring any additional jobs locally and will create extra demand for already scarce resources. I VERY strongly object against the proposed plans.

- This sounds awful. A 23 storey building will tower over everything else and stick out like a sore thumb. The traffic around the roundabout is already very busy at peak times - another 338 apartments will just make things even worse. And where will all the residents park?
- Object. Too high for the area and would cause more vehicle in Reading which is already too congested there are way too many tower blocks in Reading. More and more flats are being built but no extra schools are being built, doctors surgeries or hospital places are even considered. Reading is already grid locked with traffic and this development will only add to this on an already very very busy roundabout. To also have a tower block this high so close to the river will only ruin the views even more. I object to this and feel it has been kept very hush hush as to what is being built there. I am a very angry resident who has lived in Reading all my life.
- Strongly object to this project at this size. A smaller building at the height of the others in the immediate area would most likely be fine both asthetically and in terms of impact. 338 apartments is a huge number to add to a part of reading already struggling with traffic, public services, pollution etc... please do not let this go ahead as planned.
- I object strongly to further accommodation and high rise building in this area , the roads are already extremely busy and the infrastructure such as schools , GP surgeries are already struggling
- I am objecting to the height of the building, 23 storey and 13 storeys will be totally wrong for this site. A total of 338 apartments is just too much. The roundabout is currently having severe problems with many accidents, lack of cycle lanes, air quality. Traffic from this development will obviously add to the current problems. What about the infrastructure, where are all these people supposed to go to a dentist, doctor or hospital? The whole town is straining under overdevelopment - no provisions put in place for services and the horrendous traffic problems in Reading. It's just a goldmine for developers who have no consideration for the structure of the town. Just down the road on the old Homebase site another huge development approved by Reading Borough Council. I know we need housing, but really a total overdevelopment of this side of town.
- 13 storeys is much too high in this position. Reading needs more accommodation, but preferably affordable flats for people without cars who can use the facilities that already exist, rather than more posh accommodation for commuters to the capital.
- This is a terrible suggestion: far too many flats are proposed, the proposed building is far too tall, the impact on traffic in an already congested area will be fatal, especially given the poorly planned roundabout directly in front of the site which is already the site of numerous accidents. Also no indication that any consideration into supporting infrastructure has been made. A really terrible idea to build such an enormous block of flats here.
- Regarding traffic, the plan has relied heavily on the MRT development (as part of the Local Transport Plan) to reduce parking/traffic in the area. However, RBC has now withdrawn the planning application for the MRT. In the proposal it has been stated that MRT was crucial to keep traffic and parking in the area under control. It is not clear how the applicant is going to respond to these important changes in the RBC LTP. Therefore, there is a serious risk that traffic/parking (already particularly congested at the moment) is going to deteriorate even further, with serious risk of collapse for the wider area of Caversham/Napier road/etc. Regarding services (like schools, doctors, etc), it has been very difficult (for a non

expert like me) to identify how the applicant is addressing these aspects. There is the impression that these aspects have not been discussed in depth.

- I have 2 objections (1) the size/height of the buildings is too large in comparison to other buildings in the area and therefore intrusive, (2) traffic congestion is already bad in that area, particularly over Reading Bridge in rush hour, and having 338 more households right at this junction can only make this worse.

1- the flood plain issue. At the time when EA is working on defence flood walls plans, it seems absurd to add on buildings, so close to the river. Despite what the application says, all extra weight on ground is going to have an impact. I think RBC should be strict on this issue and refuse all new constructions.

2- the height is wrong for a central position. Too many flats, too many cars (parking space being very limited), congestion of roads will be increased (at a time when RBC is trying to reduce the number of cars in the town!), access roads are already full at peak hours, the new 700 houses on the Homebase site are also going to add to the traffic problems.

3- where are all the new residents going to send their children to school? Where will the new surgeries be? Reading surgeries are already over full. What about the Hospital already unable to deal with the present patients, without imposing long waiting lists and delays?

This is why I think that the application should be refused: it's a clear case of speculative use of the land. The developers have been working hard from the start to put as many flats as possible, to provide LUXURY accommodation and create extra pressure on the infrastructures which will be detrimental to the environment and the everyday lives of the local residents. Building these high rise towers outside the centre would be more acceptable but not in the centre of Reading.

- I object to further apartments on this site and increasing the height of the building. The tower is far too high for the area and I feel the view from Caversham has not been sufficiently considered, and hope that the height of the buildings are not increased in any way. The impact on waste water surely increases with increased apartment numbers. I believe the council has recognised an increase in potential flooding to Lower Caversham and am concerned the increase will have an impact.
- Strongly object to this revision to the previously consented planning permission 162166. The previous scheme was better balanced, in terms of appearance and scale.
- This will be far too tall, ruining the skyline of Reading and setting a precedent for future developments which would further ruin the skyline. The cladding on the tower will not fit in with the surrounding area and will be an eyesore. The adjacent roundabout is already gridlocked during rush hour and this development would only make matters worse. Also where will everyone park? It will block up all the surrounding car parks stopping people from visiting Reading. Money should be taken from developers to enhance Readings cultural heritage, not build awful tower blocks adding to the faceless 'you could be anywhere' look we seem to be going for in Reading.
- Planning permission has already been granted; work has commenced on the site. I see no reason why this application should be granted. They are being greedy asking for another storey from 12 to 13. The crane that's there can be seen for miles which means the 23 storey agreed will be an eyesore. The applicant really should get up to date - how can the development; facilitate the mass transit scheme; as it's been thrown out. Please reject this blatant scheme which is only driven by money.

5. RELEVANT POLICY AND GUIDANCE

- 5.1 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.
- 5.2 Section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires that the Local Planning Authority shall have 'special regard' to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.
- 5.3 In terms of impact of development on the setting of a scheduled monument, securing the preservation of the monument 'within an appropriate setting' as required by national policy is solely a matter for the planning system. Whether any particular development within the setting of a scheduled monument will have an adverse impact on its significance is a matter of professional judgement. It will depend upon such variables as the nature, extent and design of the development proposed, the characteristics of the monument in question, its relationship to other monuments in the vicinity, its current landscape setting and its contribution to our understanding and appreciation of the monument.
- 5.4 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'.
- 5.5 National Planning Policy Framework (NPPF) (2019)

The following NPPF chapters are the most relevant (others apply to a lesser extent):

- 2. Achieving sustainable development
- 4. Decision-making
- 5. Delivering a sufficient supply of homes
- 8. Promoting healthy and safe communities
- 11. Making effective use of land
- 12. Achieving well-designed places
- 16. Conserving and enhancing the historic environment.

- 5.6 Other Government Guidance which is a material consideration
Historic England Advice Note 4: Tall Buildings (2015)
DCLG: Accelerating Housing Supply and Increasing Tenant Choice in the Private Rented Sector: A Build to Rent Guide for Local Authorities (2015)
Government National Planning Practice Guidance (NPPG) suite (including specific chapter on Build to Rent (13 September 2018)
- 5.7 Reading Borough Local Development Framework: Core Strategy (January 2008) (as amended 2015)
CS1 (Sustainable Construction and Design)
CS2 (Waste Minimisation)
CS3 (Social Inclusion and Diversity)
CS4 (Accessibility and the Intensity of Development)

CS5 (Inclusive Access)
 CS7 (Design and the Public Realm)
 CS8 (Waterspaces)
 CS9 (Infrastructure, Services, Resources and Amenities)
 CS10 (Location of Employment Development)
 CS11 (Use of Land for Alternative Uses)
 CS15 (Location, Accessibility, Density and Housing Mix)
 CS16 (Affordable Housing) including update to policy, 2015
 CS20 (Implementation of The Reading Transport Strategy (Local Transport Plan 2006-2011))
 CS21 (Major Transport Projects)
 CS22 (Transport Assessments)
 CS23 (Sustainable Travel and Travel Plans)
 CS24 (Car/Cycle Parking)
 CS25 (Scale and Location of Retail, Leisure and Culture Development)
 CS26 (Network and Hierarchy of Centres)
 CS29 (Provision of Open Space)
 CS33 (Protection and Enhancement of the Historic Environment)
 CS34 (Pollution and Water Resources)
 CS35 (Flooding)
 CS36 (Biodiversity and Geology)
 CS37 (Major Landscape Features and Strategic Open Space)
 CS38 (Trees, Hedges and Woodlands)

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

RC1 (Development in the Station/River Major Opportunity Area). The site is identified in the RCAAP as site RC1h Napier Road Junction
 RC5 (Design in the Centre)
 RC6 (Definition of the Centre)
 RC9 (Living in the Centre)
 RC10 (Active Frontages)
 RC13 (Tall Buildings) (the site is at the eastern extremity of the RC13a Station Area Cluster)
 RC14 (Public Realm)

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

SD1 (Presumption in Favour of Sustainable Development)
 DM1 (Adaptation to Climate Change)
 DM2 (Decentralised Energy)
 DM3 (Infrastructure Planning)
 DM4 (Safeguarding Amenity)
 DM10 (Private and Communal Outdoor Space)
 DM12 (Access, Traffic and Highway-Related Matters)
 DM18 (Tree Planting)
 DM19 (Air Quality)

5.10 Reading Borough Submission Draft Local Plan 2018

The examination process included a set of public hearings. These hearings took place between 25th September and 5th October at the Town Hall, Blagrove Street. The Inspector has provided a Post Hearing Advice Note in respect of a number of issues arising during the examination which is available to view at <http://www.reading.gov.uk/localplanexamination> (document ref EI 014).

CC1: Presumption in Favour of Sustainable Development
 CC2: Sustainable Design And Construction
 CC3: Adaptation To Climate Change
 CC4: Decentralised Energy
 CC5: Waste Minimisation And Storage
 CC6: Accessibility And The Intensity Of Development
 CC7: Design And The Public Realm
 CC8: Safeguarding Amenity
 CC9: Securing Infrastructure
 EN1: Protection And Enhancement Of The Historic Environment
 EN2: Areas Of Archaeological Significance
 EN3: Enhancement Of Conservation Areas
 EN5: Protection Of Significant Views With Heritage Interest
 EN6: New Development In A Historic Context
 EN7: Local Green Space And Public Open Space
 EN9: Provision Of Open Space
 EN10: Access To Open Space
 EN12: Biodiversity And The Green Network
 EN13: Major Landscape Features And Areas Of Outstanding Natural Beauty
 EN14: Trees, Hedges And Woodland
 EN15: Air Quality
 EN16: Pollution And Water Resources
 EN17: Noise Generating Equipment
 EN18: Flooding And Drainage
 EM1: Provision Of Employment
 H1: Provision Of Housing
 H2: Density And Mix
 H3: Affordable Housing
 H4: Build To Rent Schemes
 H5: Standards For New Housing
 H10: Private And Communal Outdoor Space
 TR1: Achieving The Transport Strategy
 TR2: Major Transport Projects
 TR3: Access, Traffic And Highway-Related Matters
 TR4: Cycle Routes And Facilities
 TR5: Car And Cycle Parking And Electric Vehicle Charging
 CR1: Definition Of Central Reading
 CR2: Design In Central Reading
 CR3: Public Realm In Central Reading
 CR6: Living In Central Reading
 CR10: Tall Buildings
 CR11: Station/River Major Opportunity Area

- 5.11 Supplementary Planning Documents
 Reading Station Area Framework (RSAF) (2010)
 Sustainable Design and Construction (July 2011)
 Parking Standards and Design (October 2011)
 Employment, Skills and Training (April 2013)
 Affordable Housing (July 2013)
 Planning Obligations under S.106 (April 2015)

5.12 Other Reading Borough Council corporate documents

Tall Buildings Strategy 2008
Tall Buildings Strategy Update Note 2018
Reading Open Space Strategy (2007)
Reading Tree Strategy 2010
Local Transport Plan 3: Strategy 2011-2026 (2011)

6. APPRAISAL

6.1 The extant permission 162166, currently under construction has many similarities with the current proposal. This is a material consideration in the determination of this application and the main issues raised by this current planning application are therefore focussed on :

- (i) Principle of Development
- (ii) Height and Massing in Context
- (iii) Affordable Housing and Housing Need

(i) Principle of Development

- ***Tall Buildings Policy***

6.2 The principal difference in design terms between the current application and permission 162166 is the addition of a further storey of development to the lower building to take it from a consented 12 residential storeys to the proposed 13 storeys. The first matter to consider is therefore the policy basis for assessing such a difference in height and to discuss whether this is materially significant.

6.3 Tall buildings policy proposals for the Station Cluster (which includes the application site), originated in the Tall Buildings Strategy (2008) and are identified in the Reading Central Area Action Plan (particularly Policies RC1 and RC13) and are supplemented with much more detailed guidance in the Reading Station Area Framework (RSAF), adopted in 2010. The RSAF looked at a number of matters critical to the approach to tall buildings in the area, such as height, scale and massing and key views. It identifies sites suitable for 'district and local landmarks', and provides clarity to the approach that a cluster of tall buildings is proposed, generally forming a 'dome' pattern with the highest buildings on the sites closest to the station.

6.4 The Applicant asserts that the RCAAP, Core Strategy and RSAF are out of date. Officers disagree and refer to the recent Tall Buildings Strategy Update 2018 which was submitted in evidence to the recent Local Plan examination alongside the 2008 Tall Buildings Strategy. It is worth highlighting paragraph 2.11 of the TBS Update which confirms that, "*The Local Plan proposes that the Station Area Framework will continue to apply*" and paragraph 7.2 which states, "*it is considered that the overall evidence and approach that was set out by the TBS and resulting RCAAP policy is still generally valid. As a result, the TBS, accompanied by this note, remains a valid piece of evidence for policy making in 2018, and it should continue to underpin the policy approach of the Local Plan.*"

6.5 It is also relevant to note that the NPPF expressly supports the Council's approach in setting a clear design vision and expectations as per the RSAF as underpinned by

relevant Development Plan policies. Para. 125 states *“Plans should, at the most appropriate level, set out a clear design vision and expectations, so that applicants have as much certainty as possible about what is likely to be acceptable. Design policies should be developed with local communities so they reflect local aspirations, and are grounded in an understanding and evaluation of each area’s defining characteristics. Neighbourhood plans can play an important role in identifying the special qualities of each area and explaining how this should be reflected in development”*.

- 6.6 Para 126 continues: *“To provide maximum clarity about design expectations at an early stage, plans or supplementary planning documents should use visual tools such as design guides and codes. These provide a framework for creating distinctive places, with a consistent and high quality standard of design. However their level of detail and degree of prescription should be tailored to the circumstances in each place, and should allow a suitable degree of variety where this would be justified.”*
- 6.7 In terms of local policy, the **RCAAP RC1(h)** designation envisages a dense, large scale development and this is carried forward in the Submission Draft Local Plan 2018, which shows an indicative development potential for this site of 200-300 dwellings, plus some commercial (draft Policy CR11h). It is relevant to note, for context, that Napier Court to the east is also identified in the draft plan for higher density redevelopment, (not Tall Buildings). Therefore, the removal of the present building and the redevelopment of the site more intensively is acceptable in principle, which was also acknowledged when determining the extant permission 162166.
- 6.8 The **RBC Tall Buildings Strategy (2008)** (a background paper to the RCAAP), and the 2018 Update Note (both background papers to the emerging Local Plan) identify a cluster of tall buildings around the station where the tallest buildings are intended to command the dominant position in the cluster for the Reading skyline. The eastern and western tall building zones identify point markers, such as The Blade and Kings Point (now ‘Verto’) in the east and Fountain House and Chatham Place in the west. In this way, the skyline of the town is balanced and the appropriate scale or build-up of scale can be attributed to the locations of the greatest importance and sustainability. This is related to the policy aim of increasing densities for the Central Area, as set out in the RCAAP.
- 6.9 In the **RSAF**, the aspirations for heights are set out in Chapter 6 entitled, Density, Mass and Height. The application site is earmarked for “Medium-High Density” (Figure 6.7) (as opposed to “Very High” for the more central sites in the tall building cluster around the Station) and suitable for a “Local Landmark” building (Figure 6.8) (as opposed to other sites which are identified as suitable for a more prominent “District Landmark”). Therefore the RSAF provides useful and specific advice on the required function of the landmark at this location. Figure 6.10 of the RSAF SPD provides the suggested relative heights in the Central Area (entitled “tall building location guidance”) and indicates that a lower overall height would be appropriate for this site, which is at the eastern extremity of the RSAF area. The RSAF clearly indicates that in height and density terms, this site is to be developed at a significantly smaller scale than the tallest buildings which would be sited immediately adjacent to the station.
- 6.10 As with the Committee report for 162166, it is worth noting the scale of other tall building proposals/permissions in the Central Area:

Site	Height (max.)	Comment/status
Plot C, 'Station Hill 3'	109-128m AOD	OUTLINE PLANNING PERMISSION, not commenced. (the height is a range due to the parameters set by the outline planning permission)
29-35 Station Road (adjacent to Station Hill)	121m AOD	Current application 181930
Thames Quarter	111.7 AOD	Permission granted under 162166.
80 Caversham Road 'Royal Mail site'	123.18m AOD	Current application 182252.
Thames Tower	103.3m AOD	PERMISSION, completed (with roof extension)
Chatham Place	102.5m AOD	PERMISSION, completed
Kings Point/Verto	94.1m AOD	PERMISSION, completed

- 6.11 Whilst exceptions may exist to the general rule that heights should reduce with distance from the station, these would need to be carefully controlled. Paragraph 6.26 of the RSAF states that: *“Landmark buildings may exceptionally ‘puncture’ the benchmark heights [8 storeys on this site, as set out in the RSAF, Figure 6.8] and the general ‘dome’ massing pattern in order to create emphasis and to mark important places. It is not envisaged that every potential landmark location in Figure 6.9 will necessarily provide a landmark building”*. The ‘landmark element of the current proposal is the same height as that approved under 162166 and is considered acceptable in this regard.
- 6.12 As concluded in the planning assessment of application 162166, the development opportunity of this site is considered to be for a single local landmark building which will need to show deference/subservience to the height of the buildings at the centre of the Station Area Cluster. It should nevertheless be capable of functioning as a gateway building, or in the words of the RSAF, a ‘local landmark’. This approach still has merit at this time as it did at the time of assessment of application 162166.
- 6.13 Both the permitted tower element and the permitted lower element of the development are ‘tall buildings’ in terms of the definition in **Policy RC13** (23 and 12 residential storeys). The sections below review the current application scheme in terms of the various requirements of the policy, where relevant.
- 6.14 It is considered that a tall building on this site would be unlikely to comply with the ‘normal’ criteria in **Policy CS7**, in terms of the effect on local character. In Reading, tall buildings are generally an exception to the prevailing character and represent a new direction for the townscape in character terms. Policy CS7 requires development to maintain and enhance the character of the area of Reading within which it is located. The criteria within the policy focus on *existing* grain, scale, layout and distinctiveness etc. The Committee report for extant permission 162166 clearly describes the more low-key character existing around the application site. Policy CS7 should therefore also be read in the context of other specific tall buildings policies which facilitate the step-change in scale; i.e. Policies RC1, RC13, the RSAF and emerging policy in the Draft Local Plan.

- 6.15 The contention of the Applicant is that there is no discernible difference between a 12 storey and a 13 storey lower block that that no significant adverse harm would be caused to the Benchmark Height of this area of Reading and therefore the skyline of the Reading Central Area. However, the Reading Station Area Framework sets clear guidelines for height and massing and states in paras 6.22-6.25:
- “6.22 The benchmark height is the general recommended height for each area. The benchmark height is defined in commercial storeys, not metres and does not exceed ten storeys because this is the point at which tall building controls and design guidance applies. As a general rule, 10 commercial storeys equate to 12 residential storeys.*
- 6.23 Benchmark heights may be modified upwards in order to realise certain urban design or other major planning benefits, or where applicants have demonstrated convincingly that the potential impact of higher buildings on the surroundings can be mitigated.*
- 6.24 Benchmark heights are not guarantees and may be modified downwards where it becomes clear that proposed buildings will harm residential amenity or affect the setting of listed buildings, important views or open spaces.*
- 6.25 There is a general presumption that benchmark heights should grade back to the established heights in the surrounding areas.”*
- 6.16 The proposed ‘benchmark’ element of the proposed building (in fact the majority of the building footprint) would exceed the 10 commercial/12 domestic storey recommended height set by the RSAF and Policy RC13. The RSAF is clear that benchmarks are based on “storeys” rather than “metres”. It is also relevant to note that the RSAF suggests a benchmark height of 8 (commercial) storeys for this site (see fig. 6.9, p.37). The lower 8 storey site-specific height suggested for this site is consistent with the site’s peripheral location in terms of the Station Area Cluster (see fig 6.10 of the RSAF).
- 6.17 Officers consider that it is apparent that the now-proposed 13 storey lower element exceeds these criteria and does not comply with the guidance in the RSAF. It is acknowledged that the extant permission for a 12 storey (10 commercial equivalent) block also exceeds the 8 storey guide. However, the proposed creep upwards to exceed both the general 10/12 storey guide and the 8 (commercial) storeys site specific guide is an indicator of harm in basic policy terms.
- 6.18 It is acknowledged that a slavish adherence to policy is not always appropriate. Indeed the guidance in the RSAF notes that Benchmark heights may be modified to achieve certain urban design or other major planning benefits, or where applicants have demonstrated convincingly that the potential impact of higher buildings on the surroundings can be mitigated. But it is also considered appropriate to give significant weight to the fact that the tall buildings policies result from a body of background research and are intended to steer a new, ‘emerging character’ and one which has potential to substantially alter the character and appearance of the town. This necessitates a good degree of prescriptive guidance to ensure that the new character is of benefit to the town. The Tall Buildings Strategy (p.2) states that “*This strategy will inform the development of a tall buildings policy and of specific guidelines for individual sites and areas that will be documented within the Reading Central Area Action Plan. It will also operate as a useful tool for the Council in assessing proposals for taller buildings in the central area of Reading*

over the coming years.” Read together, the Development Plan and supplementary guidance in the Reading Station Area Framework (RSAF) provide an appropriate framework within which the question of appropriate intensity and scale can be evaluated.

- 6.19 In this instance, officers are not convinced that clear arguments have been provided by the applicant to demonstrate that no harm will be caused to the strategy for benchmark heights in this peripheral, edge of centre location. The unjustified elevation of the lower block would be, in your officers’ view, at odds with the carefully-presented adopted strategy to ensure that these important ‘benchmark’ structures do not start to loom in these locations, thereby blurring the distinction between tall buildings and the surrounding skyline.
- 6.20 It is considered that the height and mass of the proposed development would be harmful to character measured against the guidance set out in Development Plan policy and associated guidance and would fail to achieve the objectives and aspirations for tall buildings as set out in these. This harm (together with any “mitigation” will be considered further as part of the overall ‘Planning Balance’ below.

- ***Density and Efficient Use of Land***

- 6.21 The applicant considers that the Development Plan is out of date insofar as the NPPF 2019 puts increased emphasis on efficient use of land for housing.
- 6.22 The NPPF 2019 in para 118(c) ‘Planning policies and decisions’ states that LPAs, “...*should give substantial weight to the value of using suitable brownfield land within settlements for homes and other identified needs, and support appropriate opportunities to remediate despoiled, degraded, derelict, contaminated or unstable land.*”
- 6.23 This is a new requirement within the 2019 Framework. However it is considered that this is consistent with existing Development Plan policy and local guidance which supports a high-density, tall building on this site, for instance Policies CS4, CS15, RC1 and RC13, as supported by the RSAF. The Development Plan is not considered to be inconsistent or out-of-date in this regard and remains the starting point for decision making as per s.38(6) of the Act and as confirmed by para 12 of the NPPF itself.
- 6.24 Para 123 of the NPPF refers to density. Officers advise that the extant permission currently under construction already exhibits a significant uplift on the average density of residential development in the area and could not reasonably be described as ‘failing to make efficient use of land’ as alleged by the applicant. 338 dwellings on a 0.5 hectare site results in 169 dwellings per hectare which is well in excess of the minimum density of 70 dwelling per hectare for town centre sites set by Policy CS15 and also the emerging Policy H2 which suggests a minimum of 100 dph in the centre. The RSAF refers to ‘plot ratios’ as a measure of density (floor area relative to plot size) which in the case of the current proposal would be 6:1 or 600%. Fig. 6.7 of the RSAF suggests a “medium-high” density for the application site (“medium” is defined as 200 to 500% or 2:1 to 5:1, with “high” being 500 to 1000% or 5:1 to 10:1). The proposed density is therefore firmly in the “high” rather than “medium” density range.

