

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

Direct ☎ : 0118 937 2112

30 October 2018

Your contact is: **Nicky Simpson (Committee Services) [nicky.simpson@reading.gov.uk](mailto:nicky.simpson@reading.gov.uk)**

**NOTICE OF MEETING - PLANNING APPLICATIONS COMMITTEE 7 NOVEMBER 2018**

A meeting of the Planning Applications Committee will be held on Wednesday, 7 November 2018 at 6.30 pm in the Council Chamber, Civic Offices, Bridge Street, Reading RG1 2LU. The Agenda for the meeting is set out below.

AGENDA	ACTION	WARDS AFFECTED	PAGE NO
1. MINUTES OF THE PLANNING APPLICATIONS COMMITTEE HELD ON 10 OCTOBER 2018	Decision		5 - 14
2. DECLARATIONS OF INTEREST	Decision		
3. QUESTIONS	Decision		
4. POTENTIAL SITE VISITS FOR COMMITTEE ITEMS	Decision	BOROUGHWIDE	15 - 18
5. PLANNING APPEALS	Information	BOROUGHWIDE	19 - 28
6. APPLICATIONS FOR PRIOR APPROVAL	Information	BOROUGHWIDE	29 - 38
7. OBJECTION TO A TREE PRESERVATION ORDER AT 6 WAYLEN STREET	Decision	ABBEY	39 - 42
8. STREET NAME ASSIGNMENT - FORMER BATTLE HOSPITAL SITE OFF PORTMAN WAY	Decision	BATTLE	43 - 50

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## PLANNING APPLICATIONS TO BE DETERMINED

9.	180624/FUL - 57 BAKER STREET Proposal	Decision	ABBEY	51 - 80
	Recommendation	Erection of two 2/3 storey buildings to provide 9 (2x2-bed and 7x3- bed) residential units (Class C3), 9 parking spaces, landscaping and associated works Permitted subject to Legal Agreement-		
10.	181276/FUL - KINGS MEADOW, NAPIER ROAD Proposal	Decision	ABBEY	81 - 94
	Recommendation	Temporary Change of the use for up to 45 days in a calendar year, to change from Class D2 Assembly & Leisure to Christmas Party Events at Kings Meadow, with the site being restored to its former conditions at, or before 2.00pm on the 31st December 2018 Application Permitted		
11.	181365/HOU - 31 WINDERMERE ROAD Proposal	Decision	CHURCH	95 - 106
	Recommendation	Revised proposals for the part single and part double storey side and rear extensions to existing dwelling. (Resubmission of 180784) Application Permitted		
12.	180752/REG3 - WAR MEMORIAL, READING CREMATORIUM & HENLEY ROAD CEMETERY, 55 ALL HALLOWS ROAD, CAVERSHAM Proposal	Decision	PEPPARD	107 - 124
	Recommendation	Extension to cemetery to provide an additional 1376 burial plots Application Permitted		
13.	180683/FUL - LAND ADJACENT TO 300 KINGS ROAD Proposal	Decision	REDLANDS	125 - 158
	Recommendation	Construction of a part five part three storey building of 14 residential apartments (C3) and associated undercroft car parking Permitted subject to Legal Agreement		
14.	181469/LBC - SOUTHCOTE LODGE, BURGHFIELD ROAD Proposal	Decision	SOUTHCOTE	159 - 168
	Recommendation	Replacement of existing timber sliding sash windows with new white uPVC double glazed sliding sash windows to match in style and size and to be installed into the various existing opening apertures of the Grade II Listed Building. Application Refused		
15.	181552/HOU - 11 MORLAIS, EMMER GREEN Proposal	Decision	THAMES	169 - 174
	Recommendation	Single storey rear extension Application Permitted		
16.	181518/FUL - IMPERIUM BUILDING, IMPERIAL WAY, WORTON GRANGE Proposal	Decision	WHITLEY	175 - 186
	Recommendation	Change of use of 2nd floor (2658sqm GIA) to a flexible use comprising either: Office (Class B1a); or a mixed use consisting of office (B1a) and training and commercial conference facilities (Sui Generis) and physical works to replace high level glazing with louvres and install plant on the roof space. (amended) Application Permitted		

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**Present:** Councillor Maskell (Chair);

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

**Apologies:** Councillor Robinson.

### RESOLVED ITEMS

It was reported at the meeting that application 181465/NMA (85 Bedford Road) had been withdrawn.

#### 27. MINUTES

The Minutes of the meeting held on 5 September 2018 were agreed as a correct record and signed by the Chair.

#### 28. QUESTION

The following question was asked by Councillor J Williams:

The Government is currently running two consultations which aim to fast track fracking and bypass local authorities' role in decision making, undermining local democracy. It proposes to allow the exploration phase of fracking under Permitted Development, and to have the production phase of fracking decided centrally by government, taking decisions away from local councils.

Although we don't have fracking in the South East, this is an important principle and could be easily extended to include the kind of oil and gas exploration which is currently being promoted elsewhere in the UK.

Can the Chair of the Committee please tell me, has the Council already responded to these consultations, and if so could he let the Planning Committee know a summary of its comments?

If it has not yet responded, does the Chair agree with me that Planning matters regarding dangerous extraction techniques should be decided on at a local level and not become part of a power grab by the current Government, and will he ask officers to respond before the deadline of October 25th?

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

Hydraulic fracturing (sometimes referred to as 'fracking') is a technique used in the extraction of oil or gas from shale rock formations by injecting water at high pressure. As Committee will be aware, this process has caused some controversy in many areas.

The government's position is that there is a pressing need to establish whether or not there are sufficient recoverable quantities of unconventional oil and gas present to facilitate economically viable full scale production.

As part of its response to the potential for the extraction of oil or gas from shale rock, the government is currently consulting on two proposals in relation to the extraction of shale gas.

The first consultation relates to proposed changes to permitted development rights for non-hydraulic shale gas exploration. Permitted development relates to activities which do not require formal planning permission from the Local Planning Authority. The consultation seeks views on the principle of granting planning permission for non-hydraulic shale gas exploration development through a permitted development right.

It is important to note that this consultation only relates to shale gas exploration and to proposals which do not include hydraulic fracturing (i.e. fracking). It specifically states that, "it would not be appropriate for it to allow for the injection of any fluids for the purposes of hydraulic fracturing."

By law, development which is likely to have significant effects on the environment requiring an Environmental Impact Assessment would not be permitted development. The formulation of any permitted development right will also have regard to environmental and site protection laws such as those for Areas of Outstanding Natural Beauty, Scheduled Monuments, conservation areas, Sites of Special Scientific Interest and World Heritage Sites, National Parks or Broads.

Members should be aware that there are considerable permitted development rights for drilling and other works for minerals-related exploration under Part 17 Class J of the Town and Country Planning (General Permitted Development) Order 2015.

The second consultation is an Initial consultation on the criteria for including major shale gas production projects in the Nationally Significant Infrastructure Project regime. This would bring such shale gas production projects in line with other energy projects of national significance such as the development of wind farms and gas fired generation stations.

In this case, the final decision for granting or refusing development consent would rest with the Secretary of State for the Department of Business, Energy & Industrial Strategy (BEIS). This would remove local decision-making from such projects, albeit the Secretary of State would have the final decision in the case of an appeal against a local decision.

In relation to other forms of oil and gas exploration, these are not covered by the consultation. There are no known commercial resources of oil and gas in Central and Eastern Berkshire. There are currently no licence areas within Central and Eastern Berkshire. A former licence area within Windsor (PEDL 236) was relinquished in 2014. There were also two exploratory wells within the Central and Eastern Berkshire area but these were completed in 1966 and 1974 respectively.

Reading Borough Council, along with Wokingham Borough Council, Bracknell Forest Council and the Royal Borough of Windsor and Maidenhead, are currently jointly preparing a Draft Central and Eastern Berkshire Minerals and Waste Plan. A consultation on the Draft Plan is currently underway and closes on 12th October 2018.

The plan notes (paragraph 5.95) that the lack of a current licence area and the fact that earlier exploratory wells did not lead to further appraisal or production suggests that there are limited opportunities presently for the provision of oil and gas. The plan states that "it is considered that should technology advances and more information on the geological conditions become available, and the situation changes, there is sufficient guidance within the NPPF to determine any application for oil and gas. It is therefore proposed that the plan does not contain a policy on oil and gas."

The two consultations, therefore, have little direct relevance to Reading Borough or indeed Berkshire. Nevertheless, this is a further measure by the government to remove decision-making from local authorities. Planning Applications Committee may therefore wish officers to respond to the consultation on behalf of the Council to object to the removal of local decision-making in relation to any activity associated with such a controversial form of extraction.

## 29. SITE VISITS

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

Resolved -

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

### 180471 - 42 BULMERSHE ROAD

Demolition of existing garage and erection of a three storey semi-detached dwelling of three self-contained two bedroom flats (amended).

### 181365 - 31 WINDERMERE ROAD

Revised proposals for the part single and part double storey side and rear extensions to existing dwelling. (Resubmission of 180784).

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

### 181555 - GROVELANDS BAPTIST CHURCH, OXFORD ROAD

Demolition of existing chapel and church hall. Redevelopment of the site to provide a three storey mixed use development comprising of community halls and ancillary accommodation at ground floor level, 2 x one bedroom flats, 6 x two bedroom flats and 2 x three bedroom flats at the upper floor levels, all with associated external amenity space, car parking and cycle storage.

**181469 - SOUTHCOTE LODGE, BURGFIELD ROAD**

The application is to replace the existing timber sliding sash windows, with new white uPVC double glazed sliding sash windows to the Grade II listed part of the building only. The site also has additional new buildings that form Retirement Housing consisting of 1 and 2 bedroom flats. The replacement windows will be identical to match in style and size and are to be installed into the various existing opening aperture of the Grade II Listed Building.

**30. 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 nine 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**

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

**170019/FUL - FORMER PRIVATE CAR PARK, EAST STREET**

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

Hearing.

Appeal allowed, subject to a S106 agreement.

Resolved -

- (1) That the new appeals, as set out in Appendix 1, be noted;
- (2) That the outcome of the recently determined appeals, as set out in Appendix 2, be noted;
- (3) That the report on the appeal decision set out in Appendix 3 be noted.



**31. APPLICATIONS FOR PRIOR APPROVAL**

The Director of Environment and Neighbourhood Services submitted a report giving details in Table 1 of 13 pending prior approval applications, and in Table 2 of eight applications for prior approval decided between 22 August and 28 September 2018.

Resolved - That the report be noted.

**32. PROPOSED WORKS TO TREES IN AND ADJACENT TO ST MARYS CHURCHYARD, ST MARYS BUTTS**

The Director of Environment and Neighbourhood Services submitted a report seeking approval for proposed works to Council-maintained trees within and adjacent to St Mary's Churchyard, which were subject to Tree Preservation Order (TPO) 10/06. A copy of the TPO plan was attached to the report at Appendix 1.

The report explained that, whilst the trees were not owned by the Council, the Council inspected and maintained them under a historic agreement. The works proposed were not considered to be harmful to the trees' appearance or future health and were reasonable works in order to appropriately manage the trees. No objections or comments had been received as a result of the public notice and it was therefore recommended that the works be approved.

Resolved - That the proposed tree works be approved.

**33. PROPOSED WORK TO ONE PLANE TREE AT WEST FRYERNE, PARKSIDE ROAD**

The Director of Environment and Neighbourhood Services submitted a report seeking approval for proposed works to one Council Plane tree (T2) at West Fryerne, Parkside Road, which was subject to Tree Preservation Order (TPO) 6/07. A copy of the TPO plan was attached to the report at Appendix 1.

The report explained that officers had inspected the tree and the works proposed were considered to be reasonable works to manage the risk presented by the tree. No objections or comments had been received as a result of the public notice and it was therefore recommended that the works be approved.

Resolved - That the proposed tree works be approved.

**34. PLANNING APPLICATIONS**

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

Resolved -

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

Listed building consent for internal and external alterations associated with the proposed change of use from bank (Use Class A2) and offices (Use Class B1a), to a food hall with bars (Use Class A3/A4) at ground floor level, 24 guest hotel bedrooms (Use Class C1) at 1st and 2nd floor levels and bar (A4 Use Class) at third floor level with alterations to create roof top terrace (planning application ref. 180863).

Granted as recommended.

Conditional consent and informatives as recommended, with an additional condition to require submission of a scheme for repair of the wrought-iron 'Lloyds Bank Chambers' lettering on the side entrance and then retention and maintenance of this feature.

Comments received and considered.

**181297/LBC - 17-27 QUEEN VICTORIA STREET**

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

Granted as recommended.

Conditional consent as recommended.

That recommended Condition 2 'Detailed plan of window and doors details' include secondary glazing, like-for-like windows replacement and 'conservation-style' rooflighting.

Comments received and considered.

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

**181365/HOU - 31 WINDERMERE ROAD**

Part one, part two storey side and rear extension.

Deferred for a site visit.

Objector Suzana Lucas, and the applicant's agent Sunil Mehan, attended the meeting and addressed the Committee on this application.

**180683/FUL - LAND ADJACENT TO 300 KINGS ROAD**

Construction of a part five part three storey building of 14 residential apartments (C3) and associated undercroft car parking.

An update report was tabled at the meeting which explained that objections had been received on behalf of the adjacent landowner/developer which required further investigation and discussion with the applicant. It was therefore recommended that the application be deferred.

Deferred as recommended.

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

**180863/FUL - 1 - 2 MARKET PLACE**

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

The issue of planning permission to be dependent on the completion of a Section 106 legal agreement by 24 October 2018 (unless a later date be agreed by the Head of Planning, Development and Regulatory Services), to secure the Heads of Terms set out in the report.

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

Conditional planning permission and informatives as recommended, with an additional informative that the manager's flat was ancillary residential.

Comments received and considered.

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

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

An update report was tabled at the meeting which set out a further objection that had been received, with officer comments, and recommended additional conditions for the provision of a sprinkler system and to retain lifts in working order.

The issue of planning permission to be dependent on the completion of a Section 106 legal agreement by 10 November 2018 (unless a later date be agreed by the Head of Planning, Development and Regulatory Services), to secure the Heads of Terms set out in the original report.

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

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

Comments and objections received and considered.

Objector Tim Bales, and the applicant's agent Jonathan Walton, attended the meeting and addressed the Committee on this application.

**181296/FUL - 17-27 QUEEN VICTORIA STREET**

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

The issue of planning permission to be dependent on the completion of a Section 106 legal agreement by 24 October 2018 (unless a later date be agreed by the Head of Planning, Development and Regulatory Services), to secure the Heads of Terms set out in the report.

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

Conditional planning permission and informatives as recommended.

Comments received and considered.

**171238/VARIAT - JACKSONS CORNER, 1-9 KINGS ROAD**

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

Delegate to Head of Planning, Development and Regulatory Services to agree a variation of the Section 106 legal agreement linked to planning permission 171238/VARIAT to secure the Heads of Terms set out in the report.

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

Conditional planning permission and informatives as originally agreed.

Comments received and considered.

**180418/OUT - 199-207 HENLEY ROAD, CAVERSHAM**

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

The issue of planning permission to be dependent on the completion of a Section 106 legal agreement by 7 November 2018 (unless a later date be agreed by the Head of Planning, Development and Regulatory Services), to secure the Heads of Terms set out in the report.

In the event of the requirements set out not being met, the Head of Planning,

Development and Regulatory Services be authorised to refuse permission.

Conditional planning permission and informatives as recommended in the report to the 5 September 2018 Committee meeting.

Comments and objections received and considered.

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

**181606/DEM - CENTRAL SWIMMING POOL, BATTLE STREET**

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

An update report was tabled at the meeting which set out an additional response received to the public consultation, with officer comments on the issues raised.

Conditional approval and informatives as recommended in the original report.

Comments received and considered.

**35. PLANNING ENFORCEMENT QUARTERLY UPDATE**

The Director of Environment and Neighbourhood Services submitted a report on the current status of all outstanding enforcement notices/prosecutions, including cases where formal enforcement action and/or prosecutions had been undertaken but where the action taken had not yet resolved the breach of planning control. An overview of all outstanding cases involving formal action was attached at Appendix 1.