6.25 It would be illogical to suggest that the renewed emphasis on efficient use of land within national policy requires additional density in circumstances where higher than prevailing density is already encouraged and allowed for within adopted local policy in the Development Plan (as is the case here). Notwithstanding the fact that the Development Plan is not out of date in this regard, it is considered that the extant permission already complies with the ‘substantial weight’ in the NPPF given to increased densities and the current proposal to increase density further does not add any additional benefit in this planning assessment and should not be given weight in this planning assessment.

ii) **Height and Massing in Context**

• ***In Relation to Surrounding Townscape***

6.26 The Applicant contends that there would be no material harm to the street scene surrounding the site. In effect, he is arguing that because the Council has already approved a 12 storey building, an additional floor cannot really be significantly harmful.

6.27 Pre-application discussions prior to the submission of application 162166 focused largely on alternative options for bulk and massing on the site. The refused Swan Heights proposal (150120/FUL) was considered to be capable of harm to a range of views and settings in the Borough at all distances.

6.28 Both the extant (162166) scheme and the current application propose a (Local) Landmark tower at the western end of the site and as can be seen from the photograph at the beginning of this report, the lift core has now been constructed to the total height, in accordance with planning permission 162166. Although it remains the case that a Landmark does not necessarily mean a Tall Building (it could be distinctive due to other attributes other than height), there have been no changes in policy or the site context to suggest a different approach to the Landmark tower under the current application.

6.29 The officer assessment of the extant (162166) scheme said that: *“The applicant’s DAS describes the design envelope in terms which echo the RSAF, in that there is a ‘landmark building’ (the tower) and a ‘benchmark building’ (the lower element). The North-West corner is identified as the location for the tower and given the location of the railway and the centre of the tall building cluster, this is considered to be the best location for the taller element of the scheme. The benchmark building is the lower building and its height has been primarily dictated by the prevailing heights of the surrounding built form, for instance the Forbury Place development. In proportion, the tower is roughly twice the height of the tower and in your officers’ opinion - as has also been voiced in design reviews - anything less would appear proportionally to be too squat. Therefore, the design proposes a benchmark height ‘city-block’ building and this surrounds the tower. The architectural detail, discussed further below, seeks to distinguish the two distinct design elements. Officers are therefore content that the massing complies with the RC1h designation for the site as amplified by the RSAF, which require a single tall building.”*

6.30 Policy RC1(vi) requires *“Development in the Station/River Major Opportunity Area”* to *“Give careful consideration to the areas of transition to low and medium*

density residential and protect and, where appropriate, enhance the setting of listed buildings;”

- 6.31 Para 6.13 of the RCAAP states that, “...schemes in these areas should take account of the fact that there are areas of low-rise housing fringing the area, and this should be reflected in the design of schemes, both in terms of the effect on character of the area and on the amenity of residents.”
- 6.32 The application suggests that the primary reference point for the benchmark site for the site should be recently constructed buildings on Forbury Road. It is noted that these are set on higher ground. Former Energis House (2 buildings) has 8 commercial storeys above street level (street level is broadly level with the top of the adjacent railway embankment). A key question is therefore how these buildings are *experienced* within the townscape relative to their surroundings, and not just in medium-distance views within the town. It is considered that that the proposed new building needs to respect local topography if it is to respond appropriately to its context. This is reflected in fig. 6.4 of the RSAF which refers to benchmarks being set as storey heights rather than metres. Para 6.15 of the RSAF also gives guidance on relating buildings to topography: “*The [Station] area marks a bluff or low hill with the ground rising from the Thames flood plain to the east, north and west. Building heights can mirror this topography. Conversely, lower buildings are to be encouraged on the lower ground.*” This approach avoids a hypothetical situation whereby buildings lower in the valley rise to the same height as those upslope, which would otherwise result in the valley bottom being occupied by disproportionately large and oppressive buildings.
- 6.33 With regard to Energis House and One Forbury Road, officers note the following:
- Energis House building (permission 121826/FUL) has an adjacent road level of 41.37m AOD and Forbury Road is almost 4 metres higher on the frontage with Energis House compared with Kings Meadow Road to the north of the railway.
 - One Forbury Rd (070930/FUL) has a ground floor level of 41.45m AOD (the Lower Ground basement level is 38.25m)
 - The proposed Thames Quarter building has a Ground floor level of 38.8m AOD with the adjacent road level of 37.6m AOD.
- 6.34 The relative height and massing of the proposed 13 storey element of the current application above adjacent *street* level would therefore be greater than that of buildings that rise to a broadly comparable height AOD (sea level) on Forbury Road.
- 6.35 It should also be remembered that the currently proposed 13 storey element of the scheme would be attached to the 23 storey tower element. The two are not separate in terms of their potential townscape impact. It is considered that the combined effect of the lower surrounding land levels and the overall scale of the building (lower element and tower element combined) would be a far more imposing building compared with Energis House, or One Forbury. The massing of the lower ‘benchmark’ wing of the building approved under 162166 (under construction) is already substantial compared with surrounding development. It would appear to be at the very limits of what can be justified in terms of townscape/character and was arrived at after lengthy negotiation relating to height and massing following the refusal of the wholly inappropriate ‘Swan Heights’ proposal. The proposal would fail to address the transition *to low and medium density residential and other domestic scale buildings* to the north of the site. There is also no apparent additional ‘mitigation’ within the new enlarged design to suggest a different approach, contrary to para 6.23 of the RSAF.

6.36 Put simply, the proposed height of the benchmark building is too tall in a valley location and is rising upwards to match the height of buildings located on higher ground. Combined with the substantial mass of the building this will result in an imposing and over-dominant building in the immediate street scene. Viewed from further away the building will intrude negatively within views and the excessive scale will be apparent.

- **Building Proportions**

6.37 As identified under 162166, overall and despite what appears as a “slightly overly-extended massing”, the form of the tall (Landmark) tower is considered to be elegant and any harm that may occur is considered to be comparatively limited. On balance, the scale, form and massing, when considered in the context of views and townscape was considered to be supportable under 162166, largely on the basis of the elegance of the tower.

6.38 It remains important that the tower ‘landmark’ element retains a strong vertical emphasis as a slender, vertical, elegant structure punctuating the skyline; discernible as purposefully distinct from a fundamentally subservient lower element sitting alongside. It is considered that the proposed upwards creep of the benchmark element in the current application would unbalance the proportions of the proposed building and would appear to exceed a tipping point visually, reducing the visual primacy and Landmark qualities of the tower by reducing the subservience of the Benchmark element and ‘suffocating’ the tower in visual terms and making it appear squat. This raises at least two key concerns. Firstly it harms the elegance and vertical emphasis of the tower identified previously by obscuring its lower storeys and secondly it results in the overall mass of the building as a whole becoming more apparent. The two elements would no longer sit side-by-side as distinct, separate elements and instead merge to form a monolithic mass. It is acknowledged by officers that this is a matter of quite fine detail, but it is considered to be critical. It is fundamentally important that the lower element should retain the relative subservience of the current approval and failure to do so would result in visual harm and an overly-dominant and bulky scale, built form, and appearance.

6.39 In terms of architectural *detail* the architectural treatment of the vertical tower and the lower ‘horizontal’ element were considered important in order to distinguish between the two distinct design elements. Officers at the present time have not approved the design details (brickwork and other façade detailing etc) which were highlighted as being an important component of the overall design in their role differentiating between the lower and tower elements. The details submitted pursuant to conditions attached to 162166 have not yet been approved and are still subject to assessment and negotiation.

- **Views**

6.40 As noted under the assessment of application 162166 and indicated above, the development would be evident in the majority of views identified as being affected. Having identified harm resulting from the proposed scale of building, it follows that this harm will be compounded due to the visibility of the building, particularly within mid and short-range views.

- ***Height and Massing Overall***

6.41 Based on the above assessment, it is considered that the proposed building is contrary to Policy RC13 in that the proposal does little to step down in height towards the adjacent lower buildings and would not enhance Reading's skyline due to an overly bulky profile and lack of care in the design of the middle section of the building. The proposal would not offer a 'human scale' to the street and would instead appear over-dominant and overbearing on persons experiencing the building at street level. As explained above, views of the overly-massive building would not be of the required high-quality from a range of distances and vantage points. It is considered that the building would fail to appropriately account for its context and would present a bulky over-dominant mass to the street. Policy RC13 also requires tall buildings to create safe, pleasant and attractive spaces around them and avoid detrimental impacts on the public realm. As explained above (see also daylight and microclimate sections below), it is considered that the scale of building proposed would fail in this regard.

6.42 It is considered that the significant increase in scale relative to that approved under 162166 results in a creeping decline in design quality as the new design starts with the approved design of building (which is already at the limits of acceptable scale) and simply inserts an additional floor, in effect 'jacking the building up' by a floor with no mitigation for the additional height and mass in evidence. On the basis of the above assessment, it is considered that the height and massing of the proposal is contrary to Policies CS7, RC5, RC1 RC13 and detailed guidance within the RSAF and the identified harm caused is not proposed to be mitigated. This is reflected in the first recommended reason for refusal.

iii) Affordable Housing and Housing Need

6.43 Policy CS16 (Affordable Housing) as revised in 2015, sets a requirement that 30% of all housing within relevant major developments shall be affordable. This requirement is also supported by the Council's adopted SPD, 'Affordable Housing'.

6.44 By way of background, application 162166 was initially submitted with 0% Affordable Housing. In discussions with officers it was agreed, at that time and in the absence of specific local policy to the contrary, that a Build To Rent (BTR) model was not conducive to accommodating Affordable Housing on site due to site-specific design and viability issues; but that the agreed surrogate site could be secured to provide 18% of Affordable Housing units, but as building land only, not completed units. This was provided together with a 'top-up' contribution and deferred payment mechanism in the S106, where that surrogate site could not achieve all the Affordable Housing provision required.

6.45 This baseline position is a material consideration to the assessment of the current application, as the earlier planning permission has been implemented and outline planning permissions related to the contractual obligations in the s106 attached to permission 162166 have also now been granted for development on the surrogate site (181652/OUT /181653/OUT).

6.46 The current package proposes to build on this agreed position, but in lieu of the top-up amount, the applicant is proposing a second surrogate site. At the time of writing this second site has not been identified.

- 6.47 This is a complicated Build to Rent proposal and at this time the Council's viability consultants are unconvinced of the relative merits of the proposed package over and above the currently approved package which was achieved in permission 162166. Despite this element of uncertainty, they confirm that even the best-case amount of Affordable Housing which appears to be outlined in the applicant's s106 offer/viability assessment does not achieve 30% Affordable Housing units on site, or equivalent within the range of values that they are currently evaluating.
- 6.48 A fuller assessment of this situation will be presented to Committee in an Update Report, nonetheless, officers recommend reason for refusal 2 in relation to this matter.

iv) **Other Matters**

- **Existing and Emerging Policy on Build to Rent**

- 6.49 Government Policy is set out in the National Planning Practice Guidance (NPPG accompanies the NPPF) at: <https://www.gov.uk/guidance/build-to-rent>. Build to Rent is defined in the NPPF Glossary as *“Build to Rent: Purpose built housing that is typically 100% rented out. It can form part of a wider multi-tenure development comprising either flats or houses, but should be on the same site and/or contiguous with the main development. Schemes will usually offer longer tenancy agreements of three years or more, and will typically be professionally managed stock in single ownership and management control.”*
- 6.50 The guide at national level is for 20% of the dwellings to be Affordable Housing (Affordable Private Rent tenure) on site unless a commuted payment or other form of provision is agreed with the LPA.
- 6.51 The process for managing affordable private rent units should also be set out in the section 106 agreement. This should set out the parameters of the lettings agreement, the rent levels, apportionment of the homes across the development, a management and service agreement, and a marketing agreement setting out how their availability is to be publicised. The national guidance addresses the question of eligibility criteria for occupants and recommends a 3 year minimum tenancy.
- 6.52 Policy H4 in the emerging Draft Local Plan specifically deals with Build to Rent Schemes. It is considered that this policy can be given some weight. The initial findings of the Local Plan Inspector require the Council to provide more evidence on the appropriateness of the proposed 30 year Build to Rent tenure requirement (and the Rent with Confidence Standards). This implies that other aspects of the policy in respect of Affordable Housing and quality of accommodation and standards of design have been deemed to be acceptable.

- **Landscaping**

- 6.53 Discussions over appropriate landscaping of the road frontages and the interrelationship with proposed and future (MRT etc) highway works are ongoing. Any progress made will be reported in an Update Report. Although it is considered that all landscaping and highways-related matters are capable of being dealt with by way of conditions and a s106 agreement, as with 162166.

- **Amenity of Occupiers**

- 6.54 Whilst the density of the development would increase under the current proposals, there is no indication that the quality of the internal areas, (excepting daylight/sunlight matters) or access to outdoor amenity space would change. These aspects remain acceptable as described previously under 162166. Policies DM4 and DM10 apply.

- **Effect on Heritage Assets**

- 6.55 As with 162166, officers have considered the effects on all Heritage Assets which may be adversely affected by the application in consultation with the Council's Historic Buildings Consultant. Historic England advises that the Local Planning Authority can assess this and does not wish to comment.

- 6.56 There are many listed buildings whose settings could potentially be affected, but most are too distant from the application site. The nearest Listed Building is the Kings Meadow Baths (Grade II) and although an additional building mass would be presented to the Baths, creating some significant overshadowing very near to it, this would not directly affect the Listed Building. Given that the development is some 100 metres away and there are mature trees which screen for most of the year, the development would not overshadow the baths and the general setting within Kings Meadow would remain (albeit it will be altered by the presence of the development). Overall, officers are satisfied that the harm to the setting of the Baths which may occur would increase as a result of the increased massing proposed but would not increase to such an extent as to suggest a switch from the "less than substantial" level identified previously to "substantial harm" within the terms of paragraphs 195 and 196 of the NPPF. The level of harm remains "less than substantial" within the terms of Policy CS33 and the NPPF's guidance regarding the effects on Heritage Assets.

- 6.57 Similarly, effects on the prison (Grade II) the Abbey Ruins (Scheduled Ancient Monument) and the Forbury Gardens (a Registered Garden) would be less than substantial harm. Clear views from both Forbury Gardens and Caversham Court Gardens (again Registered) are not possible, due to tree cover and the scale of the proposal. Whilst the development would be seen from views from St. Lawrence's Church (Grade I), there would be a limited impact on its setting, given that the tower would just be visible over the lower eastern element of the church. Views out of the Market Place (Conservation Area) would be largely unaltered, although the presence of the tower would be discernible.

- 6.58 It is considered that impacts on heritage assets remain reasonable (less than substantial) and that giving the impacts on their settings and views considerable importance and weight would not be so significant as to override the policy aims which seek a dense development on this site, incorporating a 'local landmark'.

- **Mitigation of wind speed/turbulence**

- 6.59 Approved application 162166 was supported by a wind/microclimate study to support the submitted design. This document was reviewed by the Building Research Establishment (BRE) on behalf of the Council. Officers had concerns for the usability and attractiveness of some of the external amenity areas with the Swan Heights proposal and these areas have again been the focus of concern with this current application.

- 6.60 Concerns were raised by the BRE on 162166 but following detailed discussions, the BRE was able to advise that the proposed wind conditions would be safe within the whole of the development (street level and on the elevated terraces) and appeared to be suitable for the intended usage of the site, subject to various caveats.
- 6.61 With the 162166 scheme it was concluded that there will be opportunities to use the roof terraces at all times of the year for at least short periods and a significant amount of the terraces will be suitable for longer periods of sitting throughout the year. It was agreed that for reasons of comfort, the South-Western terrace on Level 12 should have its parapet height increased to 1.6m and that this should be set out in a planning condition.
- 6.62 With regard to the current scheme, the applicant has submitted a brief note from their microclimate consultant which states that *“At ground level, the key factors dictating the wind conditions are consistent between both previous and revised designs. Therefore, the wind microclimate is expected to remain unchanged.”*

At the elevated levels, the majority of locations are expected to remain comfortable for outdoor seating purposes, with the tested mitigation measures in place. A minor deterioration of wind conditions could potentially occur at one or two elevated terrace locations, where the wind comfort criteria for long-term sitting in summer may be exceeded. However, the wind conditions are still expected to be tolerable for sedentary recreational activities”.

- 6.63 This conclusion is not conclusive and does not appear to have been verified by either a computer simulated model or a physical model in a wind tunnel. It is also reasonable to expect these outputs to be tested by an independent body for the LPA, which previously was the BRE. Officers have not involved the BRE at this stage due to the other concerns expressed elsewhere in the report in order to avoid abortive costs to the Applicant. However this does mean that it has not been demonstrated that a suitable, or in fact safe, wind and microclimate environment will be achieved and as such the proposals are currently contrary to CS7, RC5, RC9, CS13, CS34, DM4 and DM10. A reason for refusal reflecting this is recommended. It is acknowledged that this could potentially be overcome through completion of a fuller assessment, involving third-party verification of the findings, but this has not been offered or agreed with the applicant at this time.

- **Suitable Levels of Daylighting and Sunlighting**

- 6.64 The BRE was also instructed to assess daylight and sunlight on behalf of the Council in respect of 162166 and advised at that time that the compliance rate for daylight provision to the proposed flats would be high, compared to the majority of flats in urban areas. Obstructions to light entering the flats would be minimal due to the avoidance (and removal) of balconies and the most obstructed flats are the lower flats in the Level 03 courtyards.
- 6.65 Light impacts on surrounding residential properties was also suitably modelled for 162166 in this scheme and no significant issues of overbearing, glare, etc. were identified. Although impacts on Kings Meadow have not been modelled, the BRE did not raise any concerns for this. Given the above, although there will be limited instances where light penetration to flats is not substantial, the scheme was considered to be acceptable indicates no conflict is identified with policies RC1, RC5, RC13 and DM4.

6.66 A revised daylight report has been submitted for the current proposal. This concludes that, *“The proposed scheme has been carefully designed to safeguard daylight amenity to the surrounding residential properties. Predominantly the reductions do not exceed 20%, which the BRE Guide states will be unnoticeable. The small handful of windows which experience reductions greater than this only do so by 25-28%, which are minor derogations from BRE Guidance and certainly not uncommon within urban areas. On planning balance these minor derogations from the BRE Guide are considered acceptable under the circumstances”*.

6.67 As with wind/microclimate, it is necessary for these findings to be verified given the significant increase in height and massing proposed and the inherent complexities of daylight and sunlight assessment. As with wind, officers have not involved the BRE at this stage due to the other concerns expressed elsewhere in the report in order to avoid abortive costs to the Applicant. However this also means that it has not been demonstrated that a suitable daylight and sunlight environment will be achieved both within and surrounding the development and as such the proposals are currently contrary to RC1, RC5, RC13 and DM4. A reason for refusal reflecting this is recommended. Similarly, it is acknowledged that this reason may be overcome through completion of further assessment, involving third-party verification of the findings and further modelling/adjustments to the development, where necessary.

- **Residential mix**

6.68 Reason for refusal 11 of the Swan Heights scheme related to the failure of the mix of units to accord with RCAA Policy RC9 although application 162166 was suitable in terms of mix. The supporting text to RC9 states that the aim of the policy is to make sure that housing in the centre is not unnecessarily limited, hence the minimum percentages set out in the Policy. These major developments must contribute to providing choice of housing unit sizes and thereby mixed communities in the town centre. The proposed mix reflects the proportions of that previously proposed and is as follows:

Studio - 38 units

One bed - 99 units

Two bed - 183 units

Three bed - 18 units

- **Residential Outlook**

6.69 Outlook from the dwellings is generally good, with many units being dual-aspect. The easterly elevation includes side windows overlooking Napier Court. Officers, when considering the previous application 162166, concluded on balance that although the relationship with Napier Court was not ideal due to future development potential, it was not harmful enough to warrant a refusal of permission as causing conflict with Policy DM4. There is no evidence to suggest a different approach with the current scheme.

- **Air Quality and Noise**

6.70 The air quality assessment submitted with the application shows that at some heights, the air quality is above national objective levels for Nitrogen Dioxide and this is primarily due to proximity to the railway line.

6.71 The mitigation proposed to protect future occupants in internal spaces is for Mechanical Ventilation and Heat Recovery (MVHR) units to be installed with the intakes at a sufficient height to provide clean air and a condition is recommended. All windows would also be openable. 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. The design of the MVHR units is still being considered by the Council's Environmental Health Officers and it is recommended that as with 162166 a condition be attached to any consent to secure the precise design of ventilation etc and ensure that the glazing and ventilation recommendations of the noise assessment will be followed, to comply with policies RC9, CS34 and DM4.

- **Other S.106 requirements**

6.72 The applicant has agreed to a land swap to facilitate the MRT route along Napier Road. Furthermore, based on 162166 the following would be required as planning obligations to be secured by S106 agreement:

- (i) £128440 towards improvements to Kings Meadow park (commensurate with previous contribution secured under 162166 and necessary to mitigate the increased use of the park anticipated as a direct result of the development);
- (ii) £100,000 towards improvements to the Vastern Road railway underpass (index linked from date of 162166 permission)
- (iii) £86,700 towards a new signalised pedestrian crossing on Kings Meadow Road (index linked from date of 162166 permission)
- (iv) £46,915 to establish an on-site car club (index linked from date of 162166 permission)

- **Flooding**

6.73 The RC1h site in the RCAAP requires that an acceptable dry access scheme must be part of any development on this site. The site was also included in the Council's Strategic Flood Risk Assessment (SFRA).

6.74 In determining this application, the Council must ensure that the sequential test is satisfied. The first stage of the sequential test has been satisfied as the site is allocated in the Development Plan. The extent of the Sequential Test is therefore limited to the siting of development *within* the site itself which has largely been established under recent permission 162166.

6.75 As with 162166 it is considered that suitable confirmation of safe access during a flood and other usual good practice flooding controls has been demonstrated and the development poses no additional flooding risks in accordance with the NPPF and Core Strategy Policy CS35.

- **Ground conditions**

6.76 The site was in car-related use for many years and prior to that industrial/railway-related use. The applicant's contamination report acknowledges that there is further remediation required in relation to an incident in 2013 where an oil tank was overfilled and there was contamination of watercourses including the Thames. The report also advises that there may be other historic pollutants present. The

Council's EP Team is confident that the site can be made suitable for the proposed development, but further investigations into the extent of historic contamination of the site and any remediation as necessary are required before the development takes place. The EP Team recommended that contaminated land conditions and a multi-part land gas condition is also required in order to comply with Policy CS34. These have largely been dealt with during the initial construction works associated with implementation of permission 162166.

- **Noise generation from the development**

6.76 This major development is likely to include noise-generating plant. An acoustic assessment would need to be submitted for such, carried out in accordance with BS4142:2014 methodology. Noise impacts during construction would be managed with a Construction Method Statement. This was dealt with by condition under 162166 and the same approach would be appropriate for the current scheme.

- **Sustainability and Energy**

6.77 As with 162166, overall, officers are satisfied that the development is capable of meeting and exceeding the Building Regulations and is being designed with energy considerations in mind. It is advised that any permission should be subject to a condition to seek that the build takes place in accordance with the energy/sustainability statements and supplementary letter supplied, in order to meet the policy and SPD objectives.

6.78 The Council's adopted suite of sustainability policies is CS1, DM1 and DM2 and the Council's revised SPD on Sustainable Design and Construction.

- **Building Maintenance Arrangements**

6.79 The application includes a building management framework report which indicates that upper floors will be cleaned via abseil and not building maintenance units (BMUs). This will ensure that there will be no unsightly cleaning apparatus on the roof of the building and a condition can confirm this. This addresses one of the criteria of Policy RC13.

- **Fire Safety**

6.80 As with 162166 although fire safety within buildings is not a material planning consideration (it is dealt with under The Building Regulations), if the application were to be recommended for approval, officers would request additional information in terms of a fire strategy and fire resistance for completeness.

- **Provision of MRT Route, Parking and Servicing**

MRT

6.81 The NPPF requires development plans to set out opportunities for ensuring modal shift to more sustainable travel modes and protecting land for strategic transport projects (paragraphs 35 and 41). In relation to this site, this is reflected in Core Strategy policies CS20 which requires implementation of the Reading Transport Strategy, CS21 which seeks the realisation of major transport projects and RCAAP Policy RC1 which requires land to be safeguarded for mass rapid transit

infrastructure. The RCAAP plan (Figure 6.2) shows the site on the MRT route, with a transit stop. Furthermore, point iv) of Policy RC1 requires that development in the Station/River Major Opportunity Area will safeguard land which is needed for mass rapid transit (MRT) routes and stops. The tall buildings policy, RC13, includes reference to such developments coming forward in a 'coordinated manner', which indicates the strategic transport requirements applicable to the realisation of these sites. Officers note that the MRT remains a strategic objective in published policy. The recent refusal of the scheme by Wokingham Borough Council does not alter this and providing land for potential future schemes remains appropriate.

- 6.82 The layout of the application provide land within the application site to allow an additional lane for the MRT and a land swap has now been separately been formally agreed with the Council (as landowner). The proposal allows for a pedestrian crossing of Kings Meadow Road and the provision of an adjusted pedestrian route, segregated from the main highway.

Parking

- 6.83 Given the highly accessible nature of the site, the parking level is considered to be acceptable. The usual conditions that no parking permits will be issued to residents can be applied. The site is very accessible to the north station entrance and the town centre. The site is also a good candidate site for a car club and the applicant has signalled a willingness to provide this although further detail is required as per Transport comments in the consultation section above.
- 6.84 Overall, officers are satisfied that the development is suitable in terms of the way it has been designed to accommodate the wider strategic requirements of the MRT route, the maintenance of pedestrian 'desire lines' and safety, adequate parking with thought given to sustainable modes of transport and suitable servicing. The physical aspect of the proposals is therefore compliant with policies CS4, CS20, CS21 and CS22, Policy DM12 and the Parking and Design SPD, as well as the Council's broader stated aspirations for MRT and public parking (the S106 agreement obligations are dealt with separately above).

- **Equalities Act and Accessibility**

- 6.85 The application explains the approach to accessibility in the DAS. Inclusive design is to be part of the brief to all designers involved in the scheme. This includes:
- setting out suitable levels and gradients across the site
 - relating the building to local transport infrastructure
 - access to the landscaping, architecture and the accommodation provided with all areas of external paving having a smooth, walkable surface.
 - considerations of the Building Regulations Part M, BS 8300 and best practice.
 - designated disabled parking bays will be located in close proximity to the main core from within the car park.
 - the main lobby will have disabled access toilets and a concierge desk designed in accordance with Part M.
 - designated flats will be wheelchair adaptable to meet the specific requirements of residents.
 - passenger lifts are sized for wheelchair users and stairs are suitable for ambulant disabled people and corridors and doorways are widened.

- 6.86 Attention will need to be paid to the external elements under consideration of hard landscaping details via conditions. A further condition should be added for the retention/provision of adaptable units, in order to meet Policy CS5. As with all taller building proposals, it is important that all lifts function at all times and this should also be subject to a condition.
- 6.87 In determining this application, the LPA is required to have regard to its obligations under the Equality Act 2010. The key equalities protected characteristics include age, disability, sex, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sexual orientation. There is no indication or evidence (including from consultation on the application) that the protected groups have or will have different needs, experiences, issues and priorities in relation to the particular planning application. In terms of the key equalities protected characteristics it is considered there would be no significant adverse impacts as a result of the development.

7. Conclusion and Overall Planning Balance

- 7.1 The report on the previous scheme 162166 concluded that in terms of massing, height and responding to local context, the application proposal was much-improved over the previously-refused 2015 (Swan Heights) scheme. This was due to a combination of the long process at pre-application stage to try to modulate the bulk of a large, high-density development for the site, but also latterly at application stage, where the applicant was asked to confirm the detailed design quality of the development.
- 7.2 It is considered that the current application is a retrograde step in design terms, undoing a good deal of work at pre-application stage prior to the approval of 162166. The absence of pre-application discussions for the current scheme is evident.
- 7.3 On the basis of the above report, it is considered that the Development Plan is not out of date and remains the starting point for decision making as per s. 38(6) of the Act.
- 7.4 The recent changes to the NPPF have little impact on the proposal, on the basis that the Development Plan remains relevant and local policy provides a strong framework for high-density tall buildings in the Central Area.
- 7.5 There are no convincing reasons for justifying a taller-than-policy building on the site. There are no mitigating factors evident.
- 7.6 The report identifies harm at 'benchmark' level in terms of the impact on views within and around the town and effects on the skyline.
- 7.7 The report identifies harm to immediate street scene and public realm due to the bulk, height and massing of the proposal as experienced from surrounding streets.
- 7.8 The report identifies harm in respect of the proportions of the resulting building. The lower 13 storey element is no longer subservient to the taller element and would compete visually with the slenderness of the tower, making it appear squat, as opposed to elegant. This also serves to accentuate the monolithic scale of the proposal.

- 7.9 The application fails to demonstrate that the proposals would be suitable in terms of daylight/sunlight and wind/microclimate.
- 7.10 It is considered that in general there is nothing inappropriate in terms of the style of the building (the façade materials, colours, general architectural approach etc) as a continuation of that approved under 162166, however, there is also nothing in the design detail to justify or mitigate the additional mass proposed.
- 7.11 Whilst there is little apparent harm to longer range views, such as those from the outskirts of the Borough, harm has been identified in terms of closer views as described in the report.
- 7.12 There are also clear benefits to the scheme in terms of Affordable Housing, in absolute terms because the scheme delivers Affordable units that would not otherwise exist; and in relative terms compared with the extant scheme 162166 as there is a material increase in provision. Whilst the precise level of provision is still subject to review, it is clear that the amount falls short of the 30% required under Policy CS16 and draft Policy H4. It is a benefit, but not to such an extent as to outweigh the harm identified arising from the bulk/massing/design of the proposal.
- 7.13 There are material benefits in terms of the additional 23 dwellings proposed. Although it should be remembered that this is less than 7% of the whole and would not provide additional housing to the extent that it should outweigh harm identified. Any benefit in terms of the provision of housing should also be tempered by the sub-30% Affordable Housing provision referred to above.
- 7.14 The extant permission is already very dense and the design is acceptable. The proposed design is also very dense but the design is harmful as described in this report.
- 7.15 The proposal provides benefits in terms of the proposed Build to Rent housing model, as set out in national policy and guidance and emerging policy H4 in the Draft Local Plan. These benefits are not directly linked to scale and the extant scheme provides much the same benefit.
- 7.16 The proposal provides clear economic benefits. These benefits are also achieved to a large extent by the extant permission and offer minimal additional weight in respect of the current proposal.
- 7.17 Other social benefits are referenced by the applicant in terms of the provision of housing, the new pedestrian crossing, Employment Skills and Training, public transport (MRT) and an exemplary fire strategy. Other than housing, (referred to above) these benefits would not increase substantially with scale and would largely be achieved under 162166, which is currently under construction.
- 7.18 The applicant suggests that the proposal would have environmental benefits in terms of remediation of contaminated land, tree planting, habitat enhancements, Carbon Dioxide reduction and public art. However it is apparent that the remediation has already taken place under 162166. It would also appear that tree planting is minimal given the constrained nature of the site. Habitat enhancements associated with the scheme are not particularly notable. CO₂ reduction is a standard policy requirement. Public art under the railway bridge is welcome and would provide some visual improvement. Overall the environmental benefits are

relatively typical of a scheme of this nature and would not in themselves outweigh the harm identified.

- 7.19 Overall it is considered that the harm identified is significant and contrary to Development Plan policy. The relevant policies in the Development Plan are not out of date and the proposal does not comply with the Development Plan for the reasons given in this report. There are no material considerations, including those set out in the NPPF or in terms of the direct benefits of the proposal, that outweigh this harm. It is therefore recommended that planning permission be refused for the reasons described in the recommendation at the head of the report.

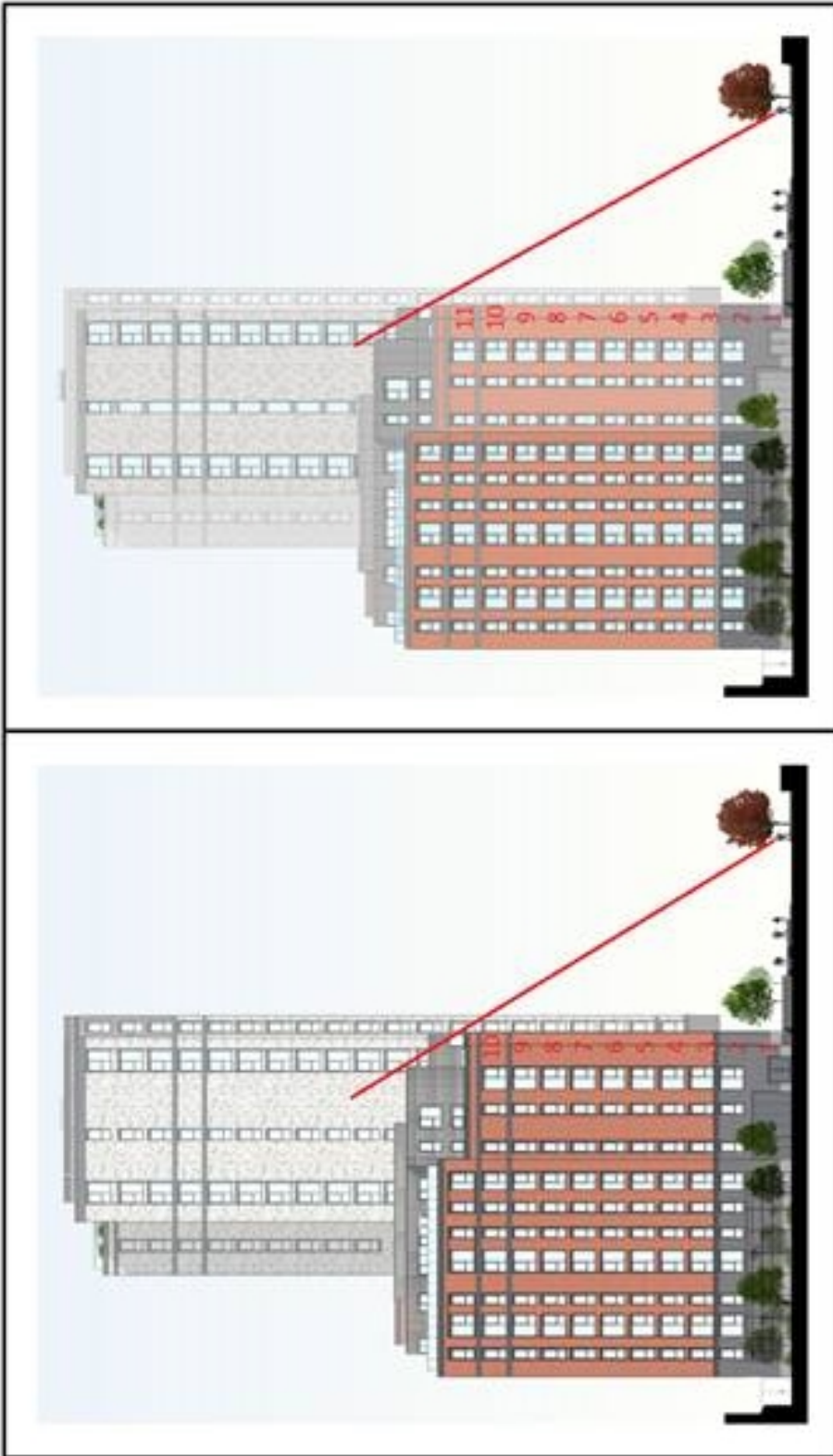
Case Officer: Steve Vigar

Drawings - Selection Only. Full set available at <http://planning.reading.gov.uk/>

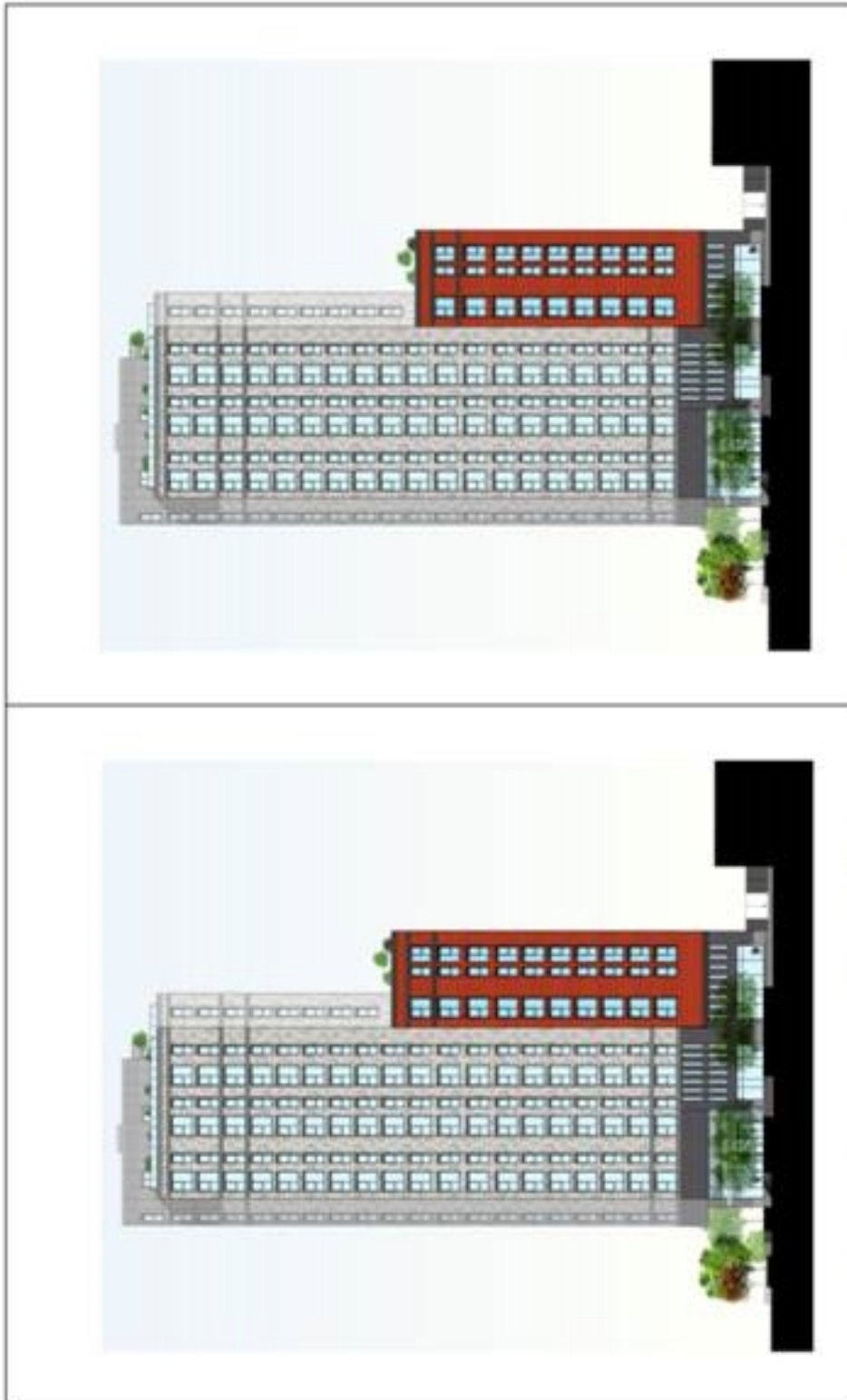


15

Comparison diagram from Design and Access Statement



East Elevation - Comparison image provided by Applicant (Applicant's annotation)



West Elevation Comparison image provided by Applicant.



Proposed North Elevation (to Kings Meadow Road)



South Elevation
1 - 200

Proposed South Elevation (to Railway)

Proposed Ground Floor/Site Plan



Level 00
1:200

Responsibility is not accepted for errors made by others in using this drawing.
All construction information must be taken from signed documents only.
Drawing No: 152067-STL-10X50
Scale: 1:200
Date: 15/06/2017

REV: MS - TR 04/03/17 Issue for Planning
BY: BPC DATE: DESCRIPTION
CURRENT REV: 04-06-2017
CLIENT: MS - TR



GROUP NAME: STRIDE TREGLOWEN
PROJECT NAME: Thames Quarter
Reading

www.stridetreglowen.com
© Stride Treglowen Limited 2017

DRAWING TITLE: Floor Plan - Ground Floor

STATUS: PLANNING	SCALE: 1:200 @ A1
PROJECT ORIGINATOR: M&G	WORKBOOK: P1.1
PROJECT NUMBER: 152067-STL-10X50	



Photograph from Reading Bridge (10/4/19)



Photograph from Forbury Road (5/4/19)

This page is intentionally left blank

COMMITTEE REPORT

BY THE DIRECTOR OF ENVIRONMENT CULTURE & SPORT
READING BOROUGH COUNCIL
PLANNING APPLICATIONS COMMITTEE: 24/04/19

ITEM NO. 9

Ward: Church

App No: 181899/FUL

Address: Leighton Park School, Shinfield Road

Proposal: Erection of two storey sports facility with external viewing gallery and associated parking

Applicant: Mr Keith Eldridge

Date validated: 01/11/18

Major Application 13 week Target Date: 31/01/19

Extension of time agreed: New date to be confirmed

RECOMMENDATION

Delegate to Head of Planning, Development and Regulatory Services to (i) GRANT full planning permission subject to completion of a S106 legal agreement or (ii) to REFUSE permission should the legal agreement not be completed by the 30 May 2019 (unless officers on behalf of the Head of Planning, Development and Regulatory Services agree to a later date for completion of the legal agreement). The legal agreement to secure the following:

An Employment, Skills and Training Plan (construction phase only) or equivalent financial contribution.

Conditions to include:

1. Time limit for implementation
2. Use of materials
3. Approved plans
4. Control of noise and dust
5. Hours of working
6. Bonfires
7. Archaeological field evaluation
8. Construction Method Statement
9. Vehicle parking spaces to be provided in accordance with the approved plans
10. Bicycle parking plans to be approved
11. Construction Environmental Management Plan
12. Lighting scheme
13. Landscaping - details for approval
14. Landscaping implementation
15. Landscaping maintenance
16. Arboricultural method statement needed
17. Noise assessment for mechanical plant
18. BREEAM Certificate
19. Sustainable Drainage - before development
20. Community use

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. Pre-commencement conditions
- 7. Positive and proactive

1. INTRODUCTION

- 1.1 Leighton Park School comprises a large site to the southeast of Reading town centre. The site is bounded to the west by the A327 Shinfield Road and to the north and east by Pepper Lane. The University of Reading Whiteknights Campus is located to the north and east of the site, with residential areas to the south and west.
- 1.2 Leighton Park School contains a number of buildings, which are predominantly located to the northern and eastern reaches of the site, including the Grade II Listed School House. The school currently benefits from a small gymnasium, the size of one badminton court. An internal network of roads extends throughout the site, including an access road adjacent to the Shinfield Road boundary, which runs between the main entrance and West Lodge Gate. The area subject of this application is located towards the southern end of the site, a parcel of land immediately to the south of an existing multi-use games area. The land is set within a slight hollow, with the site topography sloping gradually in a south-westerly direction. The site is subject to TPO 27/07 which includes individual trees, groups of trees and woodlands to the western site boundary. A site visit confirmed that a mature oak located centrally within the site is no longer in place having recently fallen. The closest residential dwellings are located approximately 75m west of the site, on the opposite side of Shinfield Road.



Site Location Plan

2. PROPOSALS

- 2.1 Full planning permission is sought for the erection of a two storey sports facility with an external viewing gallery and associated parking. The building would have a gross internal floor area of 2216sqm and would provide six badminton courts/a full size basketball court and a fitness suite. Changing rooms, office space and a first aid room would also be located within the building.
- 2.2 The building would be of steel frame construction, clad with brickwork at ground floor level with vertical pattern larch cladding above. The roof would be of profiled metal cladding, coloured to blend with the surrounding landscape. The building would be oriented to face into the school site, with fenestration principally located to the north and south elevations. A secondary entrance would be located to the rear of the building, adjacent to the proposed car park. The building would have a sloping roof with a maximum height of approximately 9m. A viewing gallery, with an external staircase, would be located at first floor level to the northern elevation to look out over the existing multi-use games area.
- 2.3 The building has been designed so that it has direct access at ground floor level, with the provision of a unisex disabled toilet and changing room, alongside male and female toilets and changing facilities. The accesses to the building would have clear and level openings.
- 2.4 To the rear of the building, adjacent to the existing access road, would be located 12 vehicle parking spaces. Four of the spaces would be suitable for disabled access. The car park and external hard landscaped areas would be constructed of permeable paving. To facilitate the proposal, 13 trees are required to be removed.

3. PLANNING HISTORY

- 3.1 890757/FUL - Erection of temporary classroom - Permitted 07/04/89
920258/FUL - Extension to gymnasium - Permitted 15/06/92
920259/FUL - Enlargement of residential and recreational facilities - PER 12/06/92
920491/FUL - New main entrance, alterations to parking and internal road network - Permitted 09/09/92
960447/FUL - Erection of equipment store building - Permitted 07/10/96
980504/FUL - Erection of eight 15m high floodlighting columns to illuminate all weather sports pitch - Permitted 09/12/98
030253/FUL - New catering facility and dining hall - Permitted 02/04/03
150779/PRE - New music and media centre - Observations sent 10/07/15
152304/FUL - Removal of porta cabins, provision of foyer to theatre, alterations to parking and landscaping - Permitted 29/02/16
171089/FUL - Improvements to car park and access route - Permitted 29/09/17
171181/FUL - Outdoor assembly, classroom and performance space - Permitted 12/09/17

4. CONSULTATIONS

- 4.1 Neighbouring owners and occupiers at 99, 114, 114a, 116, 116a, 118, 120 and 122 Shinfield Road were consulted by letter. Two site notices were displayed. No letters of representation were received.