**Resolved** - That the report be noted.

(Exempt information as defined in paragraphs 6 & 7).

(The meeting started at 6.30 pm and closed at 8.47 pm).

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

<b>TO:</b>	<b>PLANNING APPLICATIONS COMMITTEE</b>		
<b>Date:</b>	7 November 2018	<b>AGENDA ITEM:</b>	4
<b>TITLE:</b>	<b>POTENTIAL SITE VISITS FOR COMMITTEE ITEMS</b>		
<b>SERVICE:</b>	PLANNING	<b>WARDS:</b>	BOROUGH WIDE
<b>AUTHOR:</b>	Kiaran Roughan	<b>TEL:</b>	0118 9374530
<b>JOB TITLE:</b>	Planning Manager	<b>E-MAIL:</b>	kiaran.roughan@reading.gov.uk

**1. PURPOSE AND SUMMARY OF REPORT**

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

**2. RECOMMENDED ACTION**

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

**3. THE PROPOSAL**

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

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

#### **4. CONTRIBUTION TO STRATEGIC AIMS**

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

#### **5. COMMUNITY ENGAGEMENT AND INFORMATION**

- 5.1 Statutory neighbour consultation takes place on planning applications.

#### **6. EQUALITY IMPACT ASSESSMENT**

- 6.1 Officers when assessing an application and when making a recommendation to the Committee, will have regard to its duties Under the Equality Act 2010, Section 149, to have due regard to the need to—
- eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
  - advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
  - foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

#### **7. LEGAL IMPLICATIONS**

- 7.1 None arising from this report.



**8. FINANCIAL IMPLICATIONS**

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

**9. BACKGROUND PAPERS**

Reading Borough Council Planning Code of Conduct.

Local Safety Practice 2013 Planning Applications Committee site visits.

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REPORT BY DIRECTOR OF ENVIRONMENT & NEIGHBOURHOOD SERVICES

TO:	PLANNING APPLICATIONS COMMITTEE		
DATE:	7 November 2018	AGENDA ITEM:	5
TITLE:	PLANNING APPEALS		
AUTHOR:	Kiaran Roughan	TEL:	0118 9374530
JOB TITLE:	Planning Manager	E-MAIL:	Kiaran.roughan@reading.gov.uk

## 1. PURPOSE AND SUMMARY OF REPORT

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

## 2. RECOMMENDED ACTION

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

## 3. INFORMATION PROVIDED

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

## 4. CONTRIBUTION TO STRATEGIC AIMS

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

## 5. COMMUNITY ENGAGEMENT AND INFORMATION

- 5.1 Planning decisions are made in accordance with adopted local development plan policies, which have been adopted by the Council following public consultation. Statutory consultation also takes place on planning applications and appeals and this can have bearing on the decision

reached by the Secretary of State and his Inspectors. Copies of appeal decisions are held on the public Planning Register.

## **6. EQUALITY IMPACT ASSESSMENT**

6.1 Where appropriate the Council will refer in its appeal case to matters connected to its duties Under the Equality Act 2010, Section 149, to have due regard to the need to—

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

## **7. LEGAL IMPLICATIONS**

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

## **8. FINANCIAL IMPLICATIONS**

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

## **9. BACKGROUND PAPERS**

9.1 Planning Appeal Forms and letters from the Planning Inspectorate.

## **APPENDIX 1**

### **Appeals Lodged:**

WARD: PEPPARD  
APPEAL NO: APP/E0345/W/18/3207768  
CASE NO: 180526  
ADDRESS: Crombies Oak, Lowfield Road, Caversham  
PROPOSAL: Variation of condition 3 (approved plans) of planning permission 171791 dated 07/12/17 (Demolition of existing dwelling and construction of replacement 4-bed dwelling) namely to incorporate an integral garage  
CASE OFFICER: Ethne Humphreys  
METHOD: Written Representation  
APPEAL TYPE: Refusal  
APPEAL LODGED: 02.10.2018

WARD: PEPPARD  
APPEAL NO: APP/E0345/W/18/3208809  
CASE NO: 172017  
ADDRESS: Land adjacent to 22 Quantock Avenue, Caversham Park Village  
PROPOSAL: Proposed 2 bed single storey dwelling  
CASE OFFICER: Ethne Humphreys  
METHOD: Written Representation  
APPEAL TYPE: Refusal  
APPEAL LODGED: 03.10.2018

WARD: REDLANDS  
APPEAL NO: APP/E0345/W/18/3208163  
CASE NO: 171772  
ADDRESS: 34 Eldon Terrace  
PROPOSAL: Change of use of basement storage rooms to provide 2 x 1 bed flats including retention of lightwell to rear and associated internal and external alterations.  
CASE OFFICER: Anthony Scholes  
METHOD: Written Representation  
APPEAL TYPE: Refusal  
APPEAL LODGED: 09.10.2018

WARD: TILEHURST  
APPEAL NO: APP/E0345/D/18/3212433  
CASE NO: 181086  
ADDRESS: 300 The Meadway  
PROPOSAL: Single storey front, side and rear extension  
CASE OFFICER: Tom Hughes  
METHOD: Written Representation  
APPEAL TYPE: Householder appeal  
APPEAL LODGED: 09.10.2018

## APPENDIX 2

### Appeals Decided:

WARD: KATESGROVE  
APPEAL NO: APP/E0345/W/18/3199152  
CASE NO: 171893  
ADDRESS: The Woodley Arms Ph, Waldeck Street  
PROPOSAL: Erection of two buildings to accommodate a total of 38 student units of accommodation, including parking, amenity space and landscaping, following demolition of existing former public house.  
CASE OFFICER: Stephen Vigar  
METHOD: Written Representation  
DECISION: Allowed  
DATE DETERMINED: 10.10.2018

WARD: ABBEY  
APPEAL NO: APP/E0345/W/18/3204180  
CASE NO: 172127  
ADDRESS: Dogma Ph, 11 Castle Street  
PROPOSAL: Placement of furniture upon public highway  
CASE OFFICER: Nathalie Weekes  
METHOD: Written Representation  
DECISION: Dismissed  
DATE DETERMINED: 24.10.2018

WARD: SOUTHCOTE  
APPEAL NO: APP/E0345/D/18/3211825  
CASE NO: 181136  
ADDRESS: 15a Southcote Lane  
PROPOSAL: Roof alteration to facilitate additional rooms at second floor  
CASE OFFICER: Tom Hughes  
METHOD: Written Representation  
DECISION: Dismissed  
DATE DETERMINED: 24.10.2018

### APPENDIX 3

#### Address Index of Planning Officers reports on appeal decisions.

- 28 Wokingham Road, Reading, RG6 1JQ
- The former Woodley Arms PH, Waldeck Street, RG1 2RF

#### Planning Officers reports on appeal decisions attached.

## APPEAL REPORT

**Ward:** Park

**Appeal No:** APP/E0345/W/18/3198800

**Planning Ref:** 171014/FUL

**Site:** 28 Wokingham Road, Reading, RG6 1JQ

**Proposal:** Construction of 9 dwellings (flats) for multiple occupation, accommodating 27 bedrooms with associated 7 parking spaces, bicycle store, motorbike store and bin stores with bins collection point and landscaping. Demolition of existing former petrol station building with canopy.

**Decision level:** Delegated

**Method:** Written representations

**Decision:** Appeal dismissed

**Dates Appeal Determined:** 17 September 2018

**Inspector:** Richard S Jones BA(Hons) BTP MRTPI

### SUMMARY OF DECISION

The Inspector noted the previous approval of a scheme containing 7 flats on the site in May 2016 (150325/FUL).

The Inspector found that the proposed building would effectively fill the site to its margins such that it would appear cramped and overdeveloped, particularly in relation to 2 Hamilton Road, which currently has a spacious frontage that contributes positively to the character and appearance of the conservation area. The Inspector's conclusion includes a useful demonstration of the 'planning balance' in respect of designated heritage assets in accordance with paragraphs 133 and 134 of the NPPF.

The Inspector acknowledged that the existing garage/car wash detracts from the character and appearance of the area but merely improving on this low baseline position carries little weight.

The Inspector noted the change from the urban character of Wokingham Road to the distinctly suburban character of Hamilton Road and criticised the lack of space for landscaping and tree planting in particular, which reinforces the cramped, overdeveloped appearance.

The Inspector found that the proposal would be harmful to the character and appearance of the area, and as a gateway to the Conservation Area, would fail to preserve its setting.

Turning to the amenity of future occupiers of the HMO accommodation, the Inspector agreed with the Council's assessment that the proposed kitchen/dining space is not sufficient to also serve as a sitting area and therefore additional communal space is required. The appeal proposal would be "cramped and oppressive".

The Inspector then considered the outdoor amenity space which was found to be insufficient "to meet the reasonable expectations of future occupants given the relatively high intensity of use" and would not provide relief from the constrained internal areas. The proximity to Palmer Park "would not address the domestic requirements and convenience of on-site amenity space".

In terms of the amenity of neighbours, the Inspector considered that whilst some harmful overlooking would occur, this could reasonably be prevented by obscure glazing secured by condition.

The decision was issued after publication of the revised NPPF which reiterated the

Government's view that Affordable Housing should not be sought on smaller sites (para 63). The Inspector addressed this, confirming the primacy of the development plan and acknowledging the Council's evidence of a "very high need for affordable housing in the Borough as well as challenging circumstances which justify the need for small sites to make contributions to affordable housing as an exception to national policy"

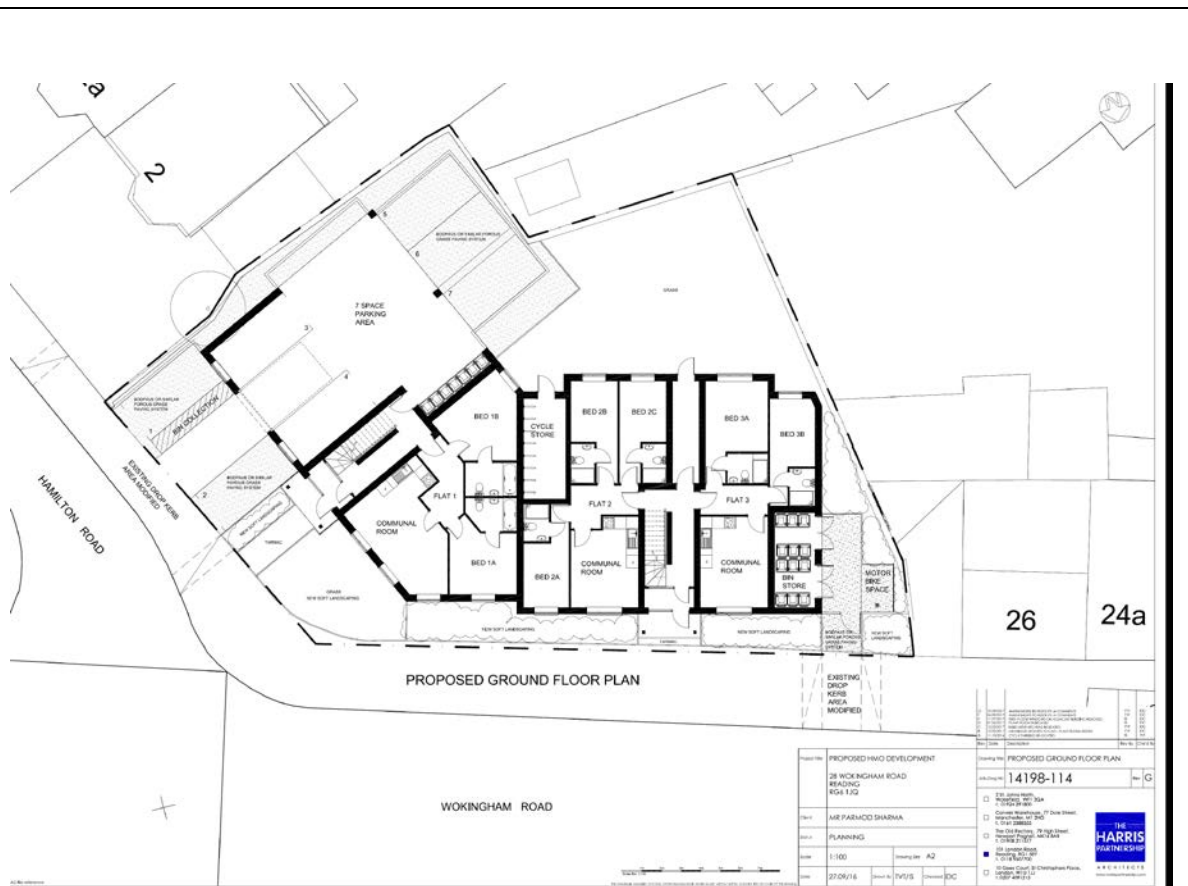
**HPDRS COMMENTS ON THE DECISION:**

This is a wide-ranging decision which offers support to the Council's approach particularly in respect of the setting of heritage assets, local character, HMO amenity standards and Affordable Housing and which provides some useful guidance that may be applicable to other schemes.

Case Officer: Steve Vigar



Site Photograph (Google Streetview)







Proposed Elevations

## APPEAL REPORT

Ward: Katesgrove

Appeal No: APP/E0345/W/18/3199152

Planning Ref: 171893

Site: The former Woodley Arms PH, Waldeck Street, RG1 2RF

Proposal: Erection of two buildings to accommodate a total of 38 student units of accommodation, including parking, amenity space and landscaping, following demolition of the existing former public house.

Decision level: Committee (10 January 2018)

Method: Written representations

Decision: Appeal allowed

Dates Appeal Determined: 10 October 2018

Inspector: Richard S Jones BA(Hons) BTP MRTPI

### SUMMARY OF DECISION

The site fronts onto Waldeck Street and is bounded by Charndon Close to the west, an access road serving a row of garages to the east, and a garage court to the south.

A previous appeal for this site, a 40 bedroom student accommodation scheme contained within a single block (APP/E0345/W/16/3162948 / 160558/FUL) was dismissed. The Inspector for that appeal described the site as being *"seen within the context of Waldeck Street, which is characterised by two storey Victorian terraced houses. The houses tend to be sited close to the highway with shallow front gardens. They have consistent architectural features which gives unity to the street scene."*

That Inspector noted that the front and side elevation would be seen together when approached from either the east or west along Waldeck Street and the bulk would have a significant impact on the street scene. Overall, the building would have a greater scale, bulk and mass than the buildings either side and would be a dominant feature in the street scene. The Inspector concluded that the scale and mass of the building would not maintain and enhance the character and appearance of the area, contrary to Policy CS7 and the aims of the NPPF in respect of securing high quality design.

The Inspector for the latest appeal decided that the revised design, which splits the accommodation into two blocks, would reduce the perceived scale and massing compared with the previous single block. The Inspector also considered that the proposals would not appear cramped or overdeveloped.

The Inspector noted that adjacent terraces generally reduce in scale towards the rear. He agreed that the gable ends and crown roof of the appeal scheme would accentuate the scale of the appeal proposal but considered that the isolated nature of the site (with public areas on all sides) means that this is "somewhat inevitable" that it would appear more prominent.

The Inspector found that whilst Block 1 would appear elevated in the approach up the hill from the east, this is a much less open aspect than the approach from the west with screening from boundary walls and trees. The Inspector also reasoned that the use of brick, render and decorative stonework is domestic in character rather than institutional and determined that in overall terms the proposal would not unacceptably disrupt the character of the street scene.

The Inspector found that Block 2 would sit in a more varied built context with less visual unity compared with Waldeck Street and including 3 and 4 storey flats, terraced houses and long rows of garages. The Inspector reasoned that having found no harm in respect of the more prominent Block 1, therefore Block 2 should also not cause unacceptable harm.

The Inspector agreed that due to the nature of the accommodation, parking availability and outdoor amenity space provision, it would not be suitable for use for permanent general occupation and determined that it is therefore necessary to restrict occupancy to students only who are more likely to occupy the accommodation for shorter periods of time.