- 4.2 RBC Environmental Protection raised concerns with regard to potential noise, dust and bonfires associated with the construction process. Conditions were recommended accordingly.
- 4.3 Berkshire Archaeology noted that the application site lies in an area of high archaeological interest, with the potential for the proposal to impact on important buried remains. A condition requiring the implementation of a programme of archaeological field evaluation was recommended.
- 4.4 RBC Transport Development Control requested further details on the extent of the proposed community use, with a Transport Statement to be provided. Following the submission of a Transport Statement, it was confirmed that the proposed development and its community use would not have a detrimental impact on the functioning of the local transport network. Conditions were recommended accordingly.
- 4.5 RBC Ecology advised that the proposal would be unlikely to affect priority habitats or protected species, subject to conditions. A Construction Environmental Management Plan would be needed to be approved in writing prior to the commencement of the development. A further report detailing the lighting scheme and how this will not adversely affect wildlife would also need to be approved in writing prior to the commencement of the development.
- 4.6 RBC Natural Environment noted that the site is subject to TPO 27/07 which includes multiple individual trees, groups of trees and woodlands. It was advised that the footprint of the proposed development would be outside of the root protection areas of the trees to be retained. The 13 trees to be removed to facilitate the proposal were advised to be of not good quality individually, albeit with some significance as a group. The removal of the trees would be acceptable subject to replacement planting to retain coverage. Subject to conditions requiring the approval of full details of hard and soft landscaping, and an Arboricultural Method Statement and Tree Protection Plan, no objection was raised to the proposal.
- 4.7 RBC Leisure and Recreation raised no objection to the proposal. Clarification was sought on whether the school would be letting the facility to local sports clubs.
- 4.8 Sport England advised that the land on which the proposal would be located does not constitute playing field land under its statutory definition. The intention to open the facility to community use when not in use by the school was welcomed, advising that a community use agreement be established. Badminton England and Basketball England would be keen to make use of the facility. As such, Sport England offered its support to the application.
- 4.9 Thames Water raised no objection to the proposal, based on the information provided.
- 4.10 SSE Power and Southern Gas did not respond to their consultations.

5. RELEVANT PLANNING POLICY AND GUIDANCE

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 CS1: Sustainable Construction and Design

Policy CS2: Waste Minimisation

Policy CS4: Accessibility and the Intensity of Development

Policy CS5: Inclusive Access

Policy CS7: Design and the Public Realm

Policy CS20: Implementation of The Reading Transport Strategy

Policy CS22: Transport Assessments

Policy CS24: Car/Cycle Parking

Policy CS28: Loss of Open Space

Policy CS31: Additional and Existing Community Facilities

Policy CS33: Protection and Enhancement of the Historic Environment

Policy CS34: Pollution and Water Resources

Policy CS35: Flooding

Policy CS36: Biodiversity and Geology

Policy CS38: Trees, Hedges and Woodlands

5.5 Reading Borough Local Development Framework Sites and Detailed Policies Document (2012)

Policy SD1: Presumption in Favour of Sustainable Development

Policy DM4: Safeguarding Amenity

Policy DM12: Access, Traffic and Highway-Related Matters

Policy DM17: Green Network

Policy DM18: Tree Planting

Policy DM19: Air Quality

5.6 Reading Borough Proposals Map

6. APPRAISAL

(i) Principle of development

6.1 Planning permission is sought for the erection of a new sports facility. The facility would principally be used by the school, representing a significant upgrade on the existing indoor sports provision, which is inadequate both in terms of its size and offer. Outside of the school use, the facility would be used by the community during weekday evenings and on Sundays. The proposal would enable the school to improve its sporting offer, suitable for modern use and occupation. The community use of the building is also an attractive proposition. Subject to the policy considerations outlined below, the principle of the development is acceptable.

(ii) Design and impact on the character of the surrounding area

- 6.2 Policy CS7 of the Core Strategy requires that all development be of a high design quality that maintains and enhances the character and appearance of the area of Reading in which it is located. The area in which the proposed building would be erected currently comprises an area of undeveloped land, adjacent to a multi-use games area. The site is well screened from public view by trees to the western site boundary, set down slightly in a hollow due to the site topography. A three storey building is located to the south of the application site.
- 6.3 The proposal is for the erection of a building of substantial size, with a gross internal floor area of 2216sqm. The building would have a modern appearance, with a large sloping roof and distinctive vertical timber cladding to the upper elements. Due in part to the site topography, the proposed facility would be set comfortably lower than the adjacent building. The proposal would constitute the largest building within the Leighton Park School site, but it is considered to be sufficient in its design and proportion that it would not detract from the character of the surrounding area. The appearance of the building is considered to be appropriate given the nature of its use.
- 6.4 While there are listed buildings within the Leighton Park School site, the proposed building would be sited a considerable distance from them and is not considered to detract from the setting of the listed buildings. As such, the proposal is considered to be in accordance with Policies CS7 and CS33 of the Core Strategy.
- 6.5 The building has been designed to offer level access, with facilities suitable for all potential users. The proposed car park includes disabled accessible spaces which are considered appropriate and acceptable. The proposal is therefore in accordance with Policy CS5 of the Core Strategy.

(iii) Impact on neighbours

- 6.6 Leighton Park School is well established in the local area. The site includes a number of buildings used for various educational purposes. The closest residential dwellings to the application site are located approximately 75m to the west of the site, on the opposite side of Shinfield Road. Policy DM4 of the Sites and Detailed Policies Document requires that development will not cause a significant detrimental impact to the living environment of existing or new residential properties.
- 6.7 The building would be set comfortably within the school boundaries, and would be well screened by existing tree cover to Shinfield Road. The development is not considered to cause a significant detrimental impact in terms access to sunlight or daylight, or visual dominance and overbearing effects of a development. It is acknowledged that the proposal includes the provision of a first floor external viewing platform, the purpose of which is to look out over the existing multi-use games area. The viewing platform would be sufficiently distant and screened from neighbouring buildings and the residential dwellings that no significant loss of privacy through overlooking would occur.
- 6.8 The proposal does not include any external artificial lighting. This is considered acceptable and appropriate. Full details of light spill from the

building would be secured by condition. There are concerns about potential noise, dust and fumes associated with the construction of the proposed development and the possible likely impact on nearby residents. Accordingly, conditions will be applied to control noise and dust emanating from the site during the course of construction. Hours of working during the construction phase would also be secured by condition, as would the prevention of the burning of waste on site. As such, subject to conditions the proposal would be in accordance with Policy DM4 of the Sites and Detailed Policies Document.

(iv) Trees and landscaping

6.9 Policy CS38 of the Core Strategy requires that individual trees, groups of trees and woodlands will be protected from damage or removal, and the Borough's vegetation cover will be extended. The site is verdant in character and is subject to TPO 27/07 which includes multiple individual trees, groups of trees and woodlands. The Arboricultural Impact Assessment supplied with the application details 13 trees that would be removed to facilitate the proposal. One of these trees is a mature oak, located centrally within the site, but which has unfortunately recently fallen. In accordance with the consultation response received from the Council's Natural Environment Officer, the trees to be removed are generally not of good quality individually, albeit they are fairly significant as a group. However, the removal of these trees is not considered to have a significantly detrimental impact on the aesthetic qualities of the site, particularly when viewed from Shinfield Road. Sufficient trees would be retained to screen the building from public view. In addition, replacement planting would suitably mitigate the loss of the removed trees and would ensure that the level of overall treed coverage within the site is not diminished as a result of the proposal. Subject to conditions requiring full details of hard and soft landscaping and an Arboricultural Method Statement and Tree Protection Plan, to be submitted for approval the proposal is in accordance with Policy CS38 of the Core Strategy.

(v) Ecology

6.10 Policy CS36 of the Core Strategy requires that development retains, protects and incorporates features of biodiversity. The site comprises amenity grassland with scattered trees and a strip of mixed plantation woodland and tall ruderal to the west of the site. In accordance with the consultation response received from Ecology, though the proposal would include the removal of several trees, none of the habitats to be directly affected are 'priority habitats' as defined by the NPPF.

6.11 The site offers suitable habitat for foraging and commuting bats. The Ecological Appraisal supplied with the application details two trees to the southwest of the site, which would be removed to facilitate the proposal, but which have a low potential to support roosting bats. The Bat Conservation Trust's Bat Survey Guidelines state that as long as precautionary measures are implemented, this should not be a constraint to the proposal. However, as a result of the proposed development, light spillage will increase in this part of the site. Full details of external lighting have not been provided with the application. As per the consultation response from Ecology, a wildlife friendly lighting scheme will need to be implemented. Full details of this can be secured by condition in addition to requiring the approval of a Construction Environmental Management Plan.

6.12 With regard to other wildlife, woodland scrub located to the west of the site provides suitable habitat for birds. As above and secured by condition, the Construction Environmental Management Plan would detail that vegetation removal undertaken would be carried out outside the bird nesting season. The Ecological Appraisal also details a pond within the Leighton Park School site. Due to evidence of water fowl and fish present, the pond is not suitable for great crested newts and it is unlikely that reptiles are present at the site. The Ecological Appraisal confirms that foxes may use the site and would require protection during the course of development. This detail would be secured by condition with the approval of a Construction Environmental Management Plan. Therefore, subject to conditions, the proposed development is in accordance with Policy CS36 of the Core Strategy.

(vi) Transport

6.13 Policy CS24 of the Core Strategy requires maximum parking standards be applied in relation to the accessibility of locations within the Borough to sustainable transport facilities, particularly public transport. Policy DM12 of the Sites and Detailed Policies Document states that development will only be permitted where the proposal would not be detrimental to the safety of users of the transport network.

6.14 The Leighton Park School site is served by three principle vehicle entrances. The main entrance is located close to the junction of Shinfield Road and Pepper Lane, with further entrances on Pepper Lane and at West Lodge Gate. The West Lodge Gate is located adjacent to the application site. Vehicle parking extends across the wider site, with a total provision of approximately 150 spaces. A recently constructed car park close to the main entrance provides 78 spaces.

6.15 The proposed development includes the provision of 12 additional vehicle spaces to the rear of the sports facility. Four of these spaces would constitute accessible parking spaces. The spaces would be located adjacent to the West Lodge Gate on the internal road linking to the main entrance.

6.16 The Transport Statement by TPP Consulting confirms that there would be no change to the existing pedestrian and vehicular accesses to the site, and that all parking demand would be accommodated on site. The proposed sports facility would be principally in school use. While the proposal would improve the existing facilities available to the school, it would not result in any change to existing staff and pupil numbers. A community use of the facility would occur during weekday evenings and on Sundays. The facility would not be available for private bookings or parties, but instead would be hired to trusted key holders. The expectation is that the key holders would have an educational or sporting purpose. A maximum of 24 visitors would use the facility during the community sessions, with an average visitor duration of 60 minutes. The site is well served by local pedestrian and cycle routes. Regular local bus services to and from Reading town centre pass the site, with stops located approximately 90m from the West Lodge Gate entrance. Deliveries and servicing for the proposed facility would take place in partnership with the school's existing arrangements. The Transport Statement includes a calculation of likely trip generation. It has been calculated that approximately 13 vehicles would arrive and eight vehicles

would depart during the peak hour. This is considered unlikely to have a detrimental impact on the local road network.

- 6.17 The community use of the facility would not generate a material increase in the level of vehicle movements. Indeed, the majority of vehicle movements associated with the community use would be outside of the AM/PM peak hours and would therefore be unlikely to affect the operation of the local road network.
- 6.18 As secured by condition, a Construction Method Statement would protect the amenities of local land uses and neighbouring residents during the course of the development. Conditions would also be applied to ensure that bicycle parking facilities are provided on site and that the proposed vehicle parking is carried out in accordance with the approved plans. Therefore, subject to condition, the proposal is in accordance with Policies CS22 and CS24 of the Core Strategy and Policy DM12 of the Sites and Detailed Policies Document.

(vii) Archaeology

- 6.19 Policy CS33 of the Core Strategy requires that historic features and areas of historic importance will be protected and where appropriate enhanced. Regard must be had to Reading's buried archaeological evidence, some of which is known, and much of which remains to be discovered. Berkshire Archaeology have confirmed that site lies in an area of high archaeological potential. A number of recent archaeological discoveries have been made in close proximity to the site, including a ring ditch and various remains dating to the Iron Age and Roman settlement.
- 6.20 The land where the sports facility is proposed to go has not been previously developed and therefore there is the potential for the development to impact on important buried remains. Berkshire Archaeology recommend that further archaeological investigation is merited, but that this can be secured by condition. This would be in accordance with Paragraph 141 of the NPPF which states that Local Planning Authorities should *'require developers to record and advance understanding of the significance of any heritage assets to be lost (wholly or in part) in a manner proportionate to their importance and their impact, and to make this evidence (and any archive generated) publically accessible'*. A programme of archaeological field evaluation would be required, approved in writing by the Local Planning Authority, prior to the commencement of the development. As such, subject to condition the proposal would be in accordance with Policy CS33 of the Core Strategy.

(viii) Open space

- 6.21 Policy CS28 of the Core Strategy states that development proposals that will result in the loss of open space or jeopardise its use or enjoyment by the public will not be permitted. The policy relates to all open space in the Borough; publically or privately owned. However, in exceptional circumstances, development may be permitted where it is clearly demonstrated that improvements to recreational facilities on remaining open space can be provided to a level sufficient to outweigh the loss of the open space.

6.22 The open space subject of this application is previously undeveloped land within the Leighton Park School site. Due to the sloping site topography, it provides little usable function for recreational purposes. The proposed development would provide quality functional indoor recreational space, a significantly improved offer than the existing open space. So while the proposed development would result in the loss of open space the benefit afforded by the facility would outweigh the loss of the open space in this case and thereby complies with Policy CS28.

(ix) Community use

6.23 The proposed sports facility would be principally for the use of Leighton Park School, however, outside of school hours the facility would be made available for community use. During term time, the community use would be restricted to 18:30 - 21:00 Monday to Friday and 09:30 - 19:30 on Sunday. There would be a similar arrangement during school holidays. The facility would be hired to trusted key-holders, with the expectation that hirers would have educational or sporting purposes. The community use would be an ancillary function to the principal use as a school. The Community Use Statement indicates that an affordable pricing policy would be adopted in order to encourage use by local groups.

6.24 The site is well served by public transport, with bus stops located on Shinfield Road (approximately 90m away). Good walking and cycling routes also extend into the surrounding area. Cumulatively with the onsite parking provision, there is a good choice of means of travel available which is considered appropriate and acceptable. The extent of the community use would be secured by condition. The proposal is therefore in accordance with Policy CS31 of the Core Strategy.

(x) Flooding

6.25 Policy CS35 of the Core Strategy states that planning permission will not be permitted for development would reduce the capacity of the floodplain to store floodwater or increase risks to life and property arising from flooding. The site is located in Flood Zone 1. This is land assessed as having less than 0.1% annual probability of river flooding. In accordance with the NPPF, development for schools in this Zone will have no restrictions other than ensuring that impermeable areas do not increase flood risk elsewhere. The site also has a low probability of flooding from groundwater, surface water, overland flows and reservoirs. Permeable paving is proposed for the car park and external hard landscaped areas which is considered appropriate and acceptable. Officers are satisfied that the proposal is therefore in accordance with Policy CS35 of the Core Strategy.

(xi) Sustainable construction

6.26 Policy CS1 of the Core Strategy states that new development will be acceptable where the design of buildings and site layouts use energy, water, minerals, materials and other natural resources appropriately, efficiently and with care and take account of the effects of climate change. The building has been designed to maximise energy efficiency and to reduce overall energy demand. Roof mounted solar panels would offset carbon emissions. Windows have been positioned to reduce lighting demand and consider the balance of solar gain. A condition is recommended to secure BREEAM standards are achieved.

X(ii) Employment & Skills Plan

6.27 In accordance with the Council's Employment Skills and Training SPD the proposal would be required to provide an Employment Skills and Training Plan for the construction phase of the development (or make an equivalent financial contribution and this is normally secured by a section 106 legal agreement. In this case the applicant is considering if they can produce their own Plan, in which case its implementation can be secured by a planning condition. The outcome on this matter will be presented by an Update Report for the Committee meeting.

(xiii) Equality

6.28 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 development 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

8.1 Design & Access Statement

Drawing No: 23527A/01 - Site Location

Drawing No: 23527A/02 - Existing Site Plan

Drawing No: 23527A/03 - Proposed Site Plan

Drawing No: 23527A/04 - Proposed Ground Floor Plan

Drawing No: 23527A/05 - Proposed First Floor Plan

Drawing No: 23527A/06 - Proposed Roof Plan

Drawing No: 23527A/07 - Proposed North and East Elevations

Drawing No: 23527A/08 - Proposed South and West Elevations

Drawing No: 23527A/09 - Proposed Sections

Community Use Statement

Arboricultural Impact Assessment by Future Tree, dated 30/08/18

Energy Strategy Report by Price & Myers, dated September 2018

Flood Risk Assessment and Drainage Strategy Report by Price & Myers, dated September 2018

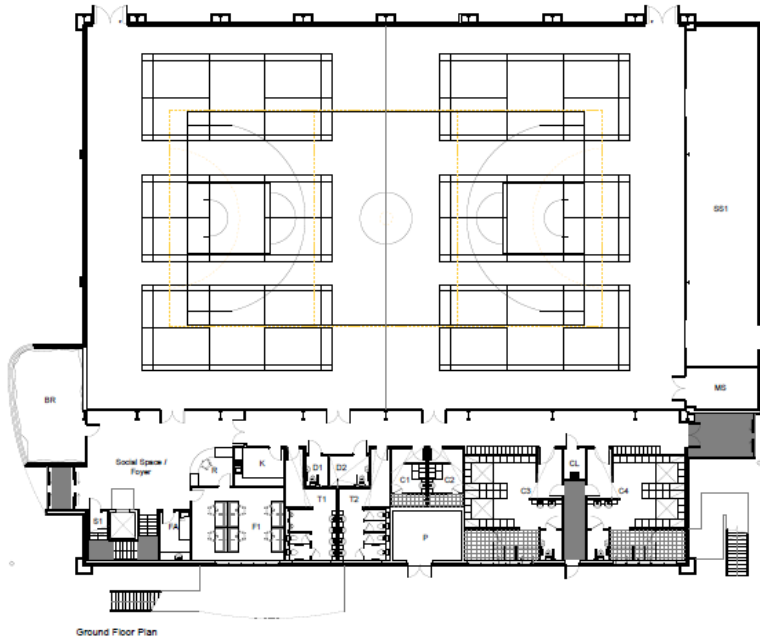
BREEAM Statement, dated 18/07/18

Preliminary Ecological Appraisal by Soltys Brewster, dated 27/09/18

Transport Statement by TPP Consulting, dated March 2019

Case Officer: Tom Hughes

NOTES
1. See Section
2. Refer to the schedule and the schedule
3. Refer to the schedule and the schedule
4. Refer to the schedule and the schedule
5. Refer to the schedule and the schedule
6. Refer to the schedule and the schedule
7. Refer to the schedule and the schedule
8. Refer to the schedule and the schedule
9. Refer to the schedule and the schedule
10. Refer to the schedule and the schedule
11. Refer to the schedule and the schedule
12. Refer to the schedule and the schedule
13. Refer to the schedule and the schedule
14. Refer to the schedule and the schedule
15. Refer to the schedule and the schedule
16. Refer to the schedule and the schedule
17. Refer to the schedule and the schedule
18. Refer to the schedule and the schedule
19. Refer to the schedule and the schedule
20. Refer to the schedule and the schedule




Project No:
Proposed New Sports Hall
Leighton Park School
Sheffield Road
Reading
RG2 7ED

Project Name:
Ground Floor Plan

Scale: 1:100 @ A1
Date: March 2019

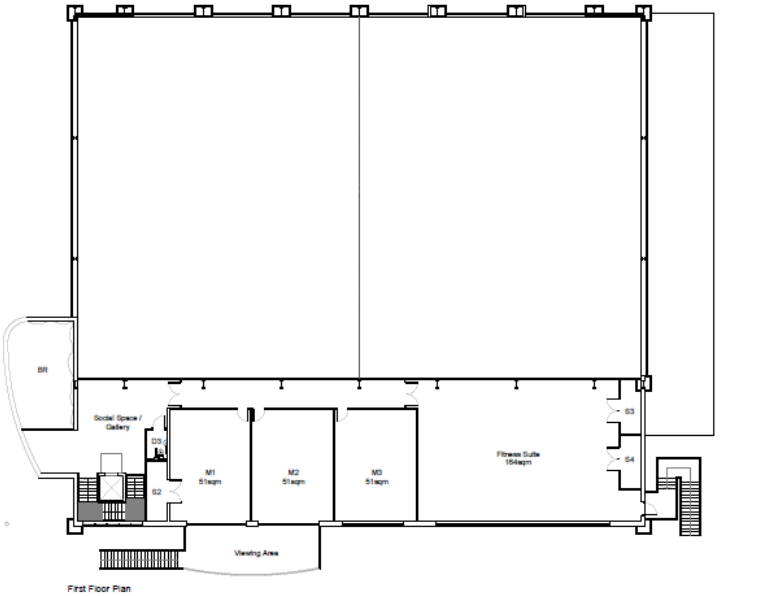
CLAGUB ARCHITECTS

CLAGUB Architects
3 Clagub Lane, Clagub, Reading, RG2 7ED
01493 890000
01493 890001
01493 890002
01493 890003
01493 890004
01493 890005
01493 890006
01493 890007
01493 890008
01493 890009
01493 890010
01493 890011
01493 890012
01493 890013
01493 890014
01493 890015
01493 890016
01493 890017
01493 890018
01493 890019
01493 890020

Project No:
23527A / 04

Proposed Ground Floor Plan

NOTES
1. See Section
2. Refer to the schedule and the schedule
3. Refer to the schedule and the schedule
4. Refer to the schedule and the schedule
5. Refer to the schedule and the schedule
6. Refer to the schedule and the schedule
7. Refer to the schedule and the schedule
8. Refer to the schedule and the schedule
9. Refer to the schedule and the schedule
10. Refer to the schedule and the schedule
11. Refer to the schedule and the schedule
12. Refer to the schedule and the schedule
13. Refer to the schedule and the schedule
14. Refer to the schedule and the schedule
15. Refer to the schedule and the schedule
16. Refer to the schedule and the schedule
17. Refer to the schedule and the schedule
18. Refer to the schedule and the schedule
19. Refer to the schedule and the schedule
20. Refer to the schedule and the schedule




Project No:
Proposed New Sports Hall
Leighton Park School
Sheffield Road
Reading
RG2 7ED

Project Name:
First Floor Plan

Scale: 1:100 @ A1
Date: March 2019

CLAGUB ARCHITECTS

CLAGUB Architects
3 Clagub Lane, Clagub, Reading, RG2 7ED
01493 890000
01493 890001
01493 890002
01493 890003
01493 890004
01493 890005
01493 890006
01493 890007
01493 890008
01493 890009
01493 890010
01493 890011
01493 890012
01493 890013
01493 890014
01493 890015
01493 890016
01493 890017
01493 890018
01493 890019
01493 890020

Project No:
23527A / 05

Proposed First Floor Plan

Proposed Sections

Leighton Park School

North Sectional Elevation

East Sectional Elevation

South Sectional Elevation

Proposed New Sports Facility

West Sectional Elevation

Scale: 0 10 20 30

Ball Hall

PROPOSED NEW SPORTS FACILITY
 LEIGHTON PARK SCHOOL
 READING ROAD
 RG2 7ED

DATE: 12/11/2019
 DRAWN BY: J. B. / J. B.
 CHECKED BY: J. B. / J. B.

CLAUDE ARCHITECTS

1200 G. 11
 L.B.
 No. 2019

CLAUDE ARCHITECTS
 1200 G. 11
 L.B.
 No. 2019

DATE: 12/11/2019
 DRAWN BY: J. B. / J. B.
 CHECKED BY: J. B. / J. B.

PROJECT NO: 23527A / 09

This page is intentionally left blank

COMMITTEE REPORT

BY THE DIRECTOR OF ENVIRONMENT AND NEIGHBOURHOOD SERVICES

READING BOROUGH COUNCIL

ITEM NO. 10

PLANNING APPLICATIONS COMMITTEE: 24th April 2019

Ward: Minster

App No: 182152

Address: 12 Boston Avenue

Proposal: Change of use to 6 bedroom HMO, single storey rear extension and garage conversion.

Applicant: Mr. S. Gupta

Date validated: 19 December 2018

Target Date: 13 February 2019

Extension: 30 April 2019

RECOMMENDATION

GRANT Full Planning Permission, subject to conditions and informatives

Conditions to include:

1. Time limit for implementation (3 years)
2. Use of materials (to match existing)
3. Approved plans
4. Existing vehicle parking spaces to retained for use by occupants at all times

Informatives to include:

1. Positive and Proactive Statement
2. Terms and conditions
3. Need for building regulations
4. No automatic entitlement to parking permits
5. Construction nuisance informative
6. HMO Management Plan

1. INTRODUCTION

1.1 This application was deferred at the 3rd April 2019 Planning Applications Committee as Members of the Committee requested additional information on the planning application for 14 Boston Avenue (reference 181728) to understand the differences between these two applications. Members also requested the plans showing the proposed parking and bicycle parking arrangements to be provided.

2. Difference to Recent 14 Boston Avenue Application

2.1 The planning application for 14 Boston Avenue was for permission for the retrospective change of use from C3 residential dwellinghouse to an 8 bedroom sui generis House in Multiple Occupation. As this type of change of use requires planning permission officers could assess that application against the relevant adopted policies for converting houses to HMO use.

2.2 Officers found that the original house was too small to meet our starting minimum size of 120 square metres in floor space for conversion and the loss of a small family dwelling had occurred. There were also amenity

concerns for occupants with cramped rooms and poor facilities, including bins store and bicycle parking being located at the rear and therefore inconvenient to use as it would require going through habitable rooms to get to the front. The alternative of having these facilities on the front was not considered acceptable due to concern for the appearance and character of the street. The application was refused retrospective planning permission based on 5 reasons.

- 2.3 An appeal has been submitted (Appeal Reference: APP/E0345/W/19/3220301) against this decision. The deadline for submissions on this appeal closed on 19th March 2019 and it is to be determined by the Planning Inspectorate based on written representations.
- 2.4 The current proposal for no.12 Boston Avenue is for a C4 use where the maximum number of occupants is 6 persons. This area of Reading lies outside of the Article 4 area where permitted development rights to convert a normal dwelling to a small HMO C4 use is restricted so the change in use alone could be carried out without applying for planning permission. The applicant has however chosen to include the change to C4 use within the description of development along with the single storey rear extension, which *does* require planning permission due to its size.

3. Amended Bicycle and Bin Store and Parking Plans

- 3.1 The amended parking layout plans discussed at the 3rd April Committee are provided at appendix 1 of this report.
- 3.2 However, officers have now reconsidered the provision of the bicycle and bin store being proposed at the front of the house. The decision on 14 Boston Avenue is relevant to this because, as noted above, when seeking to overcome concerns about the bicycle and bin store being at the rear consideration was given to locating them at the front. In that case it was found that the combination of bin and bicycle store on the front would be too harmful to the appearance and character of the property and street. It is logical therefore to have the same concern in this case. In the photo below no.14 is on the left and no. 12 on the right.



- 3.3 In this context a 2m x 2.4m bicycle store and up to 2 metres in height would appear as an unusual and intrusive feature. There is evidently enough room on the front for the car parking and for bins to be located safely off the pavement where they can be reached by occupiers and refuse collectors, as any other householder would do. An informative regarding the management of HMO.s and responsibilities for waste management is recommended.
- 3.4 Officers have therefore amended their advice regarding the provision of bicycle and bin storage and car parking. On balance, as the C4 use could be implemented without any conditions imposed (save for the need to have no more than 6 persons) to be accepted as permitted development, it is not considered reasonable to insist that a covered bicycle or bin store is provided in this case.
- 3.5 However, it is reasonable to mitigate the loss of the garage space and as it is apparent that the forecourt of the site is already capable of allowing 2 cars to be parked it is recommended that a condition to require that the parking spaces are retained for use by occupants .

4. Additional information

4.1 Additional information has also been submitted by the applicant to respond to concerns raised at Planning Applications Committee about the potential for disturbance to be caused during construction. The applicant has confirmed:

- Hours of construction - *construction work will take place in accordance with Reading Councils policy's: <http://www.reading.gov.uk/nuisance>, Monday to Friday 08:00 - 18:00hrs* .
- Skip - *"this will be kept on [the] driveway, hence not using any street space and 'no' inconvenience to neighbours"*.
- Deliveries - *"all construction material deliveries are between Monday to Friday 08:00 - 18:00hrs and no deliveries on Saturdays or Sundays"*.
- How the proposal will be built and comments in regards to works having already taken place - *"Construction will be as per existing regulations & any conditions mentioned in [the] approval statement of RBC. We will be complying with building regulations and be using services of Reading Councils Building regulations inspectors. I can further confirm no works 'what so ever' have commenced pertaining to garage conversion and rear extension"*.

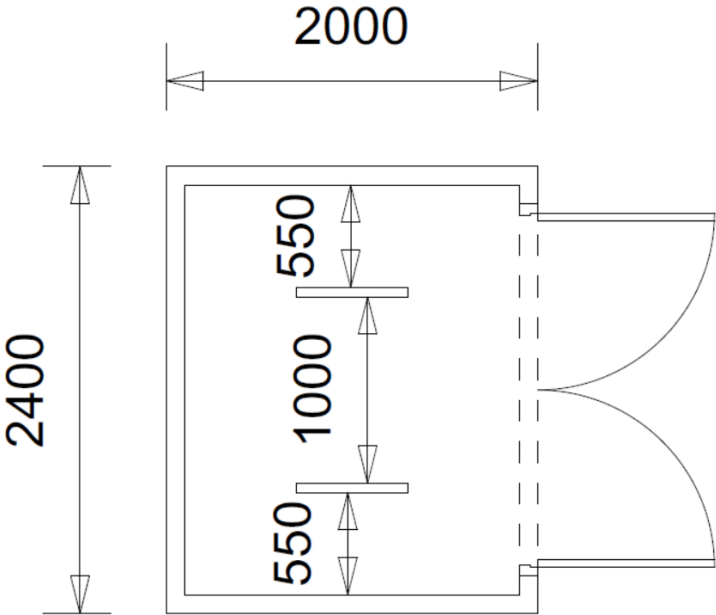
4.2 It is not usual to impose construction methods conditions on applications for single storey rear extensions and internal conversions but it is our standard practice to provide applicants with information on nuisance regulations and advice on being considerate to neighbours. This is recommended above.

Appendices

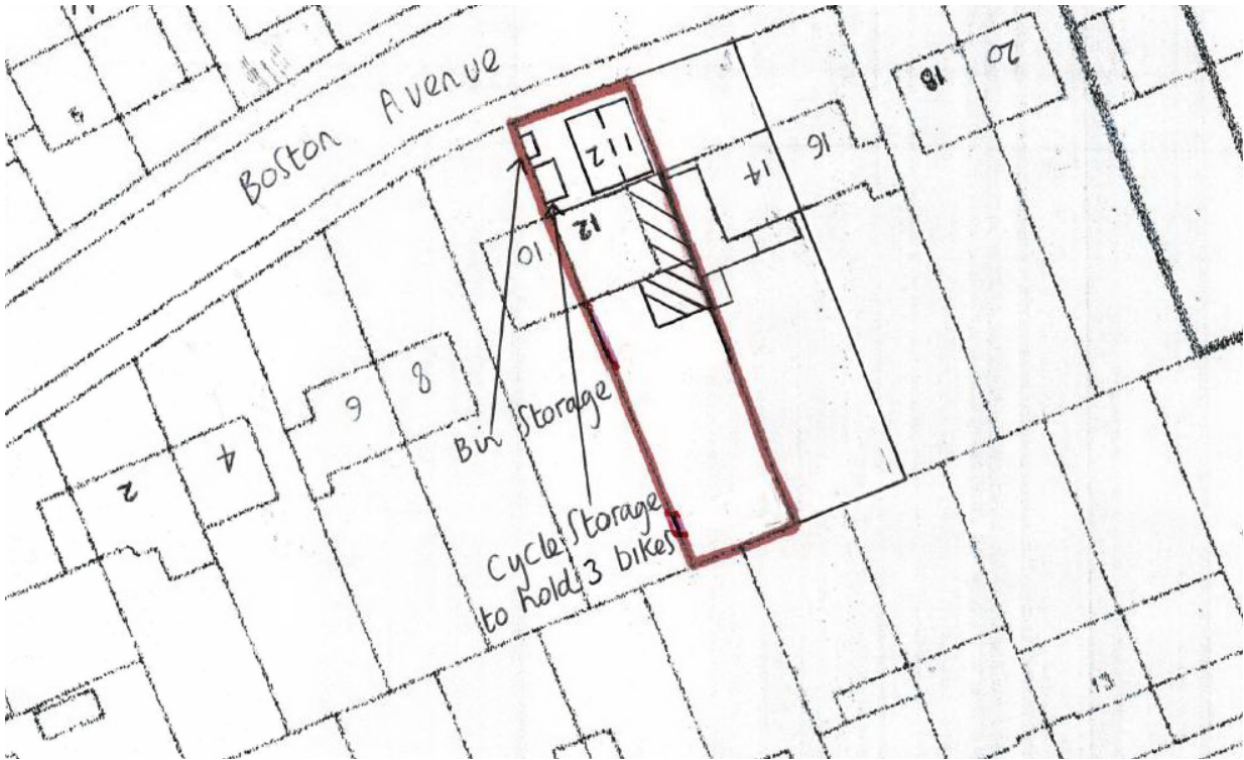
Appendix 1 - Amended plans for bicycle and bin store and car parking.

Appendix 2 - Officer report to 3rd April 2019 Planning Applications Committee

Case Officer: James Overall/Julie Williams



Sheffield Stand Bike Storage Plan



Proposed Block Plan showing cycle & bin storage and vehicular parking

COMMITTEE REPORT

BY THE DIRECTOR OF ENVIRONMENT CULTURE & SPORT
 READING BOROUGH COUNCIL
 PLANNING APPLICATIONS COMMITTEE: 3rd April 2019

ITEM NO.

Ward: Minster**App No:** 182152**Address:** 12 Boston Avenue**Proposal:** Change of use to 6 bedroom HMO, single storey rear extension and garage conversion.**Applicant:** Mr. S. Gupta**Date validated:** 19 December 2018**Target Date:** 13 February 2019**Extension:** 1 March 2019**RECOMMENDATION****Delegate to Head of Planning, Development and Regulatory Services to:**

i) GRANT Full Planning Permission, subject to conditions and informatives

Conditions to include:

Standard

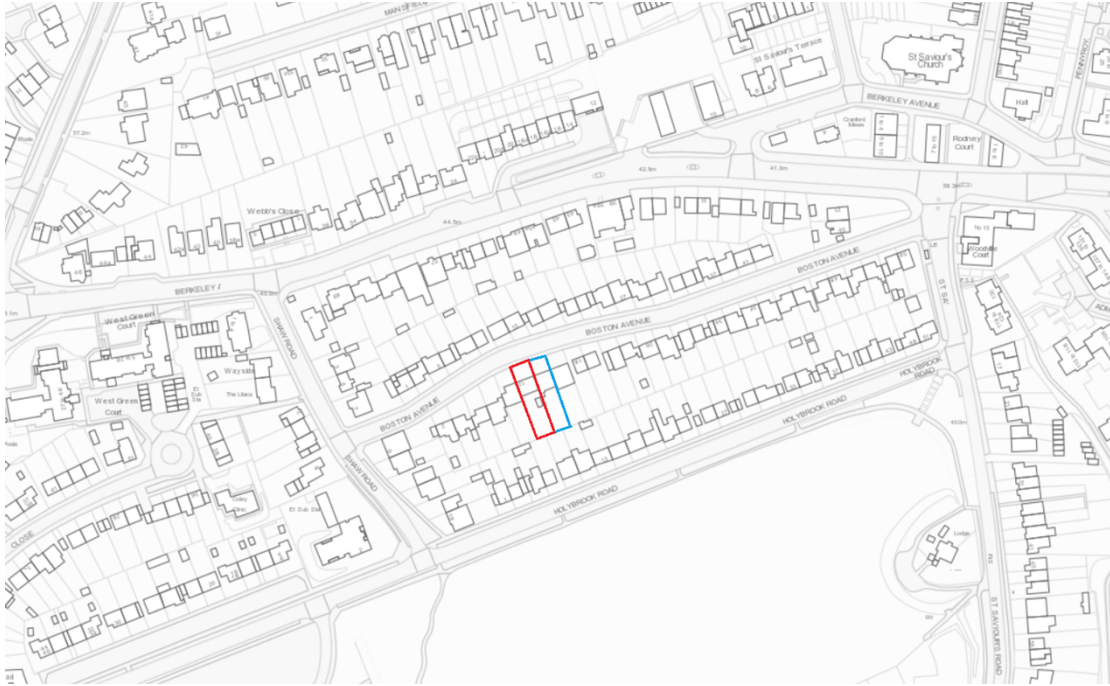
1. Time limit for implementation (3 years)
2. Use of materials (to match existing)
3. Approved plans
4. Vehicle parking space provided in accordance with approved plans
5. Bicycle parking space provided in accordance with approved plans

Informatives to include:

1. Positive and Proactive Statement
2. Terms and conditions
3. Need for building regulations
4. No automatic entitlement to parking permits
5. HMO Management Plan

1. INTRODUCTION

- 1.1 The application site is located on the southern side of Boston Avenue, and comprises of a linked semi-detached property.



Location plan - not to scale

2. PROPOSALS

- 2.1 The proposed scheme involves extending the applicant property 4 metres to the rear at single storey level on the south-eastern corner of the property. This was initially sought to be 8 metres, but was later amended. This extension will be setback from the neighbouring property's rear elevation by 0.55 metres. The proposed extension will provide an additional bedroom and shower room to the property.
- 2.2 This proposed extension also involves converting the ground floor garage space to an additional bedroom and corridor leading to the proposed extension.
- 2.3 The existing garage has a mono-pitched roof sloping from 2.8 metres to 2.7 metres. The proposal seeks to change this to a flat roof with a height of 2.75 metres. The roof change also seeks to add a dual pitch at the front of this flat roof, which will have a ridge height of 3.35 metres and will have a depth of 1.4 metres.
- 2.4 In addition to these external changes, the use of the property is proposed to change from C3 residential use to C4 (6-bed HMO).

Plans:

Plan Type	Description	Drawing Number	Date Received
Location Plan		N/A	7 Dec-18
Block Plan		N/A	6 Feb-19
Plans	Existing & Proposed, Plans & Elevations of property and cycle storage	18/1256/01 Rev C	11 Feb-19

3. PLANNING HISTORY

3.1 None relevant.

4. CONSULTATIONS

4.1 Statutory:
None

4.2 Non-statutory:

4.2.1 The Transport Development Section was consulted on 20 December 2018. Comments received on 7 January 2019 state; *“The site is located in Zone 2, Primary Core Area, of the Revised Parking Standards and Design SPD. This zone directly surrounds the Central Core and extends to walking distances of 2 kilometers from the centre of Reading. This zone is well served by public transport, with buses continuing either into or out of the Central Core Area via this zone.*

In accordance with the adopted Parking Standards and Design SPD, the development would be required to provide a parking provision of 0.25 spaces per HMO room equating to 2 parking spaces. Plans have been submitted illustrating proposed parking layout for 3 vehicles; however the sizes of the spaces are not consistent. The Councils current SPD states that parking spaces should be a minimum of 2.4m x 4.8m. Revised plans are required.

In accordance with the adopted Parking SPD, the development is required to provide a minimum of 0.5 cycle parking spaces for each HMO room in a conveniently located, lockable, covered store. This equates to a minimum of 3 cycle parking spaces for this development. Plans illustrate cycle and bin storage at the rear of the property it is not clear how these would be accessed other than being transported through the property which would not be deemed acceptable.

Revised plans illustrating cycle storage and bin storage and revised parking layout are required before this application can be fully determined”.

Revised plans were sought and after negotiation, the final comments received from the transport department on 11 February 2019 state; “Only 3 cycle spaces are really required in accordance with the current standards. I suggest reducing the no of Sheffield stands to 2, this will still provide 4 spaces and allow for more space. The wide opening doors should be retained for easy access but by reducing the number of stands the space between the stands can be increased. There should be a 1m distance between the stands and a minimum of 550mm from the sides of the unit”.

Further to this, two conditions were recommended in relation to vehicle and bicycle parking spaces to be provided in accordance with the approved plans.

4.2.2 The Environmental Protection Department was consulted on 20 December 2018. No comments were received.

4.3 Public consultation:

4.3.1 Forty-four letters of representation have been received from twenty-one households in the surrounding area. The main issues raised are as follows:

- No.14 Boston Avenue has applied to be an HMO.
- 23 Berkley Avenue is an HMO.
- Boston Avenue cannot accommodate the extra cars generated by HMOs.
- Boston Avenue is a dangerous road due to heavy traffic and speeding cars.
- Boston Avenue is too dangerous for children to play in the street.
- Health and safety regulations will be breached to existing resident's safety due to overcrowding as a result of No.12 and No.14 becoming HMOs.
- The scheme is for companies to make a large sum of money.
- The residents of Boston Avenue will be renewing the application to introduce parking restriction in Boston Avenue in 2019.
- Detrimental impact upon the surrounding community.
- The look and feel of the surrounding area will be negatively impacted.
- Up to 12 people living in one house originally built to suit a family is unacceptable.
- The amount of rubbish produced by up to 12 people with fortnightly collections is likely to produce issues with smell and pests.
- As a result of the proposed extension, much needed green spaces will be lost for good with negative impact for the local wildlife.
- There is a very low water pressure in the area due to ongoing repair works and new built houses.
- No.12 and No.14 Boston Avenue look like an institution or a hotel with the adjoined paving and metal bars.
- Neighbouring properties in the area have suffered from continuous building work at No.12 and No.14 Boston Avenue.
- An 8 metre rear extension will be visually out of keeping with the surroundings.
- From the Council's planning website it seems that there are currently no large HMOs in the road that have obtained approval for this type of change of use.
- Although there are in principle 3 parking spaces on this 'drive', these would only all be useable if tenants are willing to juggle their vehicles in a way that's much less likely to be workable in an HMO than it would be for a single household. A further 1 space on the road outside brings the theoretical parking provision to 4 spaces, but a 6 bedroom HMO could reasonably be expected to have more cars than this.
- The adopted Parking Standards and Design SPD only demands 0.25 parking spaces per HMO room, and this is unrealistically low.
- The submitted proposed block plan shows provision in the back garden, yet the proposed floor plans show there would be no practical way of wheeling bins or bikes through the property.
- A side extension would create a terracing effect if made two storey at a later date.
- No business is to be run from any address in Boston Avenue (according to deeds). An HMO is a business.
- If a dropped kerb is allowed to extend the full length of the property, all houses in Boston Avenue should be allowed to do the same.
- Increasing the extent of the dropped kerb will remove one on-street parking space and create an addition private one.
- Neighbouring properties have been devalued as a result of No.12 and No.14.
- Neighbouring resident's privacy will be impacted.
- Precedence will be set.
- The applicant did not consult neighbours before putting in the application.
- Boston Avenue will become a commercial district.

- This is a retrospective planning application, which shows complete lack of respect for other residents of the street.
- If an HMO licence is granted either here or at number 14, the rooms should be limited to 4 or 5 in each property.
- Pollution will increase.
- Noise concerns.
- The kitchen will receive little natural light as it will be served by a small window.
- The garage conversion should involve a step back from the front elevation, rather than retaining the existing line.
- Although the amended plans show the cycle shed in front of the property, it will be ugly.

5. RELEVANT PLANNING POLICY AND GUIDANCE

5.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that proposals be determined in accordance with the development plan unless material considerations indicate otherwise. The Development Plan for Reading relevant to the application site comprises the Reading Local Development Framework ‘*Core Strategy*’ 2008 (Altered 2015) and ‘*Sites and Detailed Policies Document*’ 2012 (Altered 2015).

5.2 The application has been assessed against the following policies:

National Planning Policy Framework 2019
National Planning Practice Guidance 2019
Town and Country Planning (General Permitted Development) (England) (Amendment) Order 2018

Reading Borough Local Development Framework Core Strategy (RCS)
(Adopted January 2008 - amended 2015)
CS1: Sustainable Construction and Design
CS2: Waste Minimisation
CS4: Accessibility and Intensity of Development
CS7: Design and the Public Realm
CS18: Residential Conversions
CS24: Car/Cycle Parking
CS34: Pollution and Water Resources

Sites and Detailed Policies Document (2012)(Altered 2015)
SD1: Presumption in Favour of Sustainable Development
DM4: Safeguarding Amenity
DM8: Residential Conversions
DM9: House Extensions and Ancillary Accommodation
DM10: Private and Communal Outdoor Space

Supplementary Planning Guidance
“A Design Guide to House Extensions” (2003)
“Parking Standards and Design” (2011)
“Residential Conversions” (2013)

6. APPRAISAL - Planning Applications

6.1 Considering there are two elements to this scheme - the extension and the use change - each section of this appraisal will be broken down to discuss each element.

6.2 The main issues are considered to be:

- (i) Principle of Development
- (ii) Design and impact on the character of the surrounding area
- (iii) Impact on neighbouring amenity
- (iv) Parking
- (v) Other Matters

(i) Principle of Development

Extension

6.3 Single storey extensions are common, and can often be constructed under permitted development. The property in question is a linked semi-detached property and therefore under permitted development, rear extensions are limited to 3 metres, with maximum heights of 4 metres (and the eaves is limited to 3 metres if within 2 metres of the boundary curtilage).

6.4 Although the extension proposed within this application cannot be constructed under permitted development, that does not necessarily mean it is not acceptable, and therefore the impact of the extension on the character of the surrounding area, street scene and neighbouring amenity needs to be accessed.

6.5 Therefore in principle, a rear extension could be deemed acceptable as long as there is no detrimental harm as a result of it.

HMO Use

6.6 The property is not located in an area constrained by an Article 4, as such the property is allowed to implement its permitted development rights to change the use class of the property to C4 - a small HMO with up to 6 persons as set out.

6.7 This element of permitted development falls under Schedule 2, Part 3, Class L (small HMOs to dwellinghouses and vice versa); which states:

Permitted development

L. Development consisting of a change of use of a building—

(a) from a use falling within Class C4 (houses in multiple occupation) of the Schedule to the Use Classes Order, to a use falling within Class C3 (dwellinghouses) of that Schedule;

(b) from a use falling within Class C3 (dwellinghouses) of the Schedule to the Use Classes Order, to a use falling within Class C4 (houses in multiple occupation) of that Schedule.

Development not permitted

L.1 Development is not permitted by Class L if it would result in the use—

(a) as two or more separate dwellinghouses falling within Class C3

(dwellinghouses) of the Schedule to the Use Classes Order of any building previously used as a single dwellinghouse falling within Class C4 (houses in multiple occupation) of that Schedule; or

(b) as two or more separate dwellinghouses falling within Class C4 (houses in multiple occupation) of that Schedule of any building previously used as a single dwellinghouse falling within Class C3 (dwellinghouses) of that Schedule.

- 6.8 The property will gain an additional door; this will only serve a single bedroom, which utilises the communal facilities provided by the rest of the house. It is therefore not possible to function as a separate dwelling, and as such the proposal is in compliance with Class L.
- 6.9 Therefore there is no objection in principle to the use of the dwellinghouse as an HMO for a maximum of 6 persons.
- (ii) Design and impact on the character of the surrounding area

Extension

- 6.10 The garage conversion will alter the front elevation of the property, by removing the garage door, and providing a single door and double window. This is not considered to have a detrimental impact upon the character of the surrounding area, and as such is deemed acceptable. It is worth noting that these adjustments can often be done under permitted development.

HMO Use

- 6.11 The change of use will not alter the external appearance of the property (although the garage conversion will - covered in the paragraph above).
- 6.12 The principle behind the C4 small HMO use class, and the reason why changing from a Class C3 dwelling to Class C4 is usually permitted development, is that a residential dwelling could easily have 6 people living there. It is therefore considered that the change of use to an HMO will not have a detrimental impact upon the character of the surrounding area.