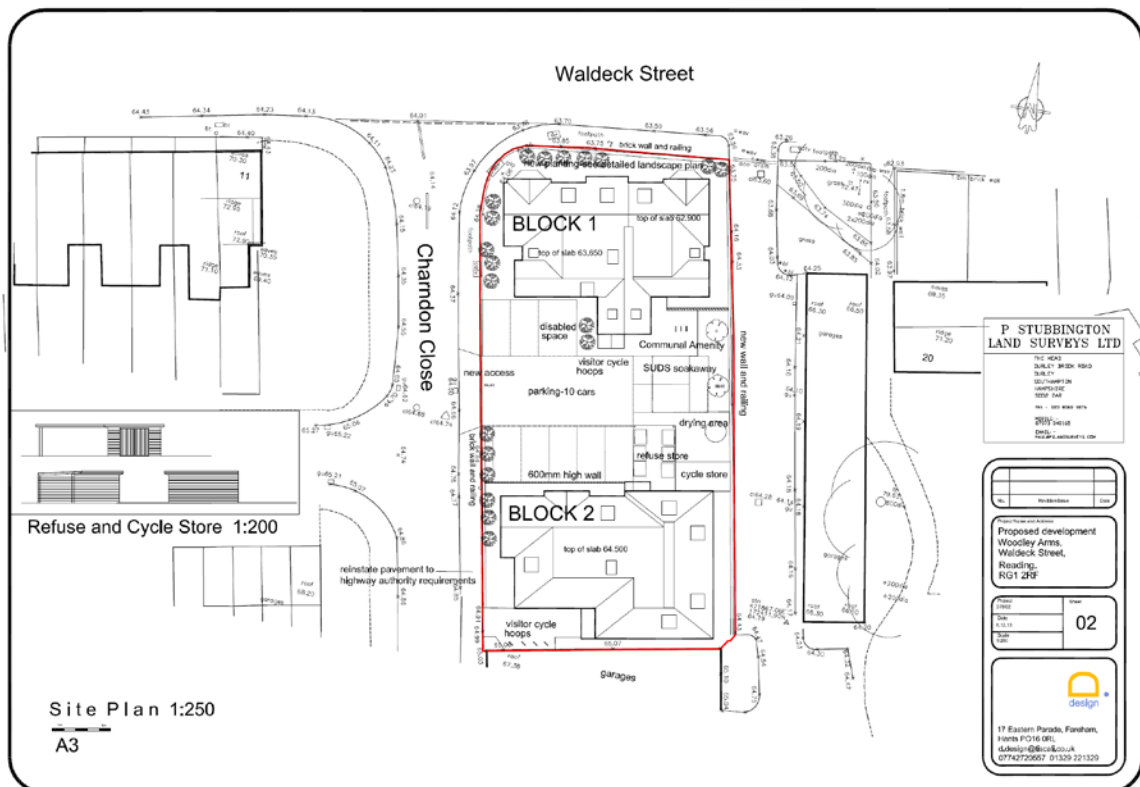
**HPDRS COMMENTS ON THE DECISION:**

This is a disappointing decision which exhibits a degree of inconsistency with previous appeal decisions. However the Inspector does provide a suitably reasoned argument to support their decision.

Case Officer: Steve Vigar



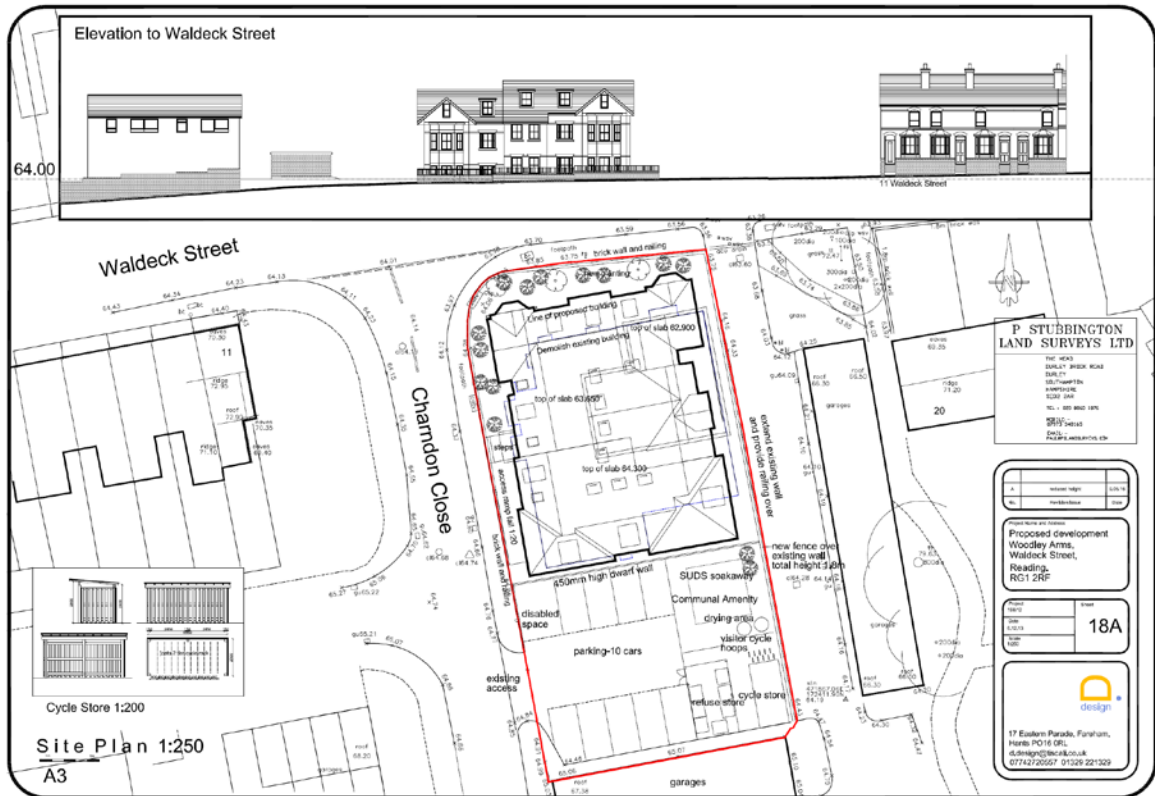
Site Photograph (Google Streetview)



Allowed Site Layout Plan as Proposed



Allowed Elevations as Proposed



Previous Appeal - Dismissed Plans and Elevations as Proposed (for comparison)

## REPORT BY THE DIRECTOR OF ENVIRONMENT &amp; NEIGHBOURHOOD SERVICES

TO:	PLANNING APPLICATIONS COMMITTEE		
DATE:	7 November 2018	AGENDA ITEM:	6
TITLE:	APPLICATIONS FOR PRIOR APPROVAL		
AUTHOR:	Julie Williams & Richard Eatough		
JOB TITLE:	Area Team Leaders	E-MAIL:	<a href="mailto:Julie.williams@reading.gov.uk">Julie.williams@reading.gov.uk</a> <a href="mailto:Richard.eatough@reading.gov.uk">Richard.eatough@reading.gov.uk</a>

**1. PURPOSE AND SUMMARY OF REPORT**

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

**2. RECOMMENDED ACTION**

- 2.1 That you note the report.

**3. BACKGROUND**

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

**4 TYPES OF PRIOR APPROVAL APPLICATIONS**

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

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

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

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

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

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

## 5. CONTRIBUTION TO STRATEGIC AIMS

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

## 6. COMMUNITY ENGAGEMENT AND INFORMATION

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

## 7 EQUALITY IMPACT ASSESSMENT

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

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

7.2 There are no direct implications arising from the proposals.

## 8. LEGAL IMPLICATIONS

8.1 None arising from this Report.

## 9. FINANCIAL IMPLICATIONS

9.1 Since the additional prior notifications were introduced in May 2013 in place of applications for full planning permission, the loss in fee income is estimated to be £1,025,140

(Office Prior Approvals - £943,697: Householder Prior Approvals - £64,348:  
Retail Prior Approvals - £6556: Demolition Prior Approval - £2135: Storage Prior  
Approvals - £5350: Shop to Restaurant Prior Approval - £2650: Shop to Leisure Prior  
Approval - £305)

### *Figures since last report*

Office Prior Approvals - £366: Householder Prior Approvals - £412

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 @ 24 October 2018

Application type CLASS A - Householder

Application type	Application reference number	Address	Ward	Proposal	Date Received	Target Determination Date	Comments	Equivalent planning application fee
Householder Prior Approval - Class A, Part 1 GPDO 2015	181732	24 Crown Street, Reading, RG1 2SE	Katesgrove	Rear extension measuring 5.6m in depth, with a maximum height of 3.41m, and 2.6m in height to eaves level.	03/10/2018	13/11/2018		£206
Householder Prior Approval - Class A, Part 1 GPDO 2015	181802	1 Links Drive, Tilehurst, Reading, RG30 4YT	Norcot	Rear extension measuring 4.5m in depth, with a maximum height of 3.7m, and 2.7m in height to eaves level.	16/10/2018	26/11/2018		£206
Householder Prior Approval - Class A, Part 1 GPDO 2015	181630	19 Northumberland Avenue, Reading, RG2 7PS	Redlands	Rear extension measuring 6m in depth, with a maximum height of 3m, and 3m in height to eaves level.	17/09/2018	01/11/2018		£206



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	181685	179a Oxford Road, Reading	Abbey	Change of use of first floor from Class B1(a) (offices) to C3 (dwelling houses) to comprise 1 studio flat.	24/09/2018	04/12/2018		£366
Office use to dwelling house - Class O, Part 1 GPDO 2015	181643	Cadogan House, Rose Kiln Lane, Reading, RG2 0HP	Minster	Change of use of office building from Class B1(a) (offices) to C3 (dwelling houses) to comprise 39 residential units.	18/09/2018	13/11/2018		£17460

Shop to Restaurant Prior Approval applications pending

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

Demolition Prior Approval applications pending

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

Retail Prior Approvals applications pending - None

Prior Notification applications pending - None

Shop to Assembly & Leisure Prior Approval applications pending - None

Telecommunications Prior Approval applications pending - None

Storage to Residential Prior Approval applications pending - None

Table 2 - Prior-approval applications decided 28 September 2018 to 24 October 2018

Application type CLASS A - Householder

Application type	Application reference number	Address	Ward	Proposal	Date Received	Decision Date	Decision
Householder Prior Approval - Class A, Part 1 GPDO 2015	181519	18 Foxhays Road, Reading, RG2 8NP	Church	Rear extension measuring 3.4m in depth, with a maximum height of 3m, and 2.4m in height to eaves level.	28/08/2018	03/10/2018	Prior Approval Notification - Approval
Householder Prior Approval - Class A, Part 1 GPDO 2015	181645	370 The Meadway, Tilehurst, Reading, RG30 4NX	Tilehurst	Rear extension measuring 3.7m in depth, with a maximum height of 2.873m, and 2.1m in height to eaves level.	19/09/2018	24/10/2018	Prior Approval NOT REQUIRED

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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	181464	First Floor Havell House, 62-66 Queens Road, Reading, Berkshire, RG1 4AZ	Abbey	Change of use of first floor from Class B1(a) (offices) to C3 (dwelling houses) to comprise of 4 x 1 bed flats.	16/08/2018	04/10/2018	Prior Approval Notification - Approval

Application type	Application reference	Address	Ward	Proposal	Date Received	Decision Date	Decision
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	number						
Office use to dwelling house - Class O, Part 1 GPDO 2015	181466	Second Floor Havell House, 62-66 Queens Road, Reading, Berkshire, RG1 4AZ	Abbey	Change of use of second floor from Class B1(a) (offices) to C3 (dwelling houses) to comprise of 4 x 1 bed flats.	16/08/2018	04/10/2018	Prior Approval Notification - Approval
Office use to dwelling house - Class O, Part 1 GPDO 2015	181467	Third Floor Havell House, 62-66 Queens Road, Reading, Berkshire, RG1 4AZ	Abbey	Change of use of third floor from Class B1(a) (offices) to C3 (dwelling houses) to comprise of 2 x 2 bed flats.	16/08/2018	04/10/2018	Prior Approval Notification - Approval
Office use to dwelling house - Class O, Part 1 GPDO 2015	181468	Upper Ground Floor Havell House, 62-66 Queens Road, Reading, Berkshire, RG1 4AZ	Abbey	Change of use of upper ground floor from Class B1(a) (offices) to C3 (dwelling houses) to comprise of 1 x 2 bed flat and 2 x 1 bed flats.	16/08/2018	04/10/2018	Prior Approval Notification - Approval

#### Demolition Prior Approval applications decided

Application type	Application reference number	Address	Ward	Proposal	Date Received	Decision Date	Decision
Demolition Prior Approval	181606	Central Swimming Pool, Battle Street, Reading, RG1 7NU	Abbey	Application for prior notification of proposed demolition of Central Swimming Pool down to ground level.	11/09/2018	11/10/2018	Prior Approval Notification - Approval

#### Retail to Residential applications decided

Application type	Application reference number	Address	Ward	Proposal	Date Received	Decision Date	Decision
Retail Prior Approval	181376	16 Hemdean Road, Caversham, Reading, RG4 7SX	Caversham	Change of use of ground floor and basement of building from Class A1 (shops) to Class C3 (dwellinghouses) to comprise one dwelling and associated works.	06/08/2018	01/10/2018	Prior Approval Notification - Approval

Storage to Residential Prior Approval applications decided - None

Shop to Assembly & Leisure Prior Approval applications decided - None

Shop to Restaurant Prior Approval applications decided - None

Prior Notification applications decided - None

Telecommunications Prior Approval applications decided - None

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## COMMITTEE REPORT

BY THE DIRECTOR OF ENVIRONMENT & NEIGHBOURHOOD SERVICES READING BOROUGH COUNCIL PLANNING APPLICATIONS COMMITTEE: 7 NOVEMBER 2018 TITLE: OBJECTION TO A TREE PRESERVATION ORDER AT 6 WAYLEN STREET, READING	ITEM NO. 7
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Ward: Abbey

### RECOMMENDATION

That the Tree Preservation Order be confirmed

### 3. PURPOSE AND SUMMARY OF REPORT

- 1.1 To report to Committee an objection to Tree Preservation Order No. 6/18 relating to 6 Waylen Street, Reading (copy of TPO plan attached - Appendix 1).

### 2. BACKGROUND

- 2.1 A Section 211 Notice to fell the Sycamore was received in May 2018; required as the tree is located within the Russell Street/Castle Hill Conservation Area. In assessing the proposed felling, Officers determined that the healthy, mature Sycamore was worthy of a Tree Preservation Order. The service of a TPO is the only way in which a Local Planning Authority can stop the felling of a tree in a Conservation Area once a S211 Notice has been received. A TPO was therefore served on 20 June 2018.
- 2.2 For information, an application to fell the tree was recently submitted (during the current TPO objection period) by the neighbour at 5 Russell Street (Nags Head Public House) and was subsequently refused (ref 181456/TPO).

### 3. RESULT OF CONSULTATION

- 3.1 An objection to the TPO has been made by Future Tree on behalf of the Landlord of the Nags Head Public House at 5 Russell Street, based on the following:
- The tree is causing direct damage to the adjacent retaining boundary wall (between 6 Waylen Street and 7 Russell Street) such that the wall might fail and collapse into the rear garden of 7 Russell Street. The agent (tree surgeon), stating the following:

*The bole of the tree is directly adjacent to a single skin brick boundary / retaining wall. The garden of 6 Waylen Street is approximately 1m higher than the garden level at 7 Russell Street. The incremental growth of the tree has caused direct damage to the wall which is deflected from the boundary line and fractured. Reinstatement of the boundary line and reconstruction of the wall would likely lead to damage to the Sycamore tree root system. It is reasonable to forecast that any repairs to the boundary wall are likely to be subsequently negatively impacted by the continued growth of the tree.*

- 3.2 In response to the objections from Future Tree (on behalf of 5 Russell Street), Officers have the following comments:

Officers are aware of the condition of the wall and this was seen during a site meeting with the agent and the tree owner's representative. The issue of the condition of the wall, its rebuilding and how this would be achieved is a private matter between the tree owner (6 Waylen Street) and the owner of the wall, which may be either 6 Waylen Street or 7 Russell Street. The condition of the wall is not relevant to the objector as they are at 5 Russell Street, have no legal interest in the wall and are not affected by its condition.