- (iii) Impact on neighbouring amenity

Extension

- 6.13 The proposed extension will not protrude further than the rear elevation of No.14 Boston Avenue, and will therefore not cause any detrimental impact upon this neighbour. As for No.10 Boston Avenue, this property is considered to be far enough away from the extension to not be detrimentally impacted in regards to overlooking, overshadowing or outlook.

HMO Use

- 6.14 As the use of the property as a small HMO falls under Permitted Development, we cannot assess the impact upon the residents of the property as regardless of our assessment, the property can operate as a small HMO.

In terms of the impact of the property operating as a small HMO upon the neighbouring properties, it is considered that the intensity of this use will be no different to that of a large family dwelling.

- (iv) Parking

- 6.15 Parking is an issue which has been brought up by representation letters. The transport section was consulted on this application, and the amended plans

are now satisfactory. The comments received can be found within the 'consultations' section of this report (above).

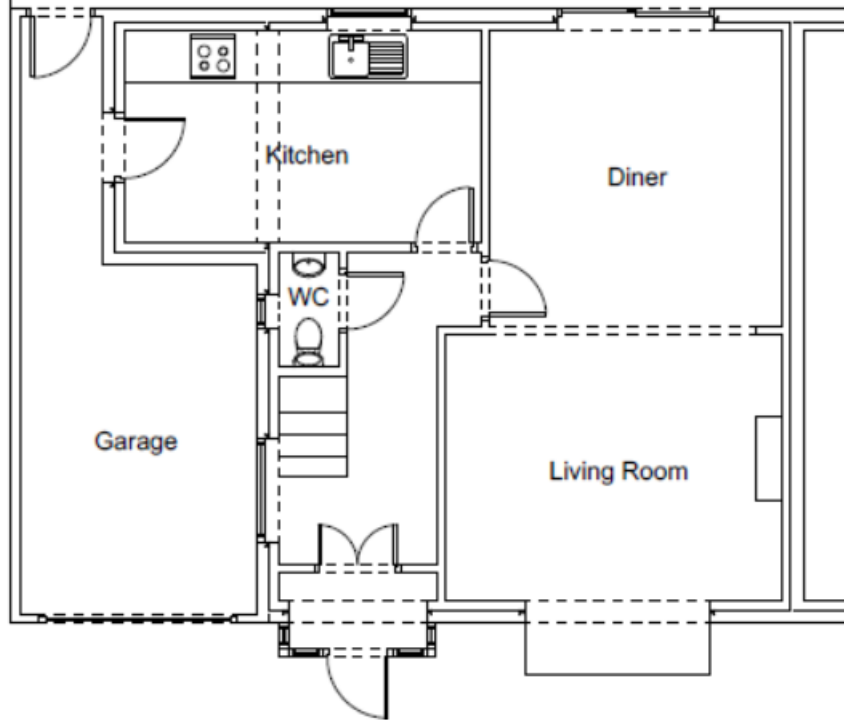
- 6.16 In addition to this, the change of use from a C3 dwellinghouse to a C4 HMO under permitted development does not require any works to help alleviate potential transport issues.
- 6.17 However, an informative is recommended, if planning permission is granted, to advise about entitlement to a parking permit were a parking permit scheme to be introduced in the street.
- (iv) Other Matters
 - 6.18 Terracing effect - the front elevation of the property will not alter much, and therefore it is considered that there will be no further terracing effect when compared to the existing street scene.
 - 6.19 The deeds say that no businesses are to be run from any of the properties within Boston Avenue - Deeds are not taken into account during planning assessments.
 - 6.20 Retrospective - Upon the Planning Officer's site visit, the extension had not commenced construction; and the HMO is permitted development. Therefore this is not considered to be a retrospective planning application.
 - 6.21 Noise concerns - the noise generated by six independent adults will not be different to a family with four mature/adult children.
 - 6.22 Equality Act
In determining this application the Council is required to have regard to its obligations under the Equality Act 2010. There is no indication or evidence (including from consultation on the application) that the protected groups identified by the Act 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. PLANNING BALANCE AND CONCLUSION

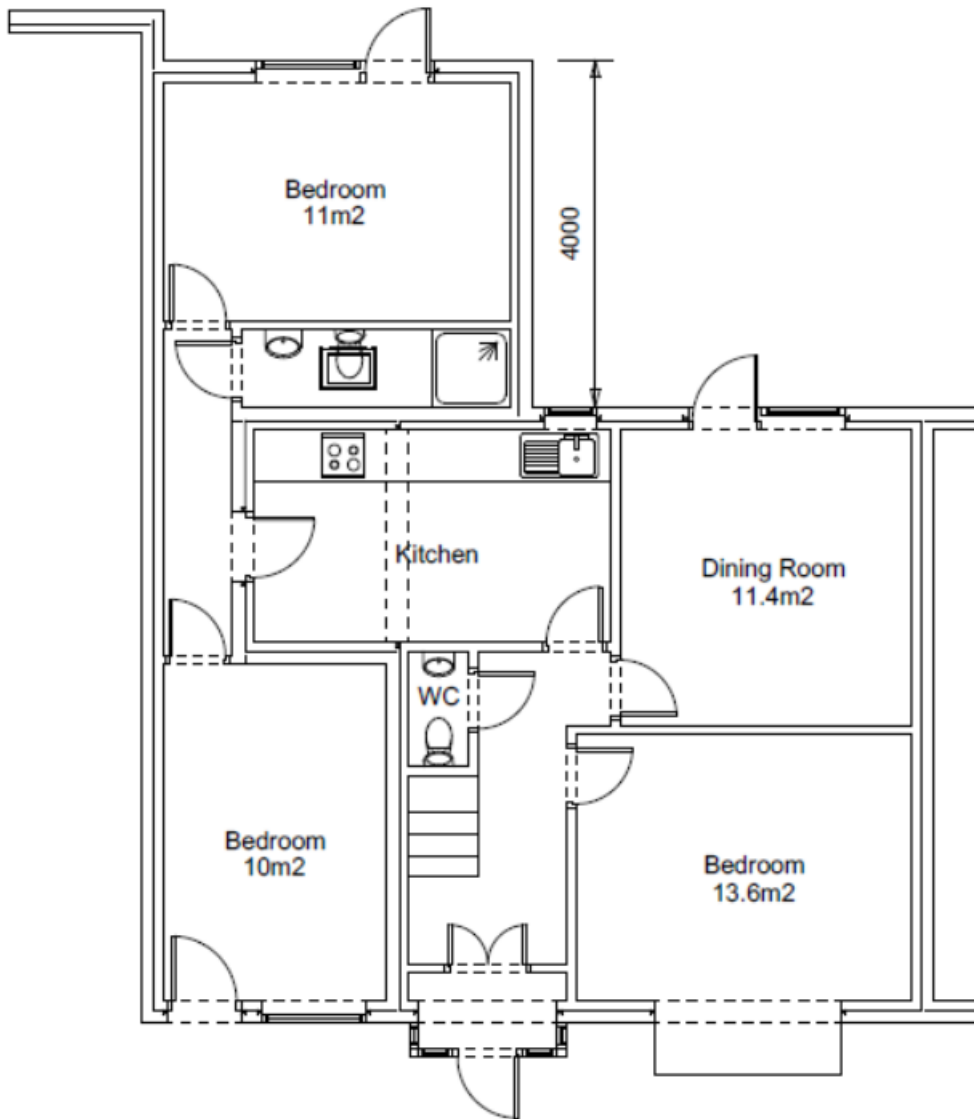
- 7.1 On balance it is considered that the Council cannot have any objection to the change of use of No.12 Boston Avenue from C3 dwellinghouse to C4 HMO as this can be done under permitted development rights. As for the rear extension, this is considered to be a minor addition to the property, which will not have a detrimental impact upon neighbouring amenity nor the residents of the property itself.
- 7.2 As such the proposed scheme is considered to be in accordance with the Policies set out within the Local Development Framework, the National Planning Policy Framework and the General Permitted Development Order.
- 7.3 The application is therefore recommended for approval.

Case Officer: J.O.

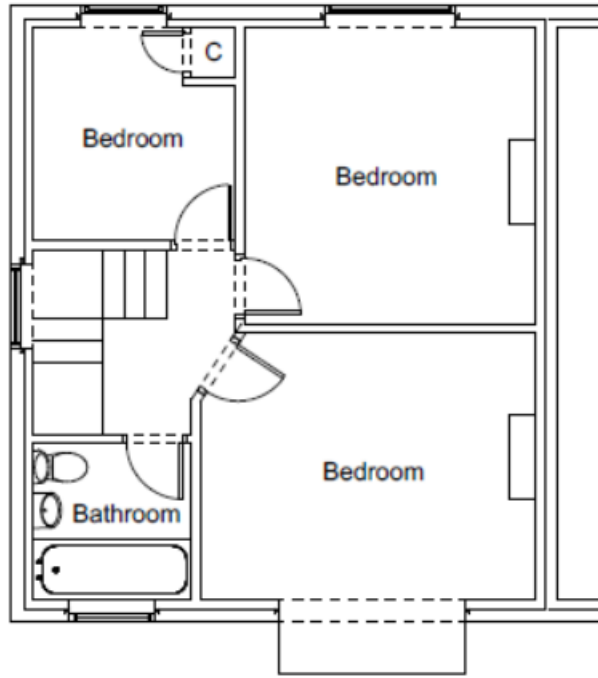
Appendix



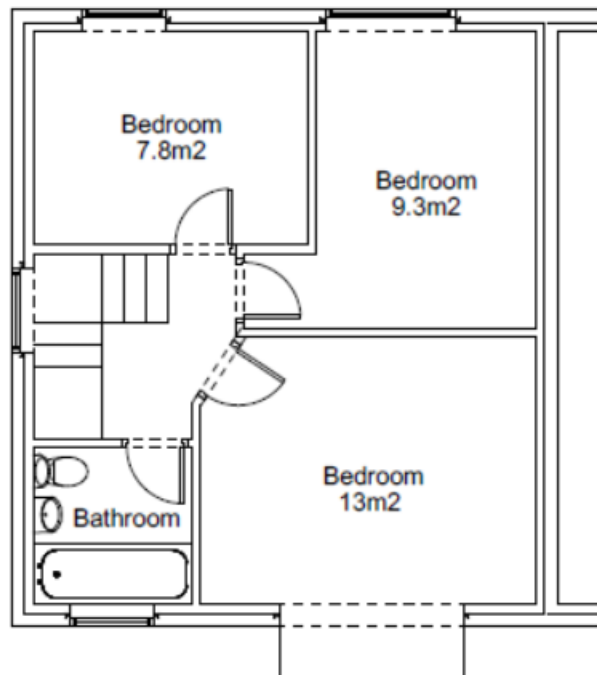
Existing Ground Floor



Proposed Ground Floor



Existing First Floor



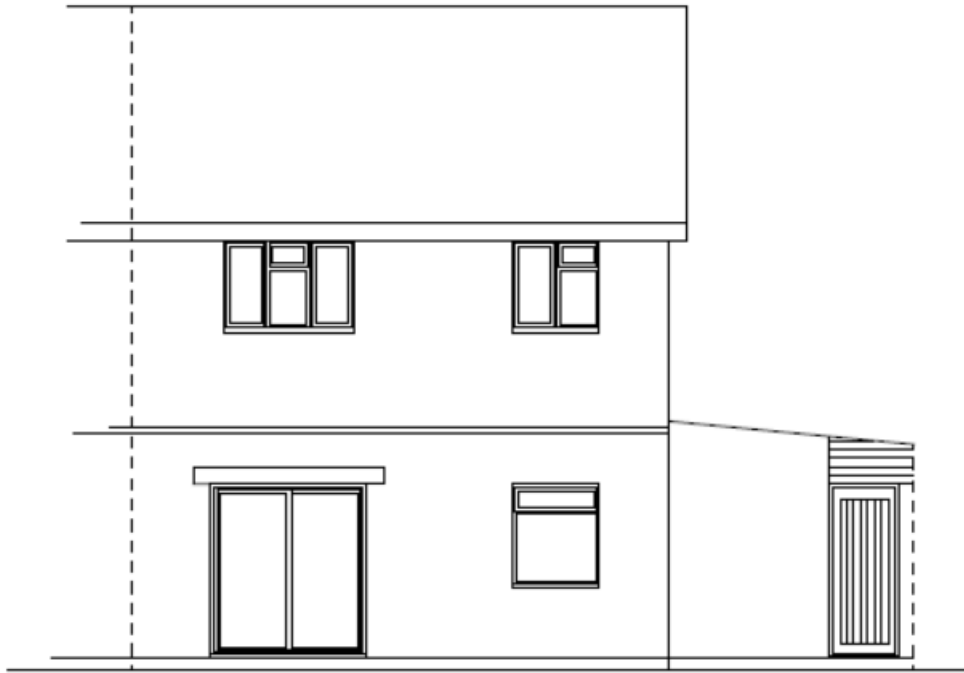
Proposed First Floor



Existing Front Elevation



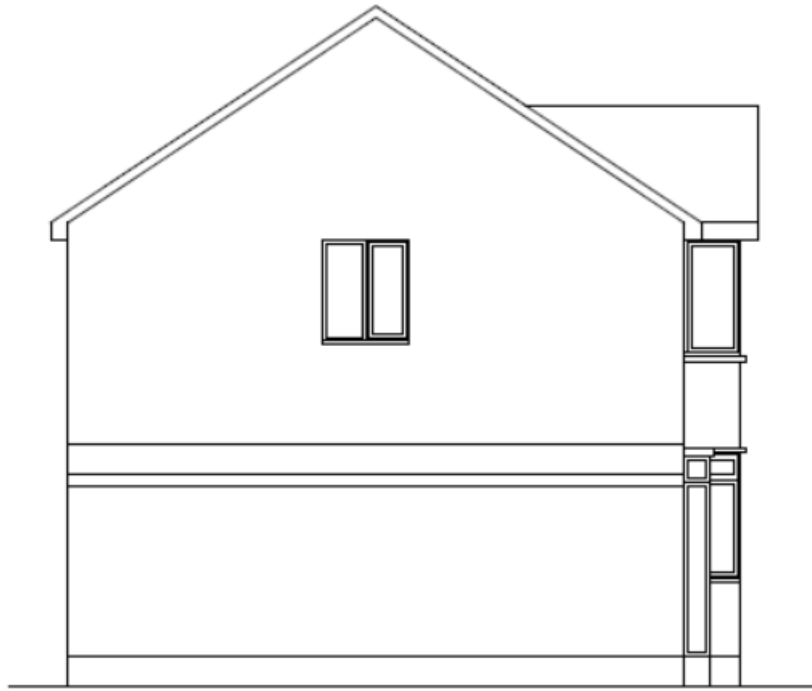
Proposed Front Elevation



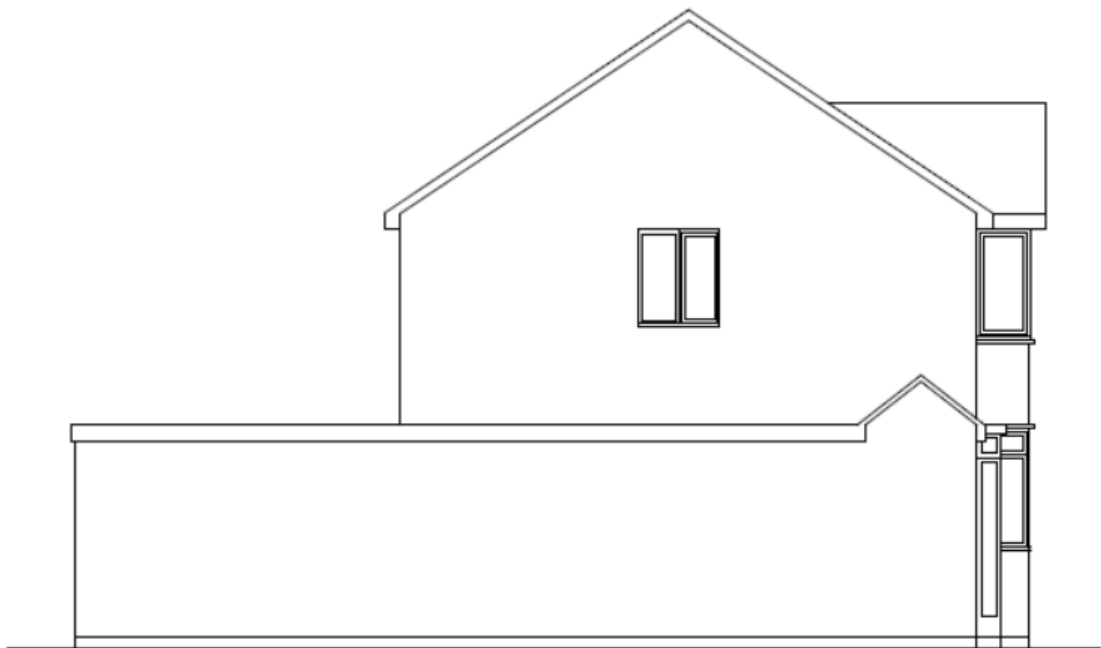
Existing Rear Elevation



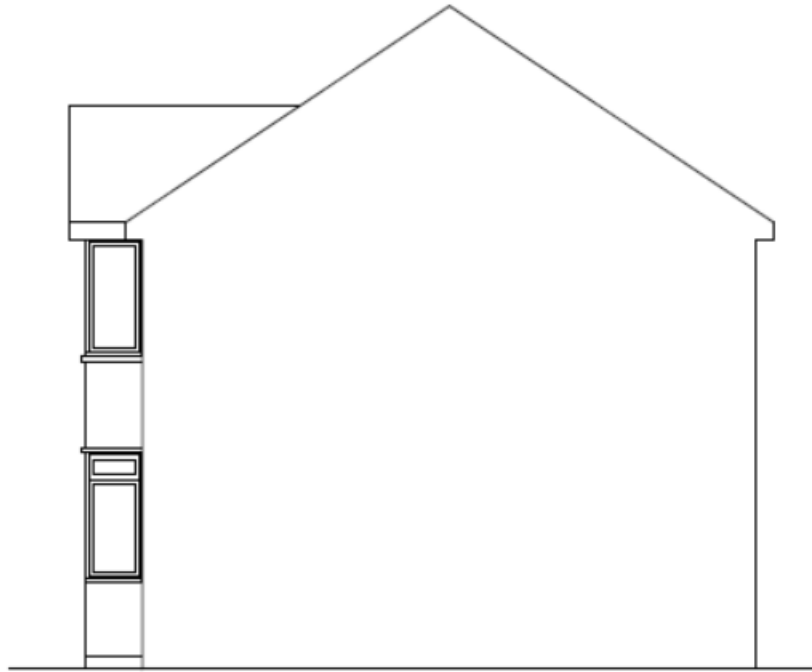
Proposed Rear Elevation



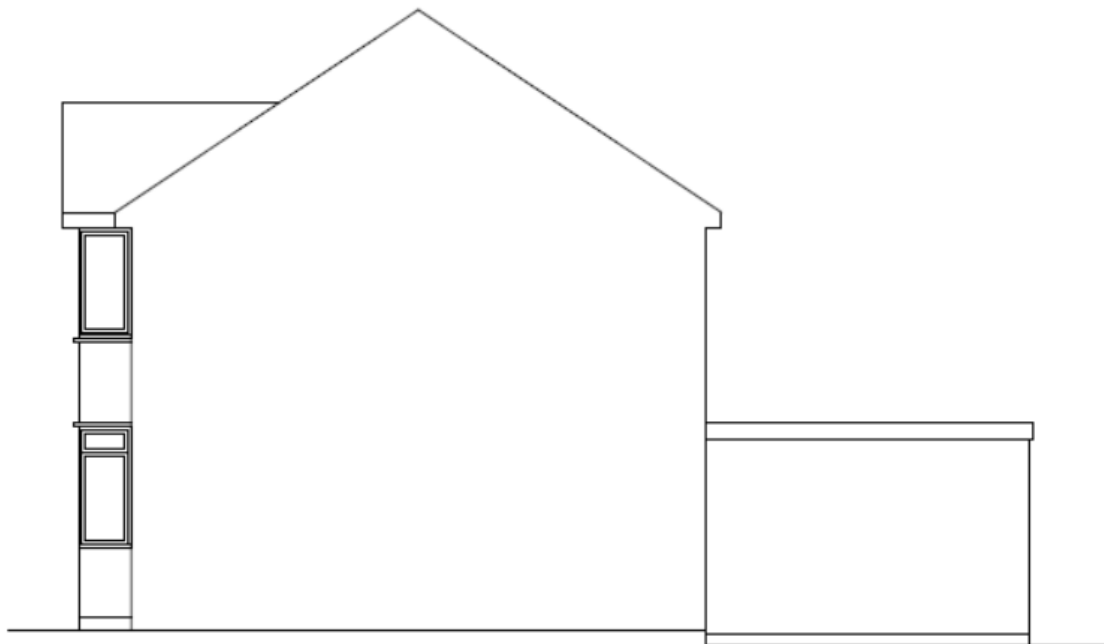
Existing East-facing Side Elevation



Proposed East-facing Side Elevation



Existing West-facing Side Elevation



Proposed West-facing Side Elevation

COMMITTEE REPORT

BY THE DIRECTOR OF ENVIRONMENT AND NEIGHBOURHOOD SERVICES READING BOROUGH COUNCIL PLANNING APPLICATIONS COMMITTEE: 24 th April 2019	ITEM NO. 11
--	-------------

Ward: Whitley

App No.: 180543

App Type: FUL

Address: Sales and Marketing Suite, Drake Way, Kennet Island

Proposal: Proposed construction of 12 apartments (1 x 1 bed, 11 x 2 bed) with associated car parking, landscaping and open space, and infrastructure provision.

Applicant: Berkeley Homes (Western) Limited

Date valid: 4/4/2018

Major Application: 13 week target decision date: 4/7/2018

Agreed Extension of time date: 31/5/2019

Planning Guarantee: 26 week date: 3/10/2018

RECOMMENDATIONS

GRANT Planning Permission subject to conditions and informatives and subject to the satisfactory completion of a S.106 legal agreement.

Or

REFUSE permission should the legal agreement not be completed by the 30th April 2018 unless a later date is agreed by the Head of Planning Development & Regulatory Services.

The Section 106 Legal Agreement to Secure the Following:

Affordable Housing

Financial Contribution of **567,375** towards the provision by the Council of Affordable Housing in the Borough.

Employment Skills and Training

- Preparation of Construction skills ESP or financial contribution of **£2,457.50**

Open Space Enhancements

Implementation of planning permission 190308 at Whale Avenue as the mitigation scheme for the loss of open space.

CONDITIONS TO INCLUDE:

1. Time limit for commencement - 3 years
2. Approved Drawings and documents.
3. Materials to be submitted and approved.
4. DC1 Vehicle parking space provided in accordance with approved plans.
5. DC2 Vehicle access provided in accordance with approved plans.
6. DC3 Bicycle parking space provided in accordance with approved plans
7. DC6 Bin storage prior to occupation.
8. Visitor parking space on Drake Way to be provide prior to occupation
9. CO2 Construction Method Statement/ Construction Environmental Management Plan to be submitted and approved prior to commencement of development (including demolition) including control of noise and dust, details of precautionary working methods that will ensure that nesting birds, reptiles and other wildlife is not harmed or killed during the works.
10. Hours of working construction and demolition phase.