If at a later date the owners of 6 Waylen Street or 7 Russell Street wish to approach the Council to discuss the tree and wall issues further, Officers will deal with the matter at that point. Having spoken to the tree owner since the site meeting, Officers are aware that he has stated he wishes to retain the tree, hence it is assumed that any repair of the wall will be done with a view to being able to work around the tree.

For information, no objection to the TPO has been received from the owner or occupier of 6 Waylen Street. An objection to the TPO from 7 Russell Street was received very late on 24 October 2018, attaching a copy of an objection letter dated 31 August 2018, which was never received. The objection period ended on 18 July 2018 so Officers are not formally considering the objection, which relates to the wall, hence the recommendation to confirm the TPO has not changed following receipt of this objection. However Officers are happy to continue discussions and have advised the objector of this. In addition, whilst the condition of the tree is not raised as an objection, the site meeting did not raise any issues with the tree's condition that might make felling appropriate.

#### **4. CONCLUSION AND RECOMMENDATION**

- 4.1 As explained above, it is considered that the TPO should be confirmed as the objector has no legal interest in the wall and is not affected by it, hence the objection is not appropriate.

#### **5. LEGAL IMPLICATIONS**

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

#### **6. FINANCIAL IMPLICATIONS**

- 6.1.1 Administrative.

#### **7. EQUAL OPPORTUNITIES IMPLICATIONS**

- 7.1 In assessing objections to TPOs, officers will have regard to 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.



7.2 In terms of the key equalities protected characteristics it is considered there would be no significant adverse impacts as a result of the making of this TPO.

## 8. SUSTAINABILITY IMPLICATIONS

8.1 The aim of the TPO's is to secure trees of high amenity value for present and future generations to enjoy. Trees also have high environmental benefits through their absorption of polluted air and creation of wildlife habitats.

## 9. BACKGROUND DOCUMENTS

9.1 Planning Section's Tree Preservation Order Directory

9.2 Register of Tree Preservation Orders

9.3 Plan of TPO 6/18 relating to 6 Waylen Street, Reading (Appendix 1)

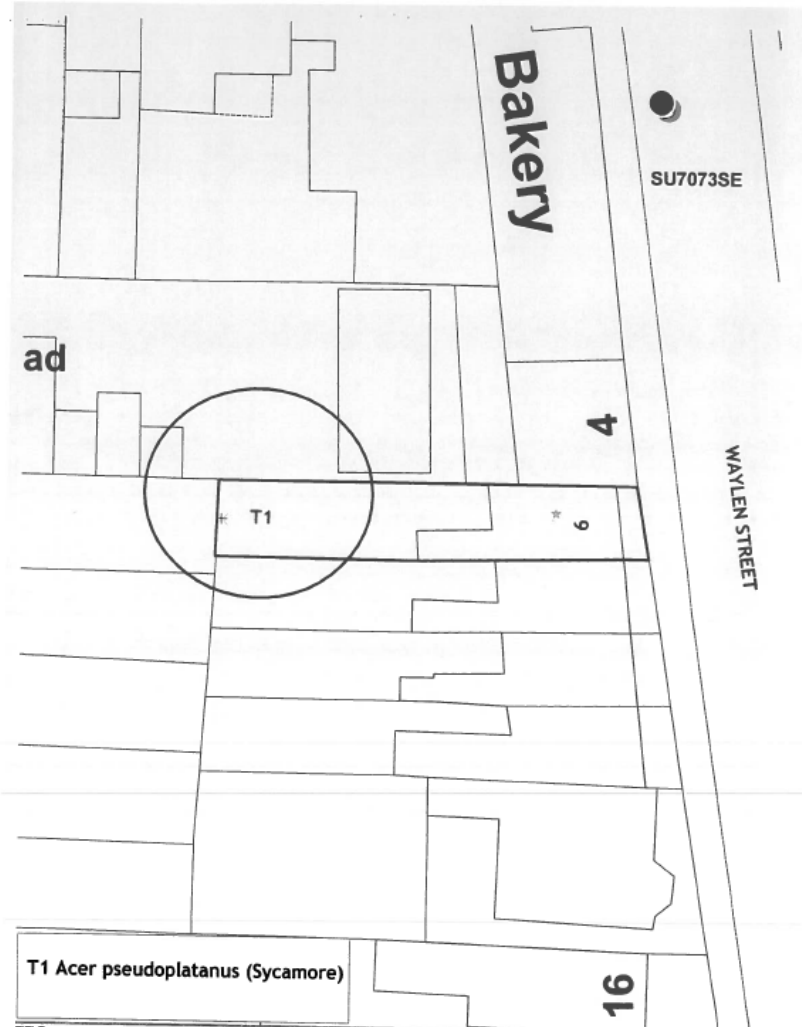
Officer: Sarah Hanson




Sycamore, as seen from the Nags Head car park



Appendix 1



**TITLE** TREE PRESERVATION ORDER - 6 WAYLEN STREET, READING  
**DRG NO** E2955 **DATE** June 2018  
**DRAWN BY** SH **SCALE** 1:250 (A4)  
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NATURAL ENVIRONMENT TEAM  
 **Reading**  
 Borough Council  
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## READING BOROUGH COUNCIL

<b>TO:</b>	Planning Application Committee		
<b>DATE:</b>	7 November 2018	<b>AGENDA ITEM:</b>	8
<b>TITLE:</b>	Street Name assignment Former Battle Hospital site off of Portman Way		
<b>SERVICE:</b>	GI & Business Systems	<b>WARDS:</b>	Battle
<b>LEAD OFFICER:</b>	Andy Fisher	<b>TEL:</b>	Ext 72606 (0118 937 2606)
<b>JOB TITLE:</b>	GI & Business Systems team leader	<b>E-MAIL:</b>	andy.fisher@reading.gov.uk

### 1. PURPOSE AND SUMMARY OF REPORT

- 1.1 To identify proposed names for the development site detailed below and for Committee to select the name to be assigned.

### 2. RECOMMENDED ACTION

- 2.1 The Committee approve 1 street name from the tables set out at 4.3 of this report.
- 2.2 In the event that none of the proposed names are considered suitable for this site Committee to select a name from the Street Names Proposals list at Appendix 2, as previously approved by Committee.
- 2.3 If the public suggestion for "Walford" is not selected for this site, Committee approve that it be added to the Street Names Proposals list for future allocation.

### 3. BACKGROUND

- 3.1 The development is located on the Former Battle Hospital site off of Portman Way. It will have 211 dwellings and one new street.
- 3.2 The developer suggested that the road could be named Nightingale after a former NHS building close to the site. After the initial name was suggested officers took a further two from the approved street names list to increase the options to 3.

3.3 During the consultation, Councillor Hacker suggested some names of women with an important place in medical history. The names are Anderson and Seacole.

3.4 During the consultation period we received a suggestion from the public for this site. The original suggested and additional names are listed in section 4.3

3.5 A plan of the site detailing the street layout is attached at Appendix 1.

#### 4. THE PROPOSAL

4.1 That Committee approves one name for the development.

4.2 The name approved by Committee will be reserved for the development and will be assigned to new street as the site is developed.

4.3 In the event that Committee consider none of the names offered to be acceptable, an alternative name will need to be selected from the Approved Street Names list in Appendix 2.

Name	Reason for selection	Ward	Site	Source	Councillor Comments
Nightingale	One of the NHS buildings close to the development was known as 'Nightingale'	Battle	Former Battle Hospital Site	Developer suggestion	Cllr Hacker & Cllr Page support this name
Arlington	Random selection for West Reading	Battle	Former Battle Hospital Site	Approved Street List	
Vulcan	Royal Airforce Bomber	Battle	Former Battle Hospital Site	Approved Street List	

#### Additional names suggested.

Name	Reason for action	Ward	Site	Source	Councillor Comments
Anderson	Woman with important place in medical history	Battle	Former Battle Hospital Site	Suggested by Cllr Hacker	Cllr Page supports this name
Seacole	Woman with	Battle	Former	Suggested by	Cllr Page

	important place in medical history		Battle Hospital Site	Cllr Hacker	supports this name
Walford	Senior medical officer of the Reading Union	Battle	Former Battle Hospital Site	Suggestion from member of public	

**5 FINANCIAL IMPLICATIONS**

- None directly from this report.

**6 LEGAL IMPLICATIONS**

- The creation of street names should follow the guidelines detailed in the "Data Entry Conventions and Best Practice for the National Land and Property Gazetteer", a reference manual based on Property Addressing Standard BS7666:2006 Parts 1 & 2.

# Appendix 1 - Former Battle Hospital Site Plan



Title: **Street Naming and Numbering**  
Former Battle Hospital Site

SN&N Ref.: 34520180808      Scale at A3: 1:1250      Date: 01/10/2018

Produced by GIS & Mapping Services      Ref: G:\Street Naming and Numbering\RBC process\2018\0818 Applications Aug 18\34520180808 - Battle Hospital (near Portman Road)



**Reading**  
Borough Council  
Working better with you

## Appendix 2 - Approved Street List

<b>Street Name</b>	<b>Reason for suggestion</b>	<b>Preferred area / site</b>
Alderney	Channel Island	None specified
Ambleside	A place in the lake district	Kentwood
Arlington	Random selection	West Reading
Belvedere	Victorian name for a viewing point on a tall building	None specified
Braunston	UK place name and canal junction	None specified
Brecon	A Welsh town	Bugs Bottom / Caversham
Buckler	Derek Buckler, and Bucklers Of Reading Car company. 1947 - 1964 at 67 Caversham Road	Caversham Road / Caversham Heights
Burns	2001 World Rally Champion who died in 2005, aged 34.	None specified
Byron	Poet	None specified
Coppell	Former Reading Football Manager	None specified
Curtis	Geoff Curtis, Reading Racers Speedway in 1973, part of the British League Division One Championship team. Killed in Sydney on 5th Dec 1973, 40 years anniversary in 2013.	None specified
Depass	Harvey DePass, Reading's first Community Relations Officer	Caversham
Dundas	Canadian town name	None specified
Dunelm	Abbreviation of a latin word	None specified
Eastwood	Random selection	None specified
Elgin	Scottish town name	None specified
Erith	Riverside town name in Bexley Borough London	None specified
Falcon	Name of a bird	None specified
Festival	40+ years of Reading Festival	None specified
Flint	Old Reading street name - lost during building of civic centre & IDR	Katesgrove
Flower	Random selection	None specified
Gardener	Random selection	None specified
Garland	Named after British naval vessel	None specified
Gold	Mineral theme	None specified
Guernsey	Channel Island	None specified

<b>Street Name</b>	<b>Reason for suggestion</b>	<b>Preferred area / site</b>
Hampton	Named after British naval vessel	None specified
Hampshire	Named after British naval vessel	None specified
Harwich	Named after British naval vessel	None specified
Hope	Named after British naval vessel	None specified
Humber	Named after British naval vessel	None specified
Iron	Mineral theme	Katesgrove
Ivory	Random selection	None specified
Jersey	Channel Island	None specified
Jonsson	Per Jonsson. Reading speedway team and World Champion.	Whitley
Kennedy	Phil Kennedy, BBC Radio Berkshire presenter	None specified
Knox	Random selection	None specified
Larose	Random selection	None specified
Ledger	Random selection	None specified
Leicester	Random selection	None specified
Limerick	Celebrating Reading's Irish community.	None specified
Madejski	John Madejski - Reading Football Club owner	None specified
Margate	Random selection	None specified
Matrix	Former Reading nightclub	None specified
Michanek	Anders Michanek. Reading speedway team and World Champion.	Whitley
Monarch	Random selection	None specified
Norwich	Random selection	None specified
Nottingham	Random selection	None specified
Nuneaton	Random selection	None specified
Oban	Random selection	None specified
Pantry	Peoples Pantry restaurant, badly damaged by a bomber on 10th February 1943. 41 people killed and 49 injured.	None specified
Peach	Andrew Peach, BBC Radio Berkshire presenter	None specified



<b>Street Name</b>	<b>Reason for suggestion</b>	<b>Preferred area / site</b>
Perkins	Make of engine used locally	None specified
Presentation	Former school, Presentation College	Southcote
Price	Candle-maker	None specified
Proctor	Make of steam engine used locally	None specified
Pyeatt	Reading Speedway rider from 1981/82 who was killed in July 1982.	None specified
Ransome	Make of steam engine used locally	None specified
Redway	Bernard Redway, Poet, Athlete, expeditioner and mountaineer.	None specified
Rowland	Unknown reason	None specified
Ruston	Make of steam engine used locally	None specified
Sangar	Sangar is a type of look out tower.	Brock Barracks
Sark	Channel Island	None specified
Saunderson	Make of tractor once used locally	None specified
Saxon	Anglo-Saxon tribe, Readingas, who settled the area.	None specified
Sentinel	Make of steam engine used locally	None specified
Signal	Former GWR signal works was located in Reading	None specified
Sprott	Michael Sprott is the former British and Commonwealth Heavyweight champion from Reading.	None specified
Stephenson	Steam engine designer	None specified
Steve Death	Steven Victor Death, former Reading Football Goalkeeper	None specified
Tallow	A form of lubricant once made locally	None specified
Thompson	Make of steam engine used locally	None specified
Thornycroft	Historic firm formerly based on the bank of the Thames	None specified
Tidman	Make of steam engine used locally	None specified
Tilley	Historic type of oil lamp	None specified
Ufton	Local village	None specified
Ullapool	Scottish town	None specified
Vickers	Aircraft manufacturer	None specified

<b>Street Name</b>	<b>Reason for suggestion</b>	<b>Preferred area / site</b>
Vickers	Aircraft manufacturer	None specified
Viking	Norse warriors	None specified
Vulcan	Royal Airforce Bomber	None specified
Watkins	Professor Derek Watkins, Reading pupil, cancer survivor, trumpet player and trumpet designer. Went to school in Whitley.	Whitley
Westray	Scottish island	None specified
Whitchuch	Local village	None specified
Yateley	Local village	None specified
Yattendon	Local village	None specified
Zenith	Random selection	None specified

## COMMITTEE REPORT

BY THE DIRECTOR OF ENVIRONMENT AND NEIGHBOURHOOD SERVICES  
READING BOROUGH COUNCIL  
PLANNING APPLICATIONS COMMITTEE: 7<sup>th</sup> November 2018

ITEM NO. 9

Ward: Abbey

Application No.: 180624/FUL

Address: 57 Baker Street, Reading, RG1 7XX

**Proposal:** Erection of two 2/3 storey buildings to provide 9 (2x2-bed and 7x3-bed) residential units (Class C3), 9 parking spaces, landscaping and associated works

**Applicant:** W & C Litten

**Date Valid:** 08/08/18

**Application target decision date:** Originally 03/10/18, but a formal extension of time for the determination of the application has been agreed until 21/11/18

**26 week date:** 06/02/2019

### RECOMMENDATION

Delegate to the Head of Planning, Development and Regulatory Services to (i) GRANT full planning permission subject to completion of a S106 legal agreement or (ii) to REFUSE permission should the legal agreement not be completed by 21<sup>st</sup> November 2018 (unless officers on behalf of the Head of Planning, Development and Regulatory Services agrees to a later date for completion of the legal agreement). The legal agreement to secure the following:

- Affordable housing:
  - Secure 2 residential units (plots 8 & 9) as affordable housing units (either affordable rent or shared ownership)
  - In the event that a Registered Provider or Housing Association is not secured for the provision of the Affordable Housing, the Units to be offered to the Council to be provided by the Council as Affordable Housing.
  - In the event that an Affordable Housing provider is not secured, the developer to pay to the Council a default affordable housing financial contribution (based on the Gross Development Value of the development) for provision of Affordable Housing elsewhere in the Borough. To be calculated (the mean average) of two independent RICS valuations to be submitted and agreed by the Council prior to first occupation of any Market Housing Unit. To be paid prior to first occupation of any Market Housing Unit and index-linked from the date of valuation.

And the following conditions to include:

1. Time Limit - 3 years
2. Approved plans
3. Pre-commencement details (samples and manufacturer details) of all external materials (including brickwork, roof slate, glazing, window frames/cills/surrounds, doors, guttering and downpipes)
4. Pre-commencement construction method statement (including noise & dust)
5. Cycle parking details submitted/approved prior to first occupation;
6. Pre-occupation implementation of vehicle parking / turning details provided
7. Pre-occupation implementation of shared surface access details provided
8. Pre-occupation implementation of bin storage details provided
9. Pre-occupation notification of postal addresses (restricting parking permits)

10. No automatic entitlement to parking permits
11. Pre-commencement contaminated land - site characterisation
12. Pre-commencement contaminated land - submission of remediation scheme
13. Pre-construction contaminated land - implementation of approved remediation
14. Contaminated land - reporting of unexpected contamination
15. Construction hours
16. No burning of waste on site
17. Pre-commencement arboricultural method statement and tree protection plan
18. Pre-commencement hard and soft landscaping details
19. Implementation of the approved landscaping no later than during the first planting season following the date when the development is ready for occupation
20. Landscaping maintenance / replacement for a period of 5 years
21. Pre-occupation boundary treatment details (boundary wall to the northern boundary to be maintained at its existing height, or higher, adjoining No's 43 - 51 (odd) Baker St)
22. Pre-occupation biodiversity enhancement measures
23. Pre-occupation external lighting strategy details
24. Pre-commencement Japanese knotweed survey and eradication strategy
25. No residential extensions or structures (Class A extensions et al & Class E outbuildings)
26. No additional rooflights/windows/doors

Informatives:

1. Positive and Proactive Statement
2. Pre-commencement conditions
3. Terms and conditions
4. Building Control
5. Encroachment
6. Noise between residential properties - sound insulation
7. Community Infrastructure Levy
8. Works to the northern boundary wall will also require separate listed building consent
9. Highways
10. Parking permits
11. Section 106 Legal Agreement
12. Japanese knotweed
13. Advice about TPO'd trees and trees in Conservation Areas
14. Advice to adhere to approved Arboricultural Method Statements
15. On-going information conditions in relation to landscaping

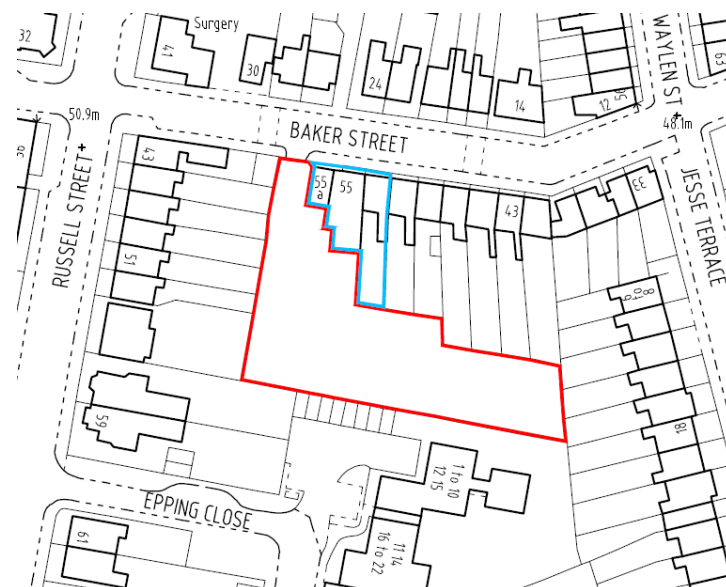
## 1. INTRODUCTION

- 1.1 The application site comprises a vacant backland 'L' shaped site accessed off Baker Street. The site was formerly in light industrial use with the buildings, workshops and garages demolished to ground level in the past decade following the granting of listed building consent in 2009 (see relevant history below). At the time of the officer site visit for this application the site was relatively flat but overgrown in places with vegetation. The site is however secured by virtue of existing gates off Baker Street and the various site boundary walls/fences around the perimeter of the site. These bound the site with predominantly residential properties which front onto Baker Street (to the north), Jesse Terrace (to the east), Epping Close (to the south) and Russell Street (to the west).

- 1.2 The application site no longer contains any listed buildings, but is located within Russell Street / Castle Hill Conservation Area. Within the Conservation Area Appraisal (April 2004) in the 'new development' section the following is of relevance:

*Backland development should only be allowed where there are existing buildings are of no merit, and where the replacement buildings are of a suitable scale and bulk to [not] adversely affect the surrounding buildings. The historic form of development, with mainly terraced houses sitting close to the road, with hidden gardens behind, should be maintained and enhanced as opportunities present themselves.*

- 1.3 The adjacent listed No. 55 Baker Street building is a 3-storey stucco building from circa 1840, now split into flats. A tablet on the wall says that this house was "Fox Talbot's Reading Establishment 1844-45". A pioneer photographer and associate of Fox Talbot's, Nicholas Henneman, also lived there. There are also some further nearby Grade II listed buildings, such as No's 33-39 (odd) Baker Street to the north-east and No. 41 Russell Street to the north-west. Beyond the more traditional housing located on Baker Street, Jesse Terrace and Russell Street, to the south are the more contemporary flatted developments within Epping Close.
- 1.4 The application site is also located within an air quality management area and part of the site (where works were previously located) is identified as potentially containing contaminated land. The site has been known to contain Japanese Knotweed and the application of any control/eradication strategy is not known at this time. There are a number of significant trees within and close to the site, such as Sycamores close to the north and east boundaries and a horse chestnut beyond the southern boundary. The application site is located outside of the designated Reading Central Area Action Plan area, with the nearest boundaries being Oxford Road to the north and the Inner Distribution Road to the east.
- 1.5 This application is being reported to committee at the request of Councillor Page, in view of a number of concerned representations received from residents of Baker Street. The location of the site in relation to the wider urban area is shown below, together with a site photograph and aerial view.



Site Location Plan (not to scale) (red line is the application site; blue line indicates nearby land also owned by the applicants)



Site photograph from within the application site looking north-west towards the rear of the existing buildings fronting onto Baker Street and Russell Street (29/08/18)



Aerial view looking north

## 2. PROPOSALS

- 2.1 Full planning permission is sought for the erection of two 2/3 storey buildings to provide 9 (2x2-bed and 7x3-bed) residential units (Class C3), 9 parking spaces, landscaping and associated works.
- 2.2 More specifically, two terraced blocks are proposed. The first is on an east-west alignment closest to the entrance to the site and proposes 2 x 2-bedroom houses

(plots 1 & 2) over two floors (with the uppermost floor being within the roof, comprising a dormer and rooflight serving each unit on the south roofslope and a rooflight on the north roofslope). Further to the east the terrace continues with 4 x 3-bedroom houses (plots 3-6) over three floors (again with the uppermost floor being within the roofscape, comprising a dormer and rooflight serving each unit on the south roofslope and a rooflight on the north roofslope).

- 2.3 A second separate block of 3 x 3-bedroom houses is proposed on a north-south alignment at the eastern end of the site, separated from the first block by a landscaped courtyard garden. Again, these units include a third floor of accommodation within the roof, providing a bedroom served by rooflights on the eastern and western roof slopes. All nine residential units include individual rear amenity spaces, with plots 1-6 also including defensible space to the front.
- 2.4 Nine on-site car parking spaces are proposed to the rear/side of No's 55/55a (6 spaces in this area for future occupiers & 1 separate space for existing No. 55a) and 49-53 Baker Street (3 spaces at this point). Refuse and cycle storage areas are also proposed, together with further hard and soft landscaping, a shared access surface (including two turning points) and retention of the existing gate on the Baker Street frontage. Within the submission, the applicant confirms that the boundary treatments will be retained, dismantled and capped at 2m in height, barring the eastern boundary to the rear of plots 7-9, where a 1.8m high close boarded timber fence is proposed. However, no plans to detail this element of the proposals has been provided within the submission.
- 2.5 The applicant advises that this application is identical to that proposed/approved by permission 141116 at the site on 30/03/15. The three year time period to implement that permission has expired without works commencing; hence this fresh application separately seeking full planning permission at this time.
- 2.6 The applicant duly completed a Community Infrastructure Levy (CIL) liability form as part of the submission of this application. Based on the information submitted the CIL requirement will total £128,573.03 (872.9sqm x the 2018 indexed CIL rate of £147.2941176470588 per sqm). If the affordable units subsequently receive CIL relief, then the CIL total would reduce by £26,836.98 (182.2sqm x 147.2941176470588) to £101,736.05. An informative will be included on any future decision notice, and a CIL liability notice would be sent to the applicant shortly after any planning permission decision notice is issued.

### **3. RELEVANT PLANNING HISTORY**

There is an extensive planning history for the site. The applications relevant to this application are considered to be:

- 3.1 08/01148/OUT (081374) - Outline application for the demolition of workshops and erection of 14 flats and maisonettes (access and scale only). Refused 04/12/2008.
- 3.2 09/01560/LBC (091115) - Demolition of number 57 Baker Street and workshops/garages to the rear of numbers 41-55 Baker Street, including alterations to boundary walls. Granted Listed Building Consent 17/12/2009. Implemented.
- 3.3 10/00531/APPCON (100734) - Discharge of conditions for listed building consent 09/01560/LBC. Conditions discharged 25/08/2010.

- 3.4 141116 - Residential development of 7no 3-bed and 2no 2-bed dwellings with associated external works. Granted following completion of s106 legal agreement 30/03/2015. Not implemented.

Relevant history at 55a Baker St:

- 3.5 141120/FUL - Change of use with alterations to convert the existing office into a 1-bed dwelling. Granted following completion of s106 legal agreement 12/01/16.
- 3.6 141121/LBC - Works associated with conversion of the existing office into a 1-bed dwelling. Granted 13/01/2016.

#### 4. CONSULTATIONS

##### i) RBC Transport

- 4.1 The Transport Development Control section advises that the site is located in Zone 2 (Primary Core Area) of the Revised Parking Standards and Design SPD. This zone directly surrounds the Central Core Area and extends to walking distances of 2 kilometres from the centre of Reading. Typically this zone is well served by public transport, with buses continuing either into or out of the Central Core Area via this zone.
- 4.2 In accordance with the adopted Parking Standards and Design SPD, the development is required to provide 16 on-site parking spaces (1 space per 2-bed unit & 2 spaces per 3-bed unit). The proposed parking provision of 9 falls short of the required standard; however the average car ownership data shows that households do not have in excess of 1 vehicle per 2 and 3 bed dwelling, therefore the proposed provision of 9 off road car parking spaces would be deemed acceptable in this instance given the close proximity to the town centre. The parking layout as detailed in Proposed Site Plan 6671:18:2 rev A is deemed acceptable as it is the same as the layout which was proposed and accepted in Application 141116.
- 4.3 The Design and Access Statement submitted states that access to the site will be accessed via the existing Baker Street gated entrance. In considering application 141116 it was reported by the Transport Advisor that the width of the access was 4m, which was marginally less than the required width of 4.1m. After comparing the vehicle movements from the previous use it was agreed that the proposed development would result in an increase of daily vehicle movements. However these would be evenly distributed throughout the day and therefore the widening of the access was not required. The on-site shared surface is considered suitable for the purposes of access and on-site parking, with conditions recommended which secure the provision (and retention thereafter) of the access and parking spaces prior to first occupation.
- 4.4 The existing gates to the site are to be retained (as was also the case in permission 141116). Ideally Transport would have preferred for these gates to be removed or set back, to prevent blocking the footway and carriageway whilst the gates are opened. However, as this is an existing provision, it is not considered possible to object to them being retained.
- 4.5 The site is located in an area designated as a Residents Parking Permit Area; Zone 08R. Under the Borough's current parking standards, this proposal would generate additional pressure for parking in the area. Therefore, if this application is



approved there should be an assumption that any future occupants of the proposed dwellings will not be issued with a resident parking permit. This should be secured by condition and an informative applied. This will ensure that the development does not harm the existing amenities of the neighbouring residential properties by adding to the already high level of on street car parking in the area.

- 4.6 In accordance with the adopted Parking SPD, the development is required to provide a minimum of 2 cycle parking spaces for each dwelling which should be in a conveniently located, lockable, covered store. This therefore equates to a minimum of 18 cycle parking spaces for this proposed development. Plans submitted do illustrate cycle parking provision (to the rear of No. 55); however no details about the number or type of storage have been provided. Therefore a pre-occupation condition will secure cycle parking details.
- 4.7 Refuse storage areas have been illustrated on the plans located at the front of the development for plots 1-6 and at the end of the shared surface access for plots 7-9. These will be enclosed within simply designed structures for each unit. The facilities are considered appropriate and a compliance condition will secure these being provided prior to first occupation and retained thereafter.
- 4.8 Finally, owing to the nature of the proposals and proximity to highways / nearby residential occupiers, a construction method statement will be secured via pre-commencement condition.
- 4.9 Therefore, in overall terms, there are no Transport based objections to this application. This is subject to the conditions securing:
- Pre-commencement construction method statement;
  - Cycle parking details submitted/approved prior to first occupation;
  - Pre-occupation implementation of vehicle parking / turning details provided
  - Pre-occupation implementation of shared surface access details provided
  - Pre-occupation implementation of bin storage details provided
  - Pre-occupation notification of postal addresses (restricting parking permits)
  - No automatic entitlement to parking permits
- 4.10 Transport-based informatives are also recommended in relation to highways works and parking permits.

**ii) RBC Environmental Health - Environmental Protection (EP)**

- 4.11 There are potential EP concerns from a contaminated land perspective, as well as during the construction phase. Considering the contaminated land matters first, the site was historically used as a painting works and has the potential to have caused contaminated land. In light and this and the proposed development being a sensitive land use, the full four stage contaminated land conditions (site characterisation; remediation scheme; implementation of approved remediation scheme; reporting of unexpected contamination) are recommended given no desk study has been submitted with the application.
- 4.12 In terms of the construction phase, conditions to control hours of working, specify there to be no bonfires during site clearance and secure details of noise and dust measures (within the transport based construction method statement) are recommended. With these conditions secured the proposals are considered to be appropriate from an EP perspective.

**iii) RBC Housing**

4.13 The proposal to include two on-site affordable housing units is welcomed in principle and should be secured in full via the s106 legal agreement. At the time of permission 141116 the s106 was flexible in providing these as either affordable rent or shared ownership units. Given the local policy context has not changed in the intervening period, it would not be sustainable to resist a similar arrangement in this instance. However, given the small number of on-site units being proposed (2) may result in practical management difficulties for any Registered Provider (RP) or Housing Association (HA), a fall-back position should also now be secured within the legal agreement. More specifically, in the event a RP or HA is not secured, the units would be offered to the Council to be provided by the Council as Affordable Housing. Thereafter, in the event that an affordable housing provider not being secured, the developer should pay the Council a default affordable housing financial contribution (based on the Gross Development Value of the development) for provision of Affordable Housing elsewhere in the Borough. Subject to the above being secured in full via s106 legal agreement, the proposals are appropriate from a RBC Housing perspective.

**iv) RBC Planning Natural Environment**

4.14 A tree survey, undertaken in July 2018, has been submitted as part of the application. The Natural Environment officer notes that the current application is effectively a renewal of 141116/FUL, which was ultimately deemed acceptable in relation to trees. At this time various tree documents had been submitted and a number of conditions were attached to the permission. With this context in mind it is considered to be slightly disappointing that the same level of tree information has not been provided in this instance, specifically the tree works schedule. In addition, given the applicant would be aware of the likely repeat of a condition for an Arboricultural Method Statement, submission of this with the application should have been considered.