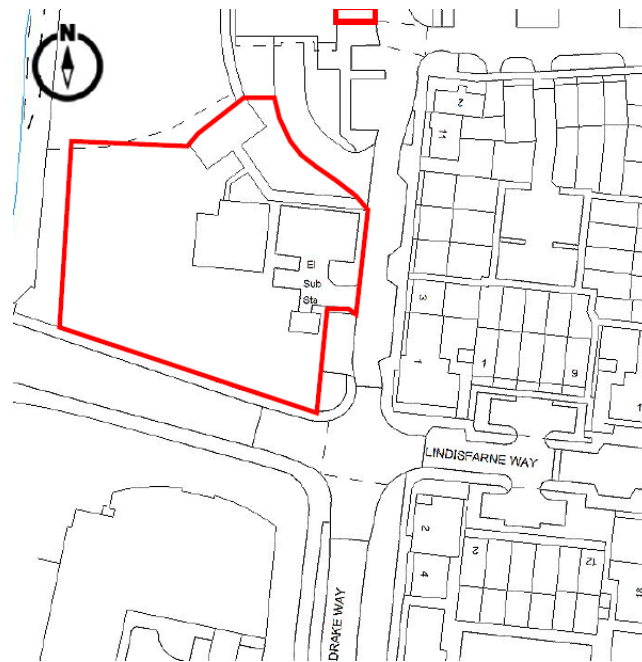
11. No bonfires.
12. CEMP (Biodiversity) to be submitted and approved, adhered to and implemented through construction.
13. Pre-commencement - biodiversity enhancements to be submitted and approved.
14. Pre-commencement - Lighting scheme to show that wildlife will not be impacted to be submitted and approved.
15. The hours of noisy construction, demolition and associated deliveries.
16. Sustainable Drainage Scheme in accordance with approved details to be completed prior to occupation.
17. Whole life maintenance plan for drainage to be submitted to and approved by the Local Planning Authority prior to occupation.
18. L1 - All hard and soft landscape works shall be carried out in accordance with the approved details received.
19. L2a Landscaping - Hard and soft landscaping details to be submitted to and approved in writing and implemented thereafter - service details.
20. L3 Standard Landscaping Maintenance.
21. L4 The standard tree protection condition.
22. L5 Landscape Management
23. Implementation of approved noise mitigation scheme - The glazing and ventilation shall be installed in accordance with the specifications recommended within the noise assessment.
24. Prior to commencement written documentary evidence to be submitted to, and receipt acknowledged in writing by, the Local Planning Authority demonstrating that 50% of the dwellings hereby permitted will achieve a minimum of a 19% improvement in the dwelling emission rate over the target emission rate.
25. Prior to occupation written documentary evidence to be submitted to, and receipt acknowledged in writing by, the Local Planning Authority demonstrating that 50% of the dwellings hereby permitted have achieved a minimum of a 19% improvement in the dwelling emission rate over the target emission rate.
26. (i) The development as built, shall meet a minimum of BREEAM Very Good standard with a minimum score of 62.5 points.
(ii) No part of the development shall be occupied until a post-construction review demonstrating compliance with a minimum BREEAM Very Good score of 62.5 points has been submitted and approved by the LPA.

INFORMATIVES TO INCLUDE:

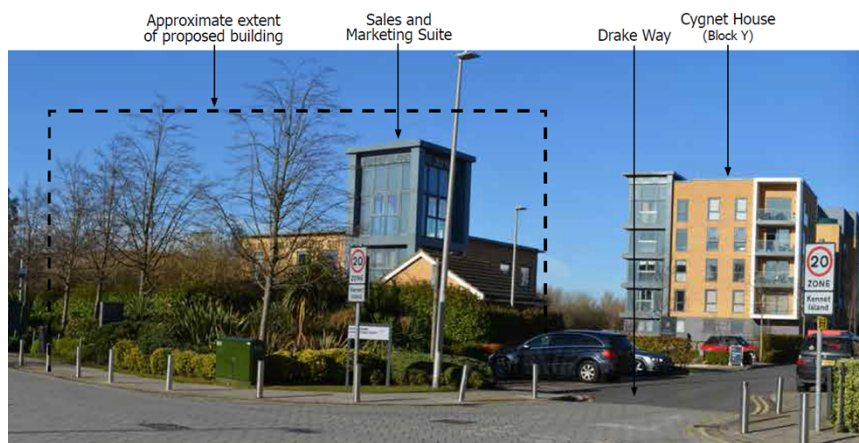
1. Terms and conditions.
1. Building control approval.
2. Pre-Commencement conditions.
3. Construction and demolition nuisance law.
4. To minimise the disturbance by noise of future residential occupiers of the flats and its effect on neighbouring residents, residential accommodation must be designed and constructed or converted so as to achieve the insulation requirements set out in Building Regulations Approved Document E.
5. S106
6. CIL
7. IF3 Highways
8. Positive and proactive.

1. INTRODUCTION

- 1.1 The application area is 0.26ha and currently comprises the part two, part three storey Marketing Suite for Kennet Island, located on the corner of Drake Way and Lindisfarne Way, the latter being the main entrance to Kennet Island from the A33.



Existing Site Plan



Existing view from Lindisfarne Way towards marketing suite

- 1.2 The Marketing Suite has a temporary permission until 24th June 2019 (granted under permission 130623). This includes a condition (no. 15) requiring the removal of the building, ancillary parking and landscaping and “*restoration to its former condition*”, which is as part of the landscaping and informal open space for the Kennet Island residential development, with the reason as “*permanent permission resulting in the permanent loss of landscaped open space would be contrary to the proper planning of the area.*”

- 1.3 The site itself forms part of the Foudry Brook Corridor Character Area as set out in the original approved Development Brief for Kennet Island (approved under 07/01662/REM). This Brief describes the overall open space/ nature conservation as follows:

“a total of 9.5 ha of open space will be provided throughout the Southside East Site [the former name for Kennet Island] . It will comprise approximately 1.5ha in the form of a neighbourhood park and smaller local parks, 0.5ha of linear open spaces linking west-east through the main residential areas and 6.5ha alongside the Foudry Brook and within the Wildlife Heritage Site. The emphasis within the last of these areas will be on the protection and enhancement of the natural environment and bio-diversity and the role that can have in local education.” (P15 of Brief) “In addition, two urban piazzas are being developed within the site as the focus for leisure and retail activity. These amount to a total area of 1.0ha” amounting to 1 ha”.

- 1.4 The Character Area is specifically described within the Brief as follows:

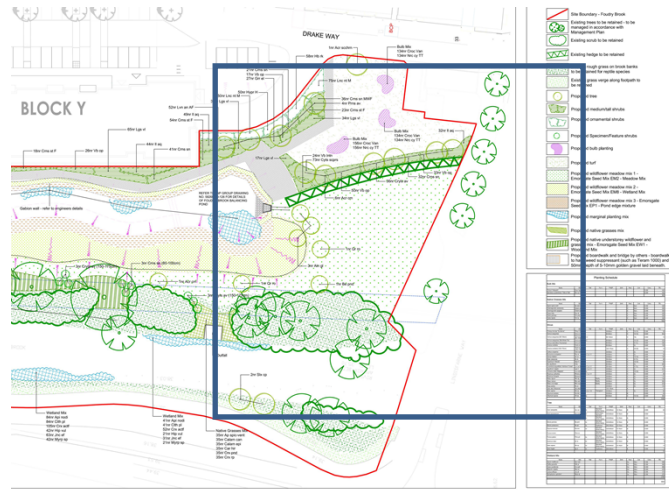
“..a broad landscape buffer along the full length of the development site. Access through it will be carefully controlled to avoid disruption to wildlife. The proposals are to enhance the conservation value of the area, creating new habitats an increasing biodiversity. Ponds adjacent to the buildings as part of a SUDS may also be located within this area. Existing vegetation is to be largely retained and elements of formal landscape treatment may be introduced. The 15 metre Wildlife Buffer Zone will be maintained along the full length of the site with the exception of a a short length adjacent to the hotel where existing Thames Water infrastructure already impinges upon the 15m buffer zone.”

- 1.5 Its overall function is described as a Wildlife Buffer Zone, a landscape buffer to built development, and to accommodate elements of SUDS. From an urban design perspective the brief states *“the broad strip of landscape along the Foundry Brook corridor creates the setting for three focal apartment buildings which will announce the development as seen from the A33”*

- 1.6 Detailed landscaping for this area was originally approved under 07/01607/REM, pursuant to the original outline permission for a mixed use development (05/00548/OUT), and a subsequent revised scheme was submitted and approved under 130668/REM. Through this permission a number of documents were approved, and those relevant to the application site are:

- Landscape Proposals Sheet 2 of 2 - South - Drawing no: B08043.33 Rev A, received 10th May 2013; and
- Phase 3 Kennet Island, Landscape and Ecology Management Plan, ref: CSa/2127/01, dated October 2013, prepared by Csa Environmental Planning, received 16th October 2013

- 1.7 The approved landscaping for the application site includes boardwalk and bridge, turf, shrubs, trees, hedge, wildflower meadow mix and other flowers (see extract of Landscape Proposals Sheet 2 of 2 - South - Drawing no: B08043.33 Rev A, received 10th May 2013 below - the box indicates the rough area of the application site including its landscaping:



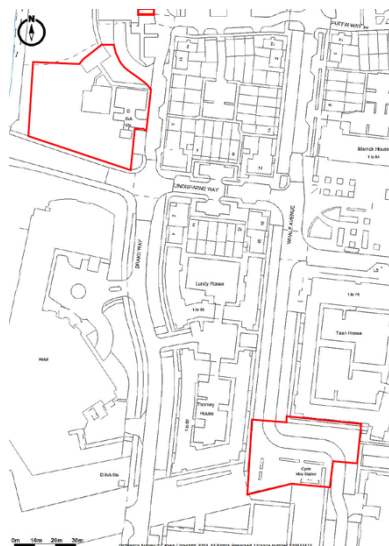
1.8 The application site falls within the Outer Consultation Zone for AWE Burghfield, however, as it would not generate an increase of 500 people in the population at any place, ONR did not need to be consulted.

2.0 PROPOSAL AND SUPPORTING INFORMATION

2.1 The proposal includes the following:

- Demolition of the existing marketing suite building.
- Erection of a 4 storey building to comprise 12 no. flats (11x2 beds and 1x1 bed) with the following floor spaces: 3 no. - 68sqm; 8 no. - 65sqm, and 1 no. - 47sqm
- Provision of 12 no, car parking spaces, 3 no. visitor spaces and 14 no. cycle spaces
- Landscaping
- Bin store (adjacent to the existing electrical substation)

2.2 An associated application 190308 was submitted, which has been assessed alongside this application, as it is the proposed mitigation/ compensation for the loss of open space that the proposed application (180543) would result in. This is located south-east of the application site (to the north of the Circle Hospital), within Kennet Island, and is shown below:



2.3 Community Infrastructure Levy (CIL)
The proposed scheme would generate in the region of £145, 720 (CIL), based on £148.24 (2019 indexed figure) per sqm of GIA.

2.4 The following plans and supporting documents were submitted:

Received 28th March 2018:

- Site Plan - Drawing no: 1723-1000 Rev PL1
- Site Location Plan - Drawing no: 1723-1101 Rev PL1
- Landscape Proposals - Drawing no: 69C
- Hardworks and Construction Details - Drawing no: 71D
- Detailed Planting Plan - Drawing no: 70D

Other documentation received 28th March 2018:

- CIL Planning Application Additional Information Requirements Form Planning Statement, dated 27th March 2018, prepared by Roger Miles Planning Ltd
- Comparative Landscape Assessment, Rev C [and appendices], dated March 2018, prepared by The Landscape Partnership
- Flood Risk Summary Statement, dated March 2018, prepared by RSK
- Noise Impact Assessment, document ref: R7279-1 Rev 1, dated 7th March 2018, prepared by 24 Acoustics
- Planning Application Supporting Statement, dated March 2018, prepared by Roger Miles Planning Ltd
- Preliminary Ecological Appraisal Report, ref: CSA/3656/01, dated February 2018, prepared by CSA Environmental

Received 3rd April 2018:

- Existing Site Plan - Drawing no: 1723-1005 rev PL1
- FT 2BT4 [Proposed Floor Plan for 2 bed Type 4] - Drawing no: 1723-2000-5 Rev PL1
- FT 2BT3 [Proposed Floor Plan for 2 bed Type 3] - Drawing no: 1723-2000-4 Rev PL1
- FT 2BT2 [Proposed Floor Plan for 2 bed Type 2] - Drawing no: 1723-2000-3 Rev PL1
- FT 2BT1 [Proposed Floor Plan for 2 bed Type 1] - Drawing no: 1723-2000-2 Rev PL1
- FT 1BT1 [Proposed Floor Plan for 1 bed Type 1] - Drawing no: 1723-2000-1 Rev PL1
- Floor Plan - Drawing no: 1723-1105 Rev PL1
- Elevations - Drawing no: 1723-1304 Rev PL1
- Bin Store Plan - Drawing no: 1723-1110 Rev PL1
- Bin Store Elevations - Drawing no: 1723-1310 Rev PL1
- Street Elevations - Drawing no: 1723-1305 Rev PL1
- 3D Views - Drawing no: 1723-1350 Rev PL1

Other documentation received:

- Design and Access Statement, prepared by Robert Rigby Architects Ltd

Amended received 21st September 2018:

- Landscape Proposals - Drawing no: 72

Other documentation received:

- Landscape Character Area Report, dated 20th July 2018, prepared by the Landscape Partnership

Amended received 16th January 2019:

- FT 2BT3 [Proposed Floor Plan for 2 bed Type 3] - Drawing no: 1723-2000-4 Rev PL2
- FT 2BT2 [Proposed Floor Plan for 2 bed Type 2] - Drawing no: 1723-2000-3 Rev PL2
- Floor Plan - Drawing no: 1723-1105 Rev PL2
- Site Plan - Drawing no: 1723-1000 Rev PL3
- Street Elevations - Drawing no: 1723-1305 Rev PL3
- Elevations - Drawing no: 1723-1304 Rev PL3
- 3D Views - Drawing no: 1723-1350 Rev PL3
- Landscape Proposals - Drawing no: 69F
- Detailed Planting Plan - Drawing no: 70E
- Hardworks and Construction Details - Drawing no: 71E

Other documentation received:

- Design and Access Statement, prepared by Robert Rigby Architects Ltd
- Planning Application Supporting Statement, dated January 2019, prepared by Roger Miles Planning Ltd

Amended received 6th March 2019:

- Planning Application Supporting Statement, dated March 2019, prepared by Roger Miles Planning Ltd

Amended received 18th March 2019:

- Hardworks and Construction Details - Drawing no: 71E
- Landscape Proposals - Drawing no: 69F

3. RELEVANT PLANNING HISTORY

00/01215/OUT	Demolition of Manor Farm sewage works. High-density mixed-use development comprising 850 dwellings including affordable units, offices, a hotel and ancillary facilities.	Approved subject to s106 (02/10/02)
05/00548/OUT	Mixed use development comprising up to 1,150 new homes, offices (126,000 sq m), hotel, retail and community uses including cafes, bars, restaurants and health and fitness studios, open space and associated infrastructure including a pedestrian and cycle bridge link across the A33.	Approved subject to s106 (18 September 07).
05/00671/REM	Proposed Reserved Matters Application (Phase 1 of 3) pursuant to 04/01215/VARIAT for the construction of 397 dwellings including 90 affordable flats, a community centre and shops. Revised Development Brief, Phase I Affordable Housing Scheme and Public Open Space Strategy.	Approved (16/11/05)
07/00398/REM	Reserved Matters (access, external appearance, siting, landscaping and design) application pursuant to 04/01215/VARIAT for the amendment of Blocks E, F, O and Q (as approved under 05/00671/REM) to increase the total number of residential units from 103 (18 x	Approved (24/07/07)

	1 bed flats, 29 x 2 bed houses, 55 x 3 bed houses and 1 x 4 bed house) to 128 (27 x 1 bed flats, 34 x 2 bed flats, 25 x 2 bed houses, 34 x 3 bed houses and 8 x 4 bed houses) (re-submission of 06/01569/REM and 07/00080/REM).	
07/01607/REM	Reserved Matters Application for landscaping within Foudry Brook Corridor pursuant to Outline Planning Permission 05/00548/OUT (re-submission of 07/01261/REM)	Approved (6/3/08) superseded by 130668
07/01662/REM	Reserved Matters (external appearance, siting, landscaping and design) for Phase 2 - 8 Affordable Housing units)	Approved (17/3/18)
07/01685/REM	Reserved matters (external appearance, siting, landscaping and design) for construction of secondary Piazza.	Approved (18/3/08)
11/00139/REM	Reserved Matters application pursuant to Outline Planning Permission 05/00548/OUT for the development for 81 residential units with open space and associated infrastructure and landscaping. Phase 3A.	Approved (10/05/11)
12/00481/OUT	A 'hybrid' planning application for 546 residential units, associated infrastructure and public open space including: Phase 3B - Blocks A, J, K and Y (submitted in full) for the construction of 404 apartments, and Phase 3C - Blocks B, C and D (submitted in outline) for the construction of 102 houses and 40 apartments.	Approved subject to s106 07 th November 2012.
130623/FUL	Temporary (6 years) three storey building for use as a sales and marketing suite with ancillary parking and landscaping.	Approved (24/6/13)
130668/REM	Reserved Matters (landscaping only) application pursuant to Outline Planning Permission 05/00548/OUT for a mixed use development comprising up to 1,150 new homes, offices, hotel, retail and community uses including cafes, bars, restaurants and health and fitness studio, open space and associated infrastructure in respect of the Foudry Brook Corridor and Local Wildlife Site. [update of 07/01607]	Approved (16/12/13)
131633/REM	Approval of Reserved Matters application for Phase 3C, comprising 102 houses and 40 apartments pursuant to outline reference 12/00481/OUT.	Approved (25/4/14)
160323/NMA	Application for a non-material amendment following a grant of planning permission (131633).	Approved (6/5/16)

160696	Non-material amendment following a grant of planning permission 12/00481/OUT.	Approved (9/6/16)
161440	Application for a non-material amendment following a grant of planning permission (12/00481/OUT)	Approved (26/9/16)
171940/PREAPP	Redevelopment of temporary marketing suite to provide 1x1 bed apartment and 11x2 bed apartments with associated parking. <i>Principle considered unacceptable unless the permanent loss of open space were adequately compensated and justified.</i>	Observations sent (5/1/18)
190308	Landscape improvement works [Land off Rushley Way and Whale Avenue]	Recommendation to approve.

4. CONSULTATIONS

(i) Statutory

4.1 None

(ii) Non-Statutory

Natural Environment

- 4.2 The original comments were *“Retention of established trees around the perimeter has been allowed for and a comprehensive landscape scheme has been devised to the level normally expected of such a development. This does not however overcome the fundamental, ‘in principle’ concerns [regarding the loss of open space], as were advised at pre-app.”*
- 4.3 **Planning Officer note:** Following the submission of amended plans and the associated open space enhancement scheme, the Natural Environment Officer stated *“From a landscape perspective, I think that the proposed 4-storey block (marginally higher than the highest element of the existing marketing suite) would not be harmful when viewed from the A33 when considering the significant mass of building (Hotel) on the other side of the Kennet Island access and that existing trees and new planting will form a suitable screen to the proposed building.*
- 4.4 *Retention of established trees around the perimeter has been allowed for and a comprehensive landscape scheme has been devised to the level normally expected of such a development.”*
- 4.5 With respect to mitigation scheme the Natural Environment stated *“As indicated, the proposals have the potential to provide an improvement to the current site by introducing a soft landscape area and creating greater interest, hence use. However, the current proposals offer very limited softening give the intended use of resin bonded gravel and artificial grass; the only softening being limited to perimeter shrubs (over and above retained / new trees).*
- 4.6 *I would suggest that as a stand alone application, it may be supportable, subject to clarification and amendments as per my previous email. However, I think that as compensation for the land lost as public open space it falls short of being satisfactory.*

- 4.7 *Whilst additional shrub planting is proposed, the surfacing is all hard and there is a net loss in tree number. In addition, it is an urban setting so will not have the same benefits for use as an open space as one located on the marketing suite land which is a considerably more naturalistic and open setting.*

Ecology- RBC

- 4.8 The application site comprises a sales and marketing suite at the Kennet Island Development. The suite was permitted under a temporary 6-year permission, and it was originally planned that the suite would be demolished and returned to the landscaping scheme approved under 130668 (Foudry Brook corridor management plan). It is now proposed to replace the suite with 12 apartments and associated parking.
- 4.9 The original landscaping scheme would have returned the site to turf, bulb planting, scattered trees and shrub plantings. The current landscaping scheme appears to relocate these previously approved elements around the proposed building, and now includes a wildflower sward and increased tree planting.
- 4.10 The application site comprises a modern flat-roofed building, hardstanding, amenity grassland and ornamental plantings. The ecological report (CSA Environmental, February 2018) concludes that although the adjacent Foudry Brook corridor is likely to be of some value to protected wildlife, the site itself is unlikely to be used by any protected species. However, considering the site's close proximity to Foudry Brook the report recommends that a Construction Environmental Management Plan (CEMP) should be prepared to ensure that the brook habitat is not affected by the development - this should be conditioned. The CEMP should consider the existing Foudry Book Management Plan, and also identify measures to avoid harming nesting birds (e.g. site clearance should be undertaken outside of the bird nesting season) and other wildlife (e.g. any excavations should be covered overnight).
- 4.11 Moreover, considering the good wildlife value of the connecting habitat and in keeping with the Kennet Island Development, a wildlife-sensitive lighting scheme as well as biodiversity enhancements should be incorporated into the development - this should be conditioned.
- 4.12 Subject to the conditions there are no objections to this application on ecological grounds.

Environmental Protection and Nuisance - RBC

- 4.13 Environmental Protection concerns are as follows: Noise impact on development, contaminated land and construction and demolition phase.
- 4.14 Noise Impact on Development - 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 will be followed, or that alternative but equally or more effective glazing and ventilation will be used.
- 4.15 Contaminated Land - The site has a former potentially contaminative land-use as a sewage treatment works. The wider site was remediated at an earlier phase to ensure it would be suitable for use as residential, so there is no further action required for this proposed development.

- 4.16 Construction and Demolition Phase - 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. 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. Recommended conditions for the control of noise and dust during construction and no burning on site.

Housing Strategy - RBC

- 4.17 Confirmed that a financial contribution would be acceptable as it would not be possible to secure a RSL to manage a few units in a shared block with a single entrance. The agreed provision is set out in section (x) of the Appraisal Section below.

Transport - RBC

- 4.18 The initial comments were as follows:
- 4.19 The proposed site is located within Zone 3, Secondary Core Area, of the Council's adopted Parking Standards and Design SPD. Typically these areas are within 400m of a Reading Buses high frequency 'Premier Route', which provides high quality bus routes to and from Reading town centre and other local centre facilities.
- 4.20 The proposal consists of the construction of a four storey apartment block located on the site of the existing Sales and Marketing Suite at Kennet Island for 12 Flats:
- 11 x 2 Bedroom Flats
 - 1 x 1 Bedroom Flat
- 4.21 In accordance with the adopted Parking Standards and Design SPD the proposed development would be required to provide off road parking of 1.5 parking spaces per 1 - 2 bedroom flat. In addition to this, visitor parking is also required at a ratio of 1 visitor space per 4 dwellings (Flats). Therefore the off road parking provision required would be 18 for the flats and 3 for visitors.
- 4.22 The planning statement and site plans indicate provision of 12 parking spaces for the flats, with a further 2 to be allocated for visitors, this falls below the Council's current parking standard.
- 4.23 Previous applications had already identified that there was a lack of visitor parking; currently on street parking occurs on Drake way where there is unrestricted parking. Justification for a lower provision for parking is required, which may include, but not limited to, an assessment of car ownership in the area. However 3 dedicated visitor spaces must be required.
- 4.24 Plans indicate that the existing access from Drake Way which has been used to service the existing Sales and Marketing Suite will be retained with no changes. The width of the access is in excess of 4.1m which is in accordance with the Council's current parking standards and therefore deemed acceptable.
- 4.25 The planning statement and floor plan indicate cycle provision for 14 on the ground floor of the residential block, this is in excess of the current standards where it states that 0.5 cycle storage spaces should be provided for each dwelling. Clarification is however required as to the type of stand to be used.
- 4.26 Plans illustrate a dedicated bin storage area; bin storage should comply with Manual for Streets and British Standard 5906: 2005 for Waste Management in Buildings and should be located no further than 15m from the access point of the

site to avoid the stationing of service vehicles on the carriageway for excessive periods.