4.15 However, in the context of the permission at the site and this was previously approved in relation to trees and landscaping (with the prevailing context not changing significantly in the intervening time), it is reasonable to offer no objections to this proposal. This however is subject to more stringent conditions than were included previously, to reflect the level/nature of information submitted at this time:

- Pre-commencement arboricultural method statement and tree protection plan
- Pre-commencement hard and soft landscaping details
- Implementation of the approved landscaping no later than during the first planting season following the date when the development is ready for occupation
- Landscaping maintenance / replacement for a period of 5 years

**v) RBC Ecology Consultant (GS Ecology)**

4.16 This is an identical application to that approved under planning application reference 141116 (now expired). The site is a small area bordered by residential housing and scattered trees. The predominant habitat on the site is hardstanding with scattered scrub and contains no trees. The site previously contained stands of Japanese Knotweed and planning condition 19 of 141116 required the submission of a Japanese Knotweed survey and eradication strategy. The applicant has not submitted any further information in this regard at the time of this application and has confirmed acceptance of the pre-commencement condition secured at the time

of 141116 being secured at this time too. As such, a similar condition to that secured in 2014 is considered reasonable and necessary in this context.

**vi) Berkshire Archaeology**

4.17 Berkshire Archaeology acknowledges that they had previously recommended that archaeological work should be required and secured by a condition in relation to redevelopment of this site (as part of permission 141116). However, the site and proposals have been re-reviewed. It is considered that given the impacts from previous buildings within the site and the scale it is now considered unlikely that archaeological investigations would provide meaningful results.

4.18 More specifically, the proposals are located within the garden area of the former St Mary's Home and it is unlikely that any remains of this survive. Furthermore, the potential for remains from other periods is low given the previous impacts and scale of the site. Therefore, without a specific reason to recommend archaeological investigations, Berkshire Archaeology now advises that no archaeological work is required.

**vii) Public consultation**

4.19 Notification letters were sent to nearby occupiers on 15/08/18. A site notice was erected on 15/08/2018, expiring on 05/09/2018. A press notice was published on 23/08/2018, expiring on 13/09/2018. A total of three objections have been received, two from nearby Baker Street addresses and one from Jesse Terrace. A summary of the issues raised are as follows:

**4.20 Design**

- Height - With two exceptions, the building heights will not be subservient to the existing street frontage properties as the proposal is mainly for three storey dwellings.
- Restriction of permitted development rights - request that the previous condition included, to prevent overdevelopment and impacting on the character of the conservation area / setting of nearby listed buildings. One response takes this to mean the proposal as it stands would overdevelop the site.
- Suggestion that fewer dwellings and a mix of single storey and two storey dwellings should be given serious consideration. Single storey dwellings would be accessible and assist 'downsizers', freeing up family sized property elsewhere.

**4.21 Amenity**

- Security & privacy - land levels within Baker St gardens are 1m higher than the level of the application site. The reduction of the wall to 2m would lead to plots 1 and 2 overlooking Baker Street gardens/kitchen/bedroom, impinging on privacy and not providing adequate security (leading to increased fear of crime). In the 2015 permission the applicant agreed to leave the walls as they are - secured via condition - the applicant seems to have forgotten this. A separate response raises similar matters. With the Party Wall Act in mind, a nearby occupier does not wish the wall be to be deconstructed or reduced in height to 2m.
- Another response refers to a loss of privacy to a Baker Street bedroom, bathroom and sitting room, with clear sight lines to these rooms from the proposal from plots 2 and 3. Considered that the modifications during application 141116 appear to have been disregarded (Officer note: the proposed elevation plans are identical to those approved at the time of 141116). In relation to security, this response states

the potential to attract unsociable behaviour is increased with the removal of gated access to the site (Officer note: the proposed site plan shows the existing gates would remain on the Baker Street frontage). Security concerns also arise given there is no mention of street/security lighting and whether the road would be adopted or not.

- A separate response states that 3 x 3-storey dwellings include dormer windows and back directly onto Jesse Terrace rear gardens - an intrusion of privacy (Officer note: plots 7-9 do not include dormer windows - rooflights are proposed within the roofscape)
- Pollution and noise disturbance - from car fumes / movements parking next to Baker St gardens
- Refuse - concerns about distances between homes and bin storage areas, resulting in the likelihood of some residents leaving bags of rubbish in their gardens (attracting vermin). Request that bins are kept at each address and moved to specified areas on bin day.
- Another response also raises concerns about the management of the refuse spaces (open to abuse and leading to health hazards).
- Contamination - concern over the process/impact on residents if contamination is found on the site.
- Quality of accommodation for future occupiers - it appears the applicant is seeking to maximise financial profit, rather than looking to provide high quality housing. Little regard to actual living standards - size of rooms, garages, hardstanding, distance of refuse facilities, accessible homes or homes for 'downsizers'.
- Overarching concern that the infrastructure does not support the number of dwellings proposed (Officer response: see CIL details at paragraph 2.6 above).

#### 4.22 Transport

- Parking - the proposal does not provide adequate parking for 9 houses - only 7 spaces are available (Officer note: 9 spaces for future residents are shown on the site plan, together with one for No. 55a) and most modern homes have two cars - where will the second, third cars park? Request that the 141116 condition restricting the issuing of parking permits remains.
- Another response states the proposal does not provide appropriate parking provision (demonstrably inadequate), with less than one space per dwelling and no visitor or tradesperson spaces. It is also referenced that the proposal potentially restricts emergency vehicle access to the rear of existing properties (No's 51-47)
- Access is retained to the rear for No's 53 & 55 (owned by the applicant) - access should be considered appropriate for the owners of No's 51-47.

#### 4.23 Trees, landscaping and ecology

- Trees and landscaping - concerns if overhanging branches on trees outside the site are felled - concerns over loss of trees within plots 7-9 (as they increase privacy and assist wildlife)
- A separate response is anxious for sycamore trees on Jesse Terrace boundary to be retained/managed and not felled.
- Concern about potential lack of ongoing upkeep of the proposed landscaping
- Ecology - concerns over impact on residents, pets and wildlife if existing Japanese knotweed is dealt with chemically.

#### 4.24 Other matters

- Archaeology - request that the condition secured at the time of 141116 is maintained.

- Lack of consultation by the applicant regarding the northern boundary wall at the site (Officer note: it is not a statutory requirement for applicants to consult nearby occupiers)
  - Very disappointing that the recommendations made at the time of application 141116 appear not to have been acknowledged in this latest application.
- 4.25 It is also noted that all three responses comment that they do not object to the principle of residential development at the site, with one commenting that it is important that this site is used for much needed housing. Another response states that the principle of the news/townhouses idea is a good one.
- 4.26 **Baker Street Area Neighbourhood Association (BSANA) and Reading Conservation Area Advisory Committee (CAAC)** were also formally consulted on the application. No response has been received from either BSANA or the CAAC.

## 5. LEGAL AND PLANNING POLICY CONTEXT

- 5.1 Section 16(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires the local planning authority to have special regard to the desirability of preserving a listed building or its setting or any features of special interest which it possesses.
- 5.2 Section 72 (1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires the local planning authority in the exercise of its functions to pay special attention to the desirability of preserving or enhancing the character or appearance of a conservation area.
- 5.3 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that proposals be determined in accordance with the development plan unless material considerations indicate otherwise. Material considerations include relevant policies in the National Planning Policy framework (NPPF) - among them the 'presumption in favour of sustainable development'.
- 5.4 The application has been assessed against the following policies:
- 5.5 **National**
- National Planning Policy Framework (2018)  
National Planning Policy Guidance (2014 onwards)
- 5.6 **Reading Borough Local Development Framework - Adopted Core Strategy (2008) (Altered 2015)**
- CS1 Sustainable Construction and Design  
CS2 Waste Minimisation  
CS4 Accessibility and the Intensity of Development  
CS5 Inclusive Access  
CS7 Design and the Public Realm  
CS9 Infrastructure, Services, Resources and Amenities  
CS11 Use of Employment Land for Alternative Uses  
CS14 Provision of housing  
CS15 Location, Accessibility, Density and Housing Mix  
CS20 Implementation of the Reading Transport Strategy  
CS24 Car / Cycle Parking  
CS29 Provision of Open Space

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

#### 5.7 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
- DM6 Affordable Housing
- DM10 Private and Communal Outdoor Space
- DM12 Access, Traffic and Highway Related Matters
- DM18 Tree Planting
- DM19 Air Quality

#### 5.8 Reading Borough Council Supplementary Planning Documents

- Affordable Housing SPD (2013)
- Revised Parking Standards and Design SPD (2011)
- Revised SPD on Planning Obligations under Section 106 (2015)
- Sustainable Design and Construction SPD (2011)

#### 5.9 Other relevant documentation

- Historic Environment Good Practice Advice in Planning Note 2: Managing Significance in Decision-Taking (Historic England, 2015a)
- Historic Environment Good Practice Advice in Planning Note 3: The Setting of Heritage Assets (Historic England, 2015b)
- Reading Tree Strategy (2010)
- DCLG Technical housing standards - nationally described space standard (2015)
- Russell Street / Castle Hill Conservation Area Appraisal (2004)

## 6. APPRAISAL

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

- i) Land use principles, including density, mix and affordable housing
  - ii) Layout, scale, appearance, design and effect on heritage assets
  - iii) Quality of accommodation for future occupiers
  - iv) Amenity for nearby occupiers
  - v) Transport and access
  - vi) Trees, landscaping and ecology
  - vii) Other matters - Sustainability, Archaeology, S106, Conditions & Equality
- i) **Land use principles, including density, mix and affordable housing**

### 6.2 At the time of permission 141116, it was considered that the loss of the former employment use at the site was acceptable, in line with Policy CS11. The prevailing policy context at a national and local level has not significantly changed in this regard in the intervening time and therefore the same conclusion is reached

in this instance; the change of use away from the most recent employment use of the site is accepted. Moreover the site has remained vacant/unused since.

- 6.3 Turning to consider the proposed use, the provision of nine residential units on previously developed land is welcomed in principle, contributing to meeting the housing needs within the Borough in line with Policy CS14. Furthermore, the proposed density of 53 dwellings per hectare is within the 40-75 range for urban sites detailed in Policy CS15. In terms of mix, a welcome combination of two and three bed units are proposed, which would cater for a variety of household types. Although the scheme proposes fewer than 10 units, had it done so it would have complied with Policy DM5 in providing houses (rather than flats) and over 50% of these including three bedrooms (7 of the 9 units are three bed units).
- 6.4 With regard to affordable housing, the Policy DM6 policy requirement for 5-9 unit schemes is 20% on-site provision. For a nine unit scheme this equates to 1.8 units. The applicant is proposing for two on-site units to be affordable housing - plots 8 and 9. This equates to a 22.22% on-site provision, which is beyond the policy requirement and therefore strongly welcomed in principle as a tangible planning benefit of the proposed development.
- 6.5 It is noted that at the time of permission 141116 that the two on-site units were similarly proposed and secured within the s106 legal agreement as either affordable rent or shared ownership units. This flexibility in affordable housing tenure was considered appropriate in that instance owing to the small number of units being secured and the need for the proposal to be attractive for registered providers or housing associations, to aid the actual delivery of the units in practice. Within the context of the previously agreed position, it would not be sustainable to resist a similar flexible arrangement being secured in this instance. Accordingly, in this instance the units would be secured as either affordable rent or shared ownership affordable housing units. However, as is now typical a fallback position will also be secured within the legal agreement for the Council to be offered the units should registered providers or housing associations not wish to pursue the units. Moreover, should the Council not wish to provide/manage the units a default affordable housing financial contribution would be secured for provision of Affordable Housing elsewhere in the Borough. As per section 4iii) above RBC Housing are agreeable with the above being secured via s106 legal agreement and therefore this element of the proposals is supported by officers.

ii) **Layout, scale, appearance, design and effect on heritage assets**

- 6.6 Considering the layout of the proposed scheme first, it is first acknowledged that the constrained L-shaped nature of the site has evidently influenced the proposed layout of buildings. It is considered that the layout of two terraces, one east-to-west and one north-to-south is an appropriate response within the prevailing context, whilst also incorporating the required amenity space, parking spaces, access and landscaping too.
- 6.7 Moving on to consider the scale of development proposed, the proposal is considered to appropriately respond and respect the existing scale of already existing buildings in the vicinity of the site (e.g. the more dominant buildings fronting Baker Street, Russell Street and Jesse Terrace). At two/three storeys (with the upper most floor being within the roofscape in all instances) and as shown in the long sections submitted with this application, the buildings are considered to remain subservient to the larger buildings which front/address the

streets within this part of the conservation area (which is a key characteristic of the area which should not be eroded).

- 6.8 The development would be more clearly viewed from within the Epping Close development to the south. Whilst still within the Conservation Area, the character of Epping Close is very different with mid-Twentieth century blocks of flats dominating visually within the street. It is considered that the development would have very little impact on the character of the conservation area when viewed from within this context.
- 6.9 Furthermore the spacing between the two terraces provides suitable relief in the massing across the site. The proposal is considered to strike an appropriate balance between maximising the potential of the site for residential development whilst not representing an overdevelopment of the site. The proposal is also considered to comply with the guidance for 'backland' development within the conservation area, as detailed at paragraph 1.2 above.
- 6.10 The form and appearance of the proposed buildings are again considered to align satisfactorily with their nearby context. The terraced form of the buildings is considered to be an appropriate reflection of the main form of buildings in the surrounding area. Furthermore, the somewhat 'traditional' appearance, with pitched slate roofs and a regular rhythm of terraced brick-built houses within each block, is considered appropriate. However, the proposal is not seeking a pastiche of the surrounding streets, with a contrasting character of its own being sought to be introduced (e.g. bay windows on plots 3-6). This is considered to result in a suitable design approach, which has been carefully considered and indicates a sufficient quality of appearance which would preserve and enhance the character and appearance of the conservation area.
- 6.11 It is however also recognised that the success of the scheme from a design perspective will to an extent be dependent on the quality and finished appearance of the exact materials. As such, it is considered necessary to secure a condition for samples of all facing materials to be submitted / approved prior to the commencement of works.
- 6.12 With regard to the specific impact on nearby heritage assets, it has already been outlined above that the scale and appearance of the proposal is considered subservient and appropriate within the context of the Baker Street, Russell Street and Jesse Terrace fronting buildings within the conservation area. On this basis it is considered that the setting of the listed buildings at 55/55a Baker Street and 33 to 39 Baker Street would not be significantly harmed or affected and for the same reasons the character and appearance of the Russell Street/Castle Hill Conservation Area would be preserved and potentially enhanced (within the context of a vacant site overgrown in places, as seen during the officer site visit).
- 6.13 In overall terms the proposals are considered to comply with Policies CS7 and CS33. It is also important to note that an identically designed proposal was granted planning permission at the site in 2015 under the same local policy context. Although the NPPF has been updated in the intervening time and that no weight can be applied to a lapsed permission, it should be noted that the general thrust of the design/heritage policy context relevant to these proposals has not changed. As such, from a design/heritage perspective the proposals are considered acceptable subject to conditions.

iii) **Quality of accommodation for future occupiers**



- 6.14 In general terms the proposed houses would provide a suitable standard of accommodation for future occupiers. The overall size of the houses would exceed the minimum floor areas detailed by the national space standards, with rooms being regular in size and shape and including sufficient floor to ceiling heights. Accordingly each house would receive suitable access to natural day/sunlight, outlook and natural ventilation. There are some acknowledged shortfalls though, such as the second bedrooms in the two-bed units (plots 1 and 2) and the third bedrooms in plots 7-9 being served solely by rooflights. It was considered at the time of permission 141116 that whilst the outlook would be reduced from these bedrooms, the rooflights would not be so high as to prevent all meaningful outlook and, moreover, the daylight and views outwards, albeit largely skywards, would provide a suitable internal environment within the bedrooms for future occupiers. A similar conclusion is reached at this time too. Therefore, the internal layout of the proposed units would create an adequate standard of living accommodation for future occupiers.
- 6.15 In terms of overlooking between separately proposed dwellings, aside from the unavoidable mutual instances of overlooking to/from first floor windows to rear amenity spaces, the properties have been designed to minimise overlooking between separate new units. In terms of noise and disturbance, no significant harmful impacts are envisaged advised. With regard to external lighting, no details have been submitted at application stage, but will be essential throughout the shared access route towards individual front doors. As such, these details will be secured via conditions (also required from an ecology perspective and to protect nearby existing amenity too). Also linked to lighting details, no significantly detrimental crime/safety impacts are envisaged with the existing Baker Street gate retained as existing and boundary treatments secured via condition (as discussed in the amenity for future occupiers section below in more detail).
- 6.16 The separate/private rear garden spaces, whilst relatively small in the case of plots 1-6 in particular, would allow opportunities for sitting out and drying space. This is complemented with the shared mews garden between the two terraces. Within the context of the constrained nature the on-site provision of private/communal open space is welcomed, considered to be of an appropriate level and in overall terms acceptable and complies with Policy DM10.
- 6.17 In terms of air quality, the applicant has submitted a non-technical report which is considered to satisfy the requirements of Policy DM19 and not require any specific mitigation measures. Environmental Protection officers raise no issues with this element of the proposals and do not recommend any conditions, consistent with the approach at the time of the 141116 permission.
- 6.18 Finally, the proposed residential units would also benefit from one on-site vehicular parking space each, and suitable waste/cycle storage spaces/facilities, with all these elements secured via condition. Therefore in overall terms a suitable standard of accommodation would be created for future occupiers, in line with Policies CS34 and DM4 in particular.
- iv) **Amenity for nearby occupiers**
- 6.19 Given the backland nature of the site, surrounded by predominantly existing residential properties, the safeguarding of amenity for nearby occupiers is particularly pertinent in this case and has been carefully considered.

- 6.20 It is first noted, similar to when application 141116 was considered, public consultation representations have raised concerns that the 2m high wall mentioned in the submission to be proposed to the northern boundary. More specifically, objectors consider that this would be insufficient due to the higher ground within neighbouring gardens to the northern side, leading to possible privacy and crime/safety concerns. As was secured at the time of permission 141116 it is again considered necessary to secure a condition requiring details of all boundary treatments (as no details have been submitted with the application). This would be required to be submitted and undertaken prior to the first occupation of any residential unit. Again, this will explicitly include a requirement for the boundary wall to the northern boundary to be maintained at its existing height, or higher, adjoining No's 43 - 51 (odd) Baker Street, in order to protect neighbouring amenity. The relationship around the remainder of the site will also need to be demonstrated to be appropriate in due course, also factoring in all other considerations, such as the need to protect trees too. In all instances this will also be reliant upon separate Party Wall Agreements, with an informative recommended to be included on any planning permission decision notice.
- 6.21 Turning to consider the specific impact on Jesse Terrace occupiers first, plots 7-9 are two storey in height with accommodation within the pitched roofscapes too (served by rooflights 1.7m above the floor to ceiling height within the room). The rear elevation of these houses will face towards the rear of properties fronting Jesse Terrace, with one bedroom window and one bathroom window serving each of the three units at rear first floor level. The depth of the proposed rear gardens (c. 10m), together with the existing vegetation cover and the window to window distances being in excess of 20m means that officers consider that the proposals would not significantly harm the amenity of Jesse Terrace properties in terms of perceived overlooking, loss of privacy, overbearing effects, loss of day/sunlight or loss of outlook.
- 6.22 With regard to the impact on Baker Street properties, the side elevation of plot 7 includes no windows and no significantly harmful amenity impacts are envisaged due to the orientation of the building in relation to the rear gardens / building lines associated with Baker Street properties. In terms of plots 1 and 2, these are single storey in part, with the second floor of accommodation being within the roofslope and served solely by a rooflight (set 1.7m high within the room) on the north elevation facing the rear of the Baker Street properties. Plots 3-6 are a storey higher, but align with No's 55/55a & the access, where the distances/relationships with windows are such that the context is less sensitive than further east. As such, whilst plots 1-6 are relatively close to the boundaries with Baker Street properties, the minimal scale and very limited opportunities for overlooking at upper floor levels means that the amenity (in all DM4 considerations) is sufficiently safeguarded for Baker Street properties.
- 6.23 In respect of Russell Street properties, similar to the plot 7 / Baker Street context referenced above, no windows are proposed on the west (side) elevation of plot 6 facing this boundary. The distances involved, together with the predominance of parking spaces utilising the areas the other side of the site boundary at this point, downplay any significantly harmful amenity impacts occurring as a result of the proposed development.
- 6.24 In terms of Epping Close properties, it is acknowledged that proposed plots 3-6 are two storeys in height and the roofslope facing this boundary also include dormer windows. Furthermore, plots 1-2 also include dormers, albeit these are a storey lower in overall terms. As such, there are opportunities for overlooking and loss of

privacy. However, the alignment of the proposed building is such that this will overlook parking spaces and the highway access to Epping Close flats, with the distances / acute angles of orientation such that no harmful overlooking or loss of privacy, outlook or day/sunlight is expected for Epping Close occupiers from plots 1-6.

- 6.25 In relation to plots 7-9, it is recognised that plot 9 would extend close to the block of flats at Epping Close, beyond the southern site boundary. However, the windows at Epping Close facing the site serve kitchens/bathrooms and a communal stairwell. In addition, the flats are set on higher ground than the application site, and partially screened by intervening trees, which also serves to reduce the potential impact. Within this context it is considered that plots 7-9 would not harm the amenity of occupiers of the flats in terms of loss of privacy, overbearing impact, loss of day/sunlight or loss of outlook.
- 6.26 Finally, in relation to all nearby occupiers, a condition restricting permitted development rights for further extensions (under Class A of the General Permitted Development Order - GPDO) and outbuildings (Class E) is considered necessary and relevant in this instance. This is to help protect the nearby amenity of existing residential occupiers and also help protect the potential overdevelopment of the plots in the future, which could if not managed also impact negatively on the character and appearance of the conservation area and impact on the setting of nearby listed buildings. A separate condition will also restrict the provision of additional rooflights, windows and doors to the dwellings (unless separate permission is sought and granted by the Council) for similar reasons. It is noted that permission 141116 also removed permitted development rights in relation to roof enlargements (Class B). However, this is not recommended at this time as roof enlargements are not permissible under Class B of the GPDO given the site is located within a conservation area (which is one of the prerequisite restrictions under Class B). A separately discussed (in the quality of accommodation section above) condition relating to securing external lighting details will also protect nearby occupiers from harmful artificial light pollution.
- 6.27 In overall terms the proposals are therefore considered to comply with Policy DM4 and relevant elements of Policy CS34, subject to the aforementioned conditions.
- v) **Transport and access**
- 6.28 In line with the observations provided in full at section 4i above, Transport Development Control consider the proposals to be acceptable. This is subject to various conditions being secured, which were similarly included at the time of permission 141116 at the site.
- vi) **Trees, landscaping and ecology**
- 6.29 As per the observations summarised at sections 4iv and 4v above, specialist officers have considered the proposals from the perspective of trees, landscaping and ecology, and are satisfied with the proposals. This is subject to a number of conditions to secure more details, including in this instance at pre-commencement stage: arboricultural method statement; tree protection plan; full hard and soft landscaping details; and a Japanese knotweed survey/eradication survey. The landscaping will thereafter be implemented / maintained and biodiversity enhancements will also be secured. Furthermore, the already mentioned conditions relating to boundary treatments and external lighting are also necessary from this perspective as well as for amenity reasons.

6.30 More specifically in terms of soft landscaping, at the time of permission 141116 the officer committee report detailed that there were particular opportunities to provide larger canopy trees towards the site entrance fronting Baker Street and also within the proposed communal courtyard between the two blocks of houses (over and above the initial proposals detailed on the layout plan submitted). At the time of 141116 it was commented that larger trees would have wider benefits beyond the site as they would soften the appearance of the development and introduce trees into the streetscene where tree cover is currently limited. It was considered that this opportunity for planting would potentially enhance the appearance of the Russell Street / Castle Hill Conservation Area, in accordance with Policies CS33 and DM18. These statements remain relevant/applicable as part of the consideration of this application, with these opportunities remaining the intention of officers when subsequent details are submitted for approval via discharge of condition applications. Furthermore, it will be expected for the shared surface access to be permeable in nature.

vii) **Other matters - Sustainability, Archaeology, S106, Conditions & Equality**

6.31 In terms of sustainability, the applicant has indicated that the proposal will include features which will demonstrate the sustainability credentials of the development. For example, the applicant has indicated that building materials will be sourced from managed resources and the thermal performance of the building will be a key focus. Such measures are considered to sufficiently indicate that the proposals comply with the principles of Policies CS1 and DM1, whilst also mindful of the withdrawal of Code for Sustainable Homes.

6.32 Turning to consider archaeology matters, Berkshire Archaeology's observations are detailed at section 4 vi) above. Further to this, a condition in this regard is not considered either reasonable or necessary and therefore fails the six 'tests' required for any condition. As such, no archaeologically based condition is recommended.

6.33 With regard to the Section 106 Legal Agreement, it is considered that the affordable housing obligation referred to above would comply with the National Planning Policy Framework and Community Infrastructure Levy (CIL) in that it would be: i) necessary to make the development acceptable in planning terms, ii) directly related to the development and iii) fairly and reasonably related in scale and kind to the development.

6.34 It is also noted that the financial contributions secured via s106 at the time of 141116 will no longer be sought or secured via s106 at this time. This is as such matters will instead be secured through the community infrastructure levy (CIL), as detailed at section 2 above. At the time of 141116 financial contributions towards education (£92,070), open space (£23,000) and transport (£9,546) were secured.

6.35 In relation to planning conditions, in line with section 100ZA(5) of the Town and Country Planning Act (as amended), which came into force on 01/10/18, discussions have been undertaken with the applicant regarding pre-commencement conditions. The applicant has formally agreed to the recommended pre-commencement conditions via return email on 08/10/18.

6.36 Furthermore, there are a number of conditions which were secured at the time of permission 141116 which, mainly due to legislative changes in the intervening

time, are not appropriate to secure as part of this application. For example, this relates to code for sustainable homes and lifetime homes matters. Furthermore, other conditions previously secured are now not able to (bearing in mind the six 'tests' all conditions need to meet) for a variety of other reasons: Archaeology (no longer considered necessary by Berkshire Archaeology); SuDS (now only reasonably sought on 'major' applications, for which this is not); prevention of rooflights lower than 1.7m (floor to ceiling heights now shown on section plans, meaning this condition is not necessary as it is secured by the 'development to be carried out in accordance with the approved plans' and 'no additional rooflights' conditions).

- 6.37 Finally, in terms of equality, in determining this application the Council is required to have regard to its obligations under the Equality Act 2010. The key equalities protected characteristics include age, disability, gender, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sexual orientation. It is considered that there is no indication or evidence that the protected groups have or will have different needs, experiences, issues and priorities in relation to this particular application.

## 7. CONCLUSION

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

### Drawings and information submitted:

6671:18:1 Rev A - Site Survey & Location Plans, as received 08/08/18  
6671:18:2 Rev A - Proposed Site Plan, as received 08/08/18  
6671:18:3 Rev A - Proposed Site Sections, as received 08/08/18  
6671:18:4 Rev A - Plot 1-6 Floor Plans & Elevations, as received 08/08/18  
6671:18:5 Rev A - Plot 7-9 Floor Plans & Elevations, as received 08/08/18

Design and Access Statement by BDS Surveyors Limited, Ref TCG/6671-designstat Rev A, dated & received 08/08/18

Non-Technical Air Quality Report by Bell Cornwell, Ref 8869, dated July 2018, as received 08/08/18

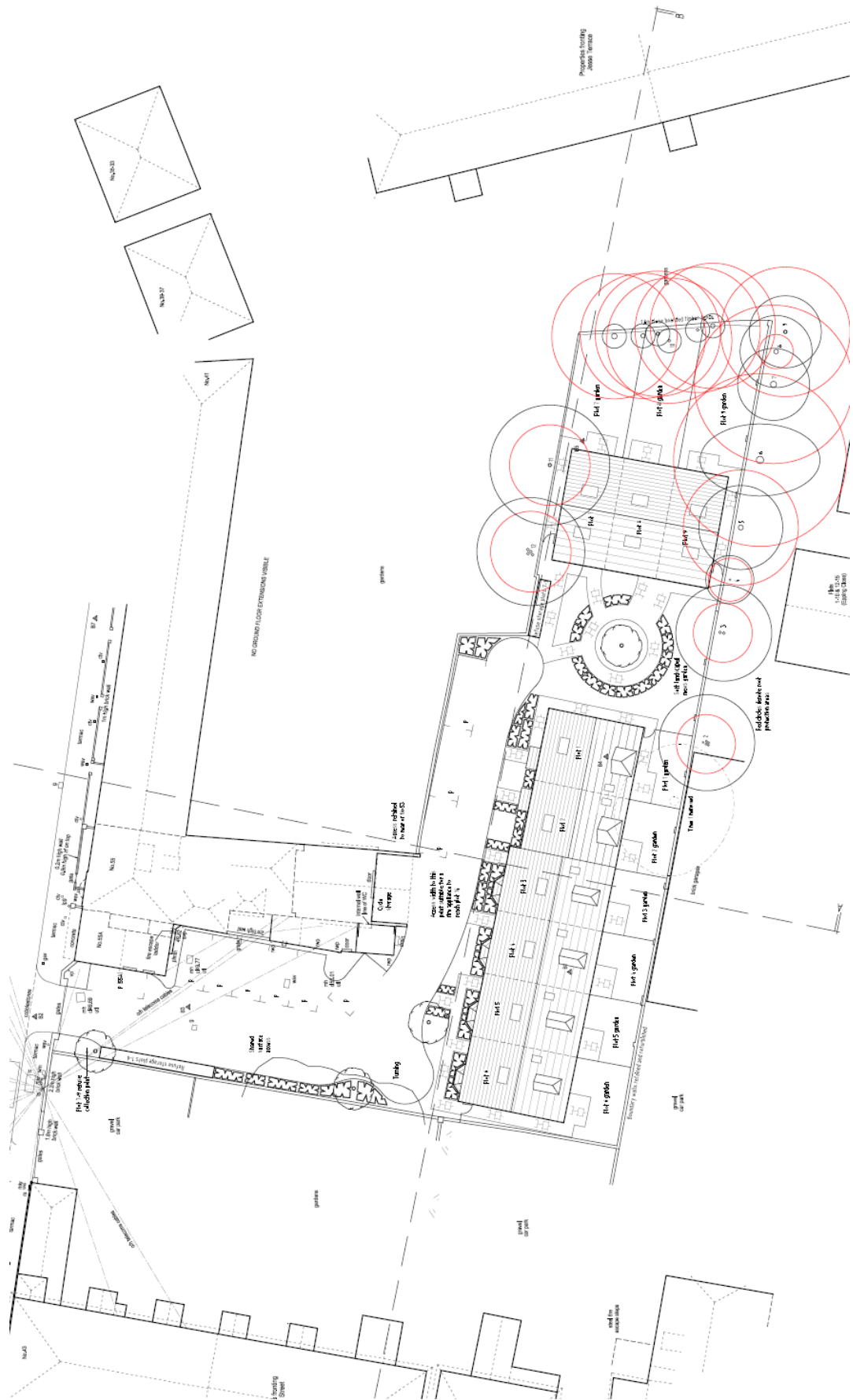
BS 5837:2012 Tree Survey by Tree Surveys Ref SPH/PB/5837-01/18.07, dated 18/07/18, as received 08/08/18

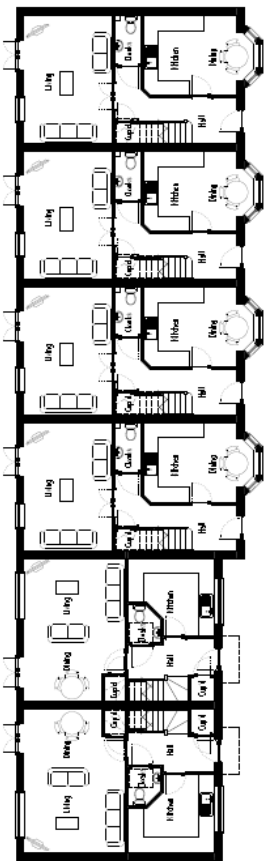
6671:18:6 - CIL Floor Areas, as received 08/08/18

Email from BDS Surveyors Limited, Ref Re: 57 Baker St, Reading (180624), dated & received 08/08/18