- 4.27 To be able to fully determine this application, please ask the applicants agent to address the issues stated above.
- 4.28 **Planning Officer note:** Following amended plans submitted on 16th January and on 18th March Transport confirmed that the “*provision of 12 parking spaces for the residential apartments*” would comply with the “*provision approved throughout the Kennet Island development and is therefore acceptable. A provision of 3 visitor spaces is also proposed in accordance with the Council’s standards. One of the visitor bays is to be located further along Drake Way but this has been deemed acceptable.*”
- 4.29 More details of the cycle storage were provided and Transport confirmed that “*clarification has been provided that the type of stand to be used is a two tier josta cycle store and this is deemed acceptable and would fit within the proposed cycle store.*”
- 4.30 Transport has no objections subject to conditions for the submission and approval of a Construction Method Statement, vehicle parking spaces to be provided prior to occupation, vehicle access to be provided in accordance with the approved plans, bicycle parking spaces to be provided in accordance with approved plans, bin storage to be provided prior to occupation and the highways informative.

(iii) Public Consultation

- 4.31 Flats 1-8, 1 Drake Way, 3-11 (odd) Drake Way, 2 Puffin Way, Cygnet House and the Hilton Hotel were consulted. Five responses were received, 4 no. objections and 1 no. support summarised as follows:
- Concern about the level of parking provision and the resulting effect.
 - An underground car park should be built (like the other new blocks) and surface level parking should be for visitors, which would free up the road and benefit the whole community.
 - Why does every bit of land have to be turned into flats? Kennet Island is already over populated with too many flats and is experiencing more and more antisocial behaviour. I thought there was going to be a new community centre?! Come on Berkeley!
 - The site was earmarked for a community centre. There is a big community of residents in the area with no community centre. Just adding more flats will put an additional burden on infrastructure.
 - Very disappointed that all Berkeley Homes care about is making money rather than making a community.
 - I am in support of the new apartments being built, however I would like for planning to address the parking. Either, additional spaces need to be planned for to co-inside with this new build or stricter enforcement of the visitor spaces permits and yellow line restrictions on the roads to prevent free parking, blocking access.

5. RELEVANT PLANNING POLICY AND GUIDANCE

- 5.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that proposals be determined in accordance with the development plan unless material considerations indicate otherwise. Material considerations include relevant policies

in the National Planning Policy framework (NPPF) - among them the 'presumption in favour of sustainable development'.

- 5.2 The following national and local planning policy and guidance is relevant to this application:

National

National Planning Policy Framework (NPPF)

National Planning Policy Guidance

Reading Borough Local Development Framework - Adopted Core Strategy (2008, altered 2015)

CS1: Sustainable Construction and Design

CS2: Waste Minimisation

CS4: Accessibility and Intensity of Development

CS5: Inclusive Access

CS7: Design and the Public Realm

CS8: Waterspaces

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

CS23: Sustainable Travel and Travel Plans

CS24: Car / Cycle parking

CS28: Loss of Open Space

CS30: Access to Open Space

CS34: Pollution and Water Resources

CS35: Flooding

CS36: Biodiversity and Geology

CS38: Trees, Hedges and Woodland

Reading Borough Local Development Framework - 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

DM16: Provision of Open Space

DM17: Green Network

DM18: Tree Planting

DM19: Air Quality

SA1: South Reading Development Principles

SA2: South Reading Strategic Development Sites

SA14: Cycle Routes

SA16: Public and Strategic Open Space

Supplementary Planning Documents

Affordable Housing (July 2013)

Revised Parking Standards and Design (Oct 2011)

Employment, Skills and Training (2013)

Planning Obligations under S106 (April 2015)

Sustainable Design and Construction (July 2011)

South West Reading Planning Brief (April 2000)

Other Guidance Documents

- Berkshire (including South Bucks) Strategic Housing Market Assessment, Final Report, Prepared by GL Hearn, February 2016
- Technical Housing Standards - Nationally Described Space Standard, DCLG, 2015

6. APPRAISAL

(i) Principle of Development

- 6.1 The NPPF recognises that providing a supply of housing (para 8) is a key part of sustainable development and the proposed housing would assist in the delivery of the Borough's housing needs to 2036 (Strategic Housing Market Assessment¹ (SHMA)). Core Strategy Policy CS14 supports the delivery of new housing and para 6.13 sets out that residential will continue to be delivered as part of mixed-used development in South West Reading particularly in the A33 corridor.
- 6.2 Adopted Core Strategy CS3, also addresses the need for housing to be “co-located with a range of accessible facilities..” The proposed site is in a sustainable location within an existing mixed use scheme with some local facilities and there is access by sustainable transport modes to a range of services and facilities in Whitley, and Reading Centre.
- 6.3 The principle of the use is therefore considered acceptable subject to demonstrating that the loss of public open space has been sufficiently mitigated and compensated for.

(ii) Transport and Accessibility

- 6.4 The overall car parking provision of 1 no. space per flat proposed, accords with the overall parking ratio approved for Kennet Island, and is deemed by Transport to be acceptable. There will be 3 no. visitor spaces and one of these will be on Drake Way adjacent to Block Y (to the north of the site) and this has been agreed by Transport to be acceptable and would be secured by condition.
- 6.5 A secure and private cycle store for 14 cycles would provide in excess of the policy compliant number of spaces. Transport originally queried the lack of a pedestrian footpath linking the site to the north side of Drake Way. This has been amended and there is now a footpath alongside the vehicle entrance into the application site and along Drake Way, which Transport has confirmed is acceptable.
- 6.6 Subject to conditions and an informative, as set out in the recommendation above, the proposed scheme with accord with Transport policies CS23, CC24 and DM12.

(iii) The design, layout, scale, and visual impact on the character and appearance of the area

- 6.7 Design is a key element of national planning policy para 124 of the NPPF states that *“The creation of high quality buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities.”*

¹ Berkshire (including South Bucks) Strategic Housing Market Assessment Final Report, prepared by GL Hearn, February 2016

- 6.8 Core Strategy Policies CS4 and CS7 relate to density and design. CS4 requires that developments should be of a scale and density related to its level of accessibility or upgraded accessibility. CS7 states that all developments must be of high quality design that maintain and enhance the character and appearance of the area of Reading in which it is located.
- 6.9 The design principles, in terms of materials and form, of the proposed four storey building would be the same as the other blocks within Phase 3A and 3B to the north and east. The proposed materials of Kelmsley Yellow facing brick, white render and grey aluminium projecting cladding with grey UPVC windows and doors would continue the material palette adopted for Phase 3. Balconies are proposed which would give visual interest to the street frontage.
- 6.10 In terms of layout and siting the building would have the same front building line as the existing marketing suite, and would be ca 25m from Drake Way and ca 30m from Cygnet House (to the north). These spaces are considered to be sufficient to provide adequate spacing between built forms and protect the visual amenity provided by the Foudry Brook.
- 6.11 The footprint, although larger than the existing building, would be sited to ensure that a good level of existing landscaping and setting would be retained, and the proposal includes enhanced landscaping. This would ensure that the proposed building would 'sit' well within the context, without detriment to the existing landscape nor the wider open spaces strategy for the area.
- 6.12 It would provide a suitable transition in scale from the five storey Cygnet House to the north and the 3 storey houses to the east. It would contribute to the urban structure by providing a continuation of the frontage to A33, by marking the entrance into Kennet Island, but retaining an important gap between it and Cygnet House.
- 6.13 Officers consider that the scheme provides for a good quality design in accordance with policies CS4 and CS7.

(iv) **Housing Mix & Density**

- 6.14 The density proposed is 46 dph (12 over 0.26ha) which meets policy requirements for 'accessible suburban' under Policy CS15 and is in line with the density of neighbouring buildings along Drake Way.
- 6.15 With respect to mix Policy DM5 requires that on new developments for 10 or more dwellings outside the central area and defined district and local centres, 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.
- 6.16 The proposed mix does not meet the policy requirements. The Planning Statement sets out that when Phase 3 of Kennet Island was under consideration it was in the context of the Berkshire Housing Market Assessment which indicated strong growth in single person households in the period to 2026, and marketing evidence that demonstrated high demand for apartments rather than houses, particularly for first time buyers, and limited interest from families.
- 6.17 Design considerations were also a key issue which suggested the need for high density developments to deliver gateway features and urban form to the A33, where a dominant presence was required, which would not be achievable with two

or three storey houses. The applicant has advised that the development overall has not proved popular with families, and officers consider that housing with private gardens on the A33 frontage would also be less likely to appeal to families. The existing mix of Phase 3 is 81% apartments and 19% flats.

- 6.18 The current Berkshire Housing Market Assessment (2016) states *“In applying policies on housing mix to individual development sites regard should be had to the nature of the development site and character of the area, and to up-to-date evidence of need as well as the existing mix and turnover of properties at the local level.”* (paragraph 49).
- 6.19 Given the nature and scale of development around the site it is considered that the proposed 12 no. apartments would reflect the scale and mix and would reflect the urban form along the A33 frontage and therefore the mix is considered acceptable in this instance.

(v) The Amenity Impacts for Proposed Residential Properties

- 6.20 The key guiding principles for safeguarding amenity for existing and proposed residents are set out in Policy DM4 and with respect to private and communal amenity space in Policy DM10.
- 6.21 The proposal would be of a sufficient distance away from other existing properties to avoid amenity concerns in terms of overshadowing, overlooking or overbearing presence/ visual dominance, and the overall design would ensure that there would be sufficient daylight and sunlight to all the proposed flats.
- 6.22 With respect to private amenity space each unit would be provided with a private balcony, or terrace. There is also communal open space adjacent to the building.
- 6.23 The size of the proposed flats would meet national space standards.(DCLG 2015).
- 6.24 The national and local policy framework seeks to ensure that developments are not subject to noise which gives rise to significant adverse effects which would impact on health and quality of life. Core Strategy Policy CS34 requires adequate mitigation measures to minimise the impact of such pollution.
- 6.25 The spatial arrangement has sought to stack the same use rooms above and next to each other between units, and the buildings would be subject to sound insulation requirements under Building Regulations. An informative is included in the recommendation above.
- 6.26 The Noise Impact Assessment sets out the acoustic requirements for glazing and ventilation in order that internal noise levels meet BS standard guidelines. The Environmental Protection and Nuisance officer has confirmed that the scheme would be acceptable with respect to noise, subject to a recommended condition that the scheme be implemented in accordance with the noise assessment. The proposed measures would be consistent with approach taken within other phases.

(vi) Landscape & Open Space

- 6.27 As set out in the introduction section above, following the removal of the temporary marketing suite the application site should be returned to open space/ landscape in accordance with the approved landscape plan (under permission 130668), as part of the landscaped setting to the entrance of Kennet Island. The application area was identified for a mix of grass, bulb planting, shrub planting and some new trees.

- 6.28 During the course of the application the applicant was advised that further detail would need to be presented with respect to:
- How the proposed landscaping within the application site would meet the requirements for the proposal itself;
 - How the original intended character of the Foudry Brook corridor would be maintained and potentially enhanced; and
 - Setting out the mitigation/ compensation for the loss of open space (policy CS28).
- 6.29 A Landscape Character Area report was submitted with the purpose of considering the specific character and function of the Foudry Brook Corridor Landscape Character Area, as defined in the 2007 Development Brief and to assess whether the proposed development and associated landscaping scheme would meet the objectives of the Landscape Character Area.
- 6.30 Officers consider that it has been demonstrated that the proposed landscaping scheme would meet the original objectives and seeks to compensate for the loss through comprising a number of features to enhance the open space, including an increase in the number and area of trees, shrubs, specimen plants and bulbs, to strengthen the landscape buffer, enhanced wildlife habitat and protection of the Wildlife Buffer Zone from pedestrian access.
- 6.31 Although the proposed scheme does result in the loss of the overall quantum of open space, it is not considered it would have a detrimental effect on the character or function of the remaining space, which is as landscape setting, and on the edge of a Wildlife Buffer Zone, where pedestrian access would be controlled.
- 6.32 Policy CS28 states *“Development proposals that will result in the loss of open space or jeopardise its use or enjoyment by the public will not be permitted. In exceptional circumstances, development may be permitted where it is clearly demonstrated that replacement open space, to a similar standard, can be provided at an accessible location close by, or that improvements to recreational facilities on remaining open space can be provided to a level sufficient to outweigh the loss of the open space. The quality of existing open space should not be eroded by insensitive development on adjoining land.”*
- 6.33 In addition to the above and as mitigation/compensation for the loss of open space, a proposed scheme at Whale Avenue, close to the site was submitted (under 190308). This was following discussion with and comments from RBC officers, which fed into the final submitted proposal.
- 6.34 Whale Avenue is one of the primary streets within Kennet Island. This proposed mitigation scheme would create a more active and positive space in front of the ‘Meeting Point’, a community space not currently well used due in part to its lack of active frontage. The proposed concept would be for two separate community spaces. One an open terrace to encourage community events to spill out in to the public realm and the other a semi-enclosed space for adult and teens for recreation.
- 6.35 This proposed scheme is considered acceptable by Leisure, Natural Environment and Transport as a scheme in its own right.
- 6.36 The type of open space proposed, as compensation for that which would be lost at the application site, would be different. However, it is considered that the combination of the overall benefits, i.e. the enhanced landscaping proposed at the

application site, which would not detrimentally affect the original Landscape Character Area objectives, a compensation scheme (Whale Avenue) which would provide the opportunity for enhanced community open spaces, and the provision of housing at the application site, would on balance outweigh the loss. The implementation of the compensation scheme is a recommended obligation within the proposed S106 legal agreement.

- 6.37 Officers consider that the proposed landscaping is of a good quality design, which has responded well to matters raised and the proposed open space enhancement scheme at Whale Avenue would provide suitable mitigation for the loss of open space, and subject to conditions, as recommended above, accords with relevant policies CS7, CS28, CS38, and DM18.

(vii) Ecology

- 6.38 Policy CS36 requires development to retain, protect and incorporate features of biodiversity or geological interest found within sites.
- 6.39 The Ecological Appraisal concludes that the site itself is unlikely to be used by any protected species. The original landscaping scheme would have returned the site to turf, bulb planting, trees and shrubs. The proposed landscaping would relocate these around the building with increased tree planting. The proposed ecological enhancements include the provision of bird/bat boxes within the building fabric and detailed landscaping proposals which seek to maximise wildlife benefits through use of native species and strengthen of boundaries and green links around the site.
- 6.40 As the site is in close proximity to Foudry Brook the report recommends that a Construction Environmental Management Plan (CEMP) should be prepared to ensure that the brook habitat is not affected by the development. A condition is recommended in this regard. Ecology recommends that the CEMP considers the existing Foudry Book Management Plan, and also identifies measures to avoid harming nesting birds and other wildlife. Ecology also recommends conditions for wildlife sensitive lighting scheme and biodiversity enhancements to be incorporated into the development. Subject to these conditions there are no objections on ecological grounds and the proposed scheme is therefore considered acceptable and accords with policy CS36.

(viii) Flood Risk and Sustainable Drainage SUDs

- 6.41 The Flood Risk Strategy identifies that the development will not give rise to an increased risk of flooding either within the site or elsewhere within the vicinity of the Site.
- 6.42 The proposed drainage strategy would follow the principles for surface water drainage approved across the Kennet Island site.
- 6.43 The SUDs officer confirmed that there are no objections subject to conditions that the SUDS scheme be implemented prior to occupation and that a maintenance plan be submitted and approved.
- 6.44 It is considered that the development proposals would comply with relevant standards for flood risk and sustainable drainage in accordance with Policy CS1, CS35 and DM1.

(ix) **Sustainability**

- 6.45 It is proposed that the development would meet BREEAM very good standards. The sustainability approach would follow local policy requirements and guidance in the RBC's SPD through including high quality insulation, south facing balconies to reduce the demand on heating and lighting, appliances to reduce water consumption and the photovoltaic panels across Kennet Island.
- 6.46 The submitted approach is considered to accord with policies CS1, CS2 and DM1.

(x) **Affordable Housing**

- 6.47 Policy DM6 requires an on-site contribution of 30% affordable housing for scheme of 5 units and over made up of a combination of on-site provision and commuted payments.
- 6.48 Based on 12 apartments the requirement would be 4 units. However, it has been agreed with RBC Housing Strategy that a financial contribution in lieu of provision would be acceptable in this instance as it would not be practical for an RSL to manage a few units in a shared block. Based on two independent valuations the S106 contribution would be £567,375 and would be secured via a S106 legal agreement.

(xi) **Infrastructure Provision (Section 106 and Community Infrastructure Levy)**

- 6.49 Policies CS9 and DM3 allow for securing the necessary contributions to ensure that the impacts of a scheme are properly mitigated. These are considered to meet the relevant legal tests as set out in the CIL regulations and would mitigate the effects of the scheme effectively. The recommended heads of terms in addition to affordable housing, are as follows, as also set out in the recommendation above: ***Employment Skills and Training*** - Preparation of Construction skills ESP, and implementation of the open space compensation scheme at Whale Avenue under planning reference 1990308 (to be determined under delegated authority).
- 6.50 CIL does not form part of the determination of the application, but informatives are included regarding the CIL process following determination. This could be used for a range of infrastructure provision.

(xiii) **Equality**

- 6.51 In determining this application the Council is required to have regard to its obligations under the Equality Act 2010, which identifies protected characteristics or groups. 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.
- 6.52 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 proposal would deliver new housing in a sustainable location and would have a good quality design consistent with other development within Kennet Island.

- 7.2 Although the proposal would lead to the loss of open space, it would include enhanced landscaping, which meets the original objectives of the Foudry Brook Corridor Character Area, and there would be an enhanced open space close to the application site, within the overall Kennet Island, and with the addition of new housing, which is considered on balance would outweigh the loss.
- 7.3 The proposals would provide for a contribution towards affordable housing, and construction employment, skills and training.
- 7.4 There would be no significant environmental effects.

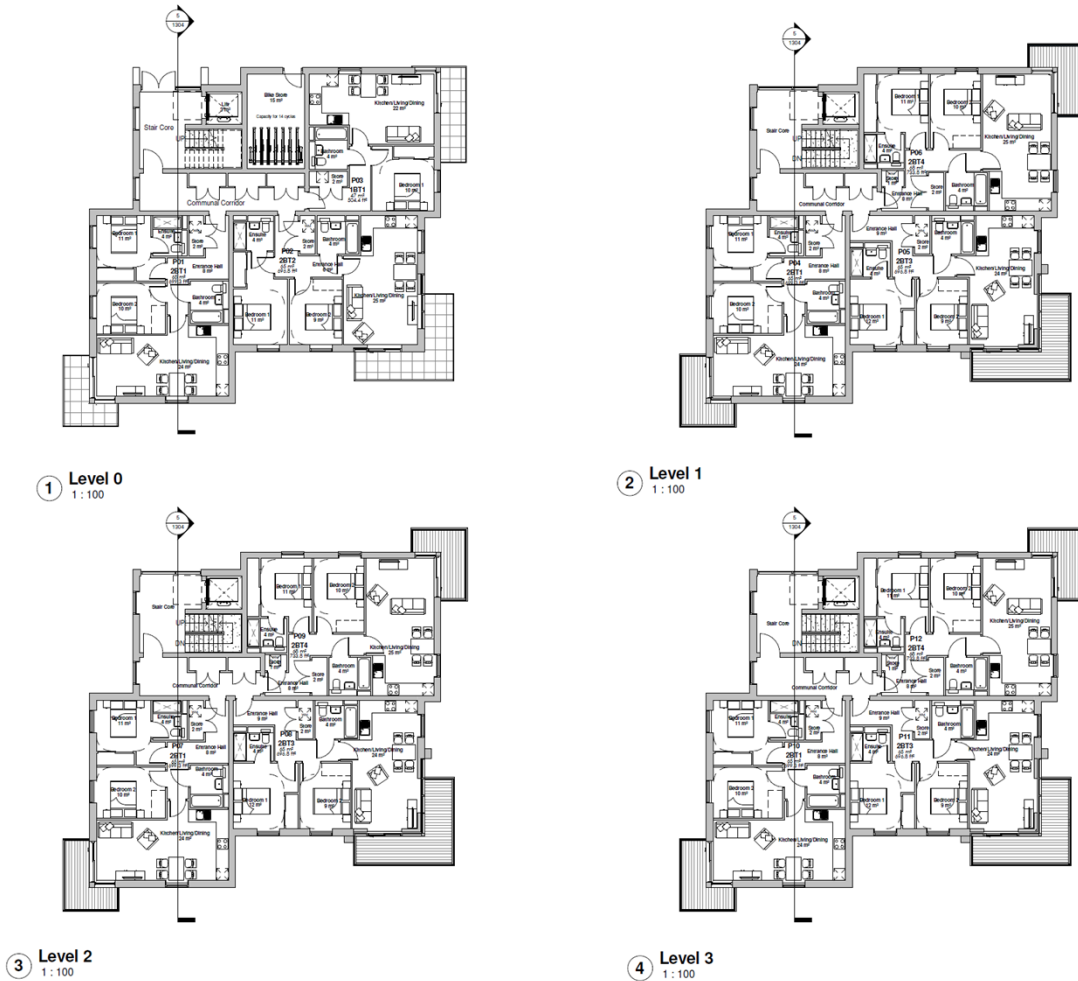
Case Officer: Alison Amoah

APPENDIX 1 - PLANS

Proposed Site Plan (blue line is the existing marketing suite outline)



Proposed Floor Plans



Proposed Elevations



3 Front Elevation (East)
1:100



2 Side Elevation 1 (South)
1:100



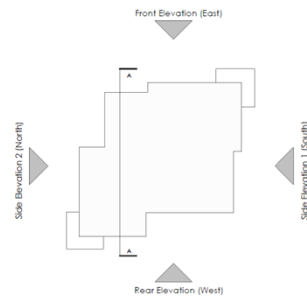
4 Rear Elevation (West)
1:100



1 Side Elevation 2 (North)
1:100



5 Section A
1:100



Street Elevation 1
1:200



Street Elevation 2
1:200



Street Elevation 3
1:200

REV	AMENDMENTS	DATE
PL3	Updated with formal consultation feedback for planning submission	16/02/19
PL2	Comments received in line with consultation design	10/06/18
PL1	Planning Issue	22/03/18

PLANNING		
Robert Rigby Architects Limited 42 Fulham Road Reading, Berkshire RG2 1SA Tel: 0118 191 4515 enquiries@rigbyarchitects.com www.rigbyarchitects.com		
RIBA ARB		
Client: Berkeley Homes		
Project Address: Former Marketing Suite, Kennel Island, Development, Reading, RG2 1SA		
Drawing Title: Street Elevations		
Scale: 1:200 @ A1 10/18/17		
Drawing Number: 1723 - 1305 PL3		

Proposed 3D Views



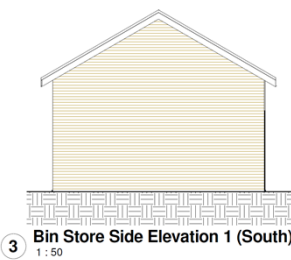
1 3D View 1



2 3D View 2



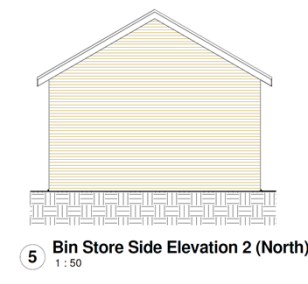
4 Bin Store Front Elevation (East)
1:50



3 Bin Store Side Elevation 1 (South)
1:50



6 Bin Store Rear Elevation (West)
1:50



5 Bin Store Side Elevation 2 (North)
1:50

Landscape Proposals