Email from BDS Surveyors Limited, Ref Re: 57 Baker St, Reading (180624), dated & received 08/10/18

Case Officer: Jonathan Markwell





PLOT 1  
GROUND FLOOR PLAN

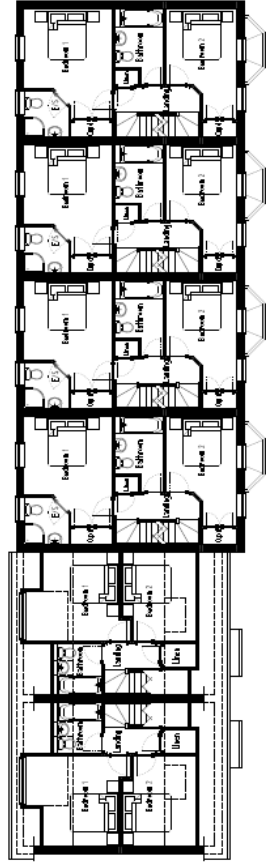
PLOT 2

PLOT 3

PLOT 4

PLOT 5

PLOT 6



PLOT 1  
FIRST FLOOR PLAN

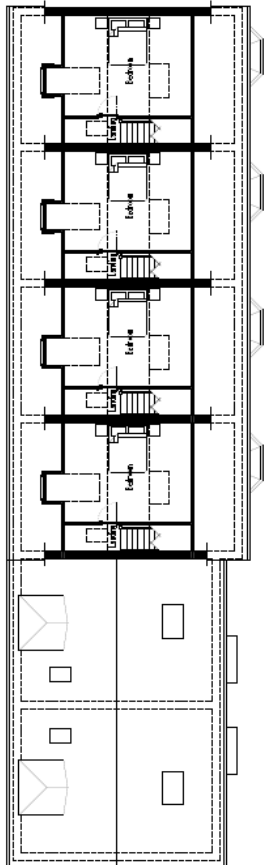
PLOT 2

PLOT 3

PLOT 4

PLOT 5

PLOT 6



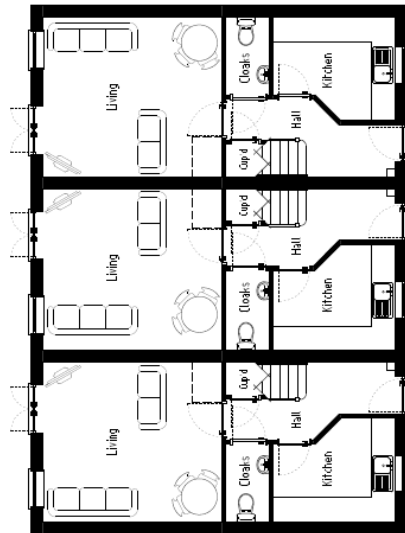
LOFT FLOOR PLAN

PLOT 3

PLOT 4

PLOT 5

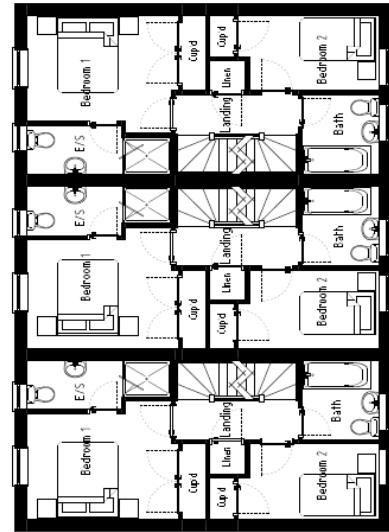
PLOT 6



PLOT 7  
GROUND FLOOR PLAN

PLOT 8

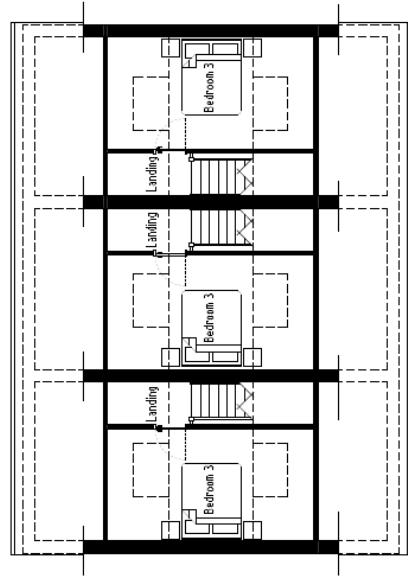
PLOT 9



PLOT 7  
FIRST FLOOR PLAN

PLOT 8

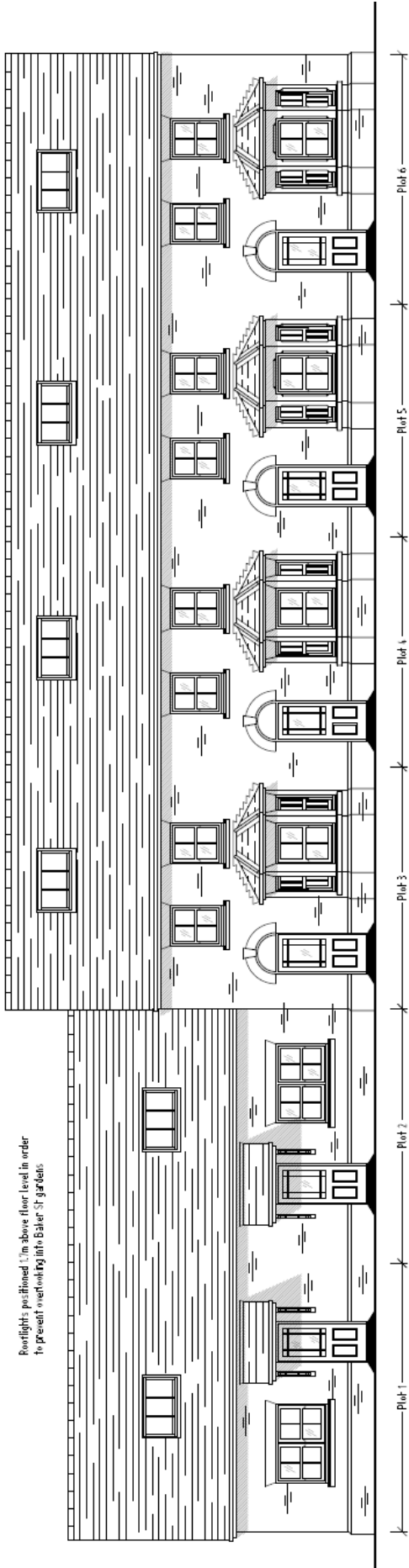
PLOT 9



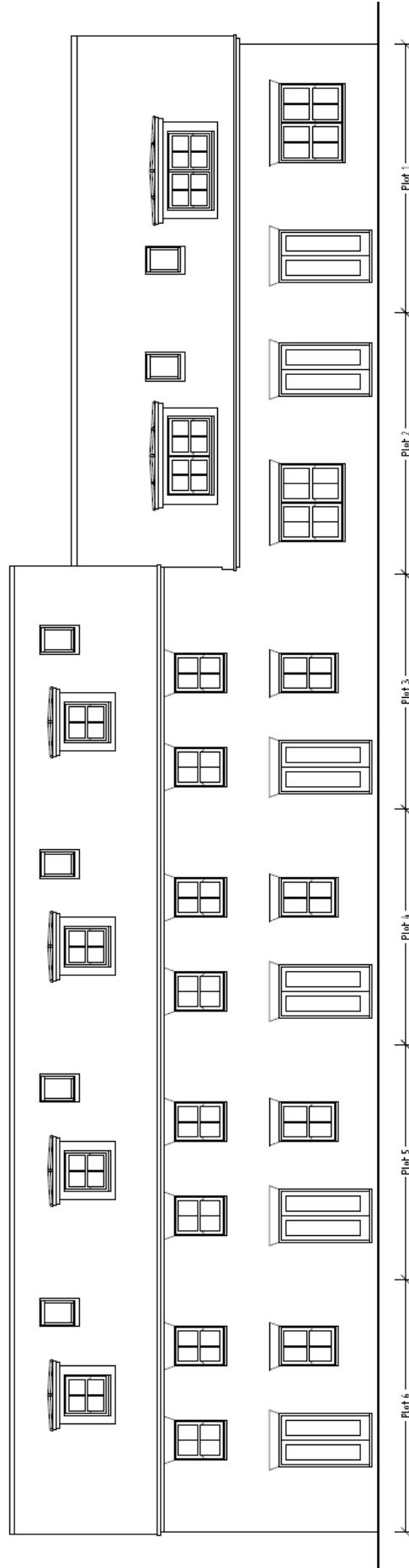
PLOT 7  
LOFT FLOOR PLAN

PLOT 8

PLOT 9

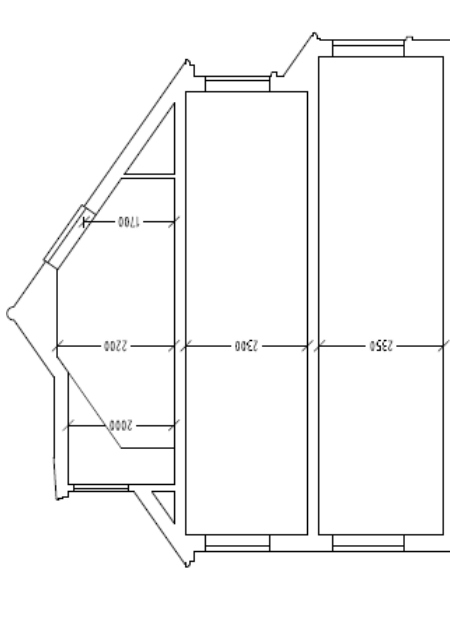


FRONT ELEVATION  
ELEVATIONS PLOTS 1-6

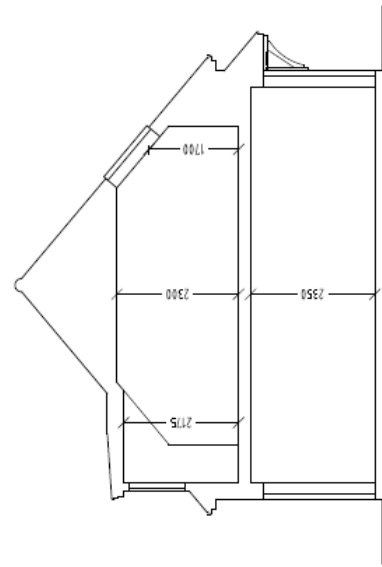


REAR ELEVATION

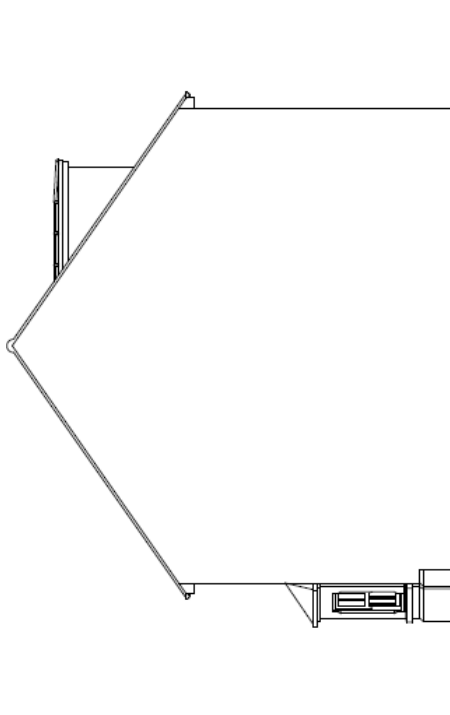




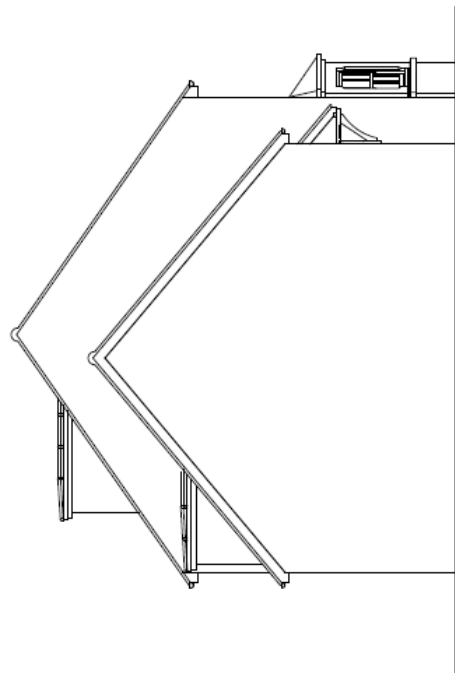
TYPICAL SECTION PLOTS 3-6



TYPICAL SECTION PLOTS 1-2

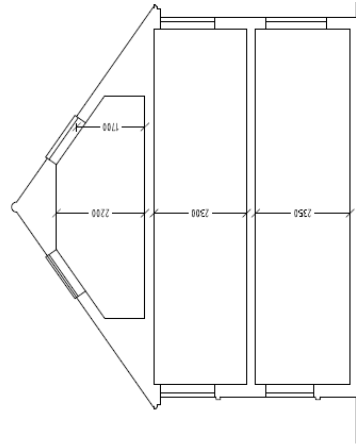


SIDE ELEVATION

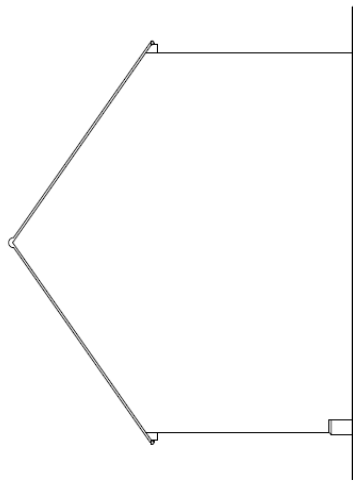


SIDE ELEVATION

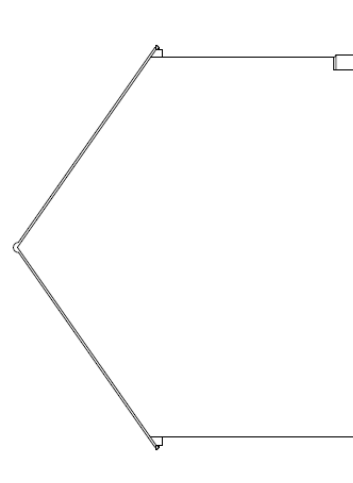
Plots 1-6 side elevations and sections



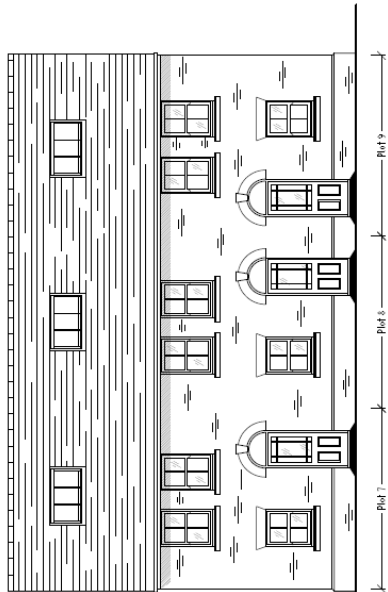
TYPICAL SECTION PLOTS 7-9



SIDE ELEVATION

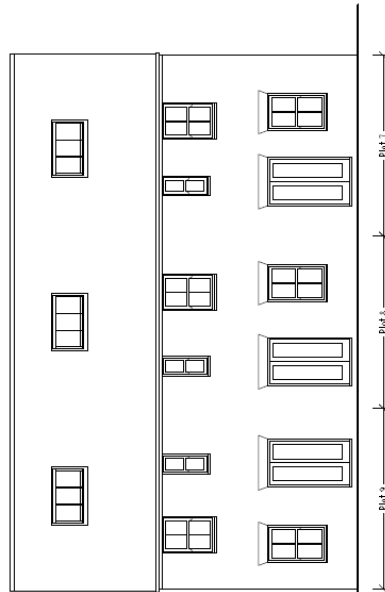


SIDE ELEVATION



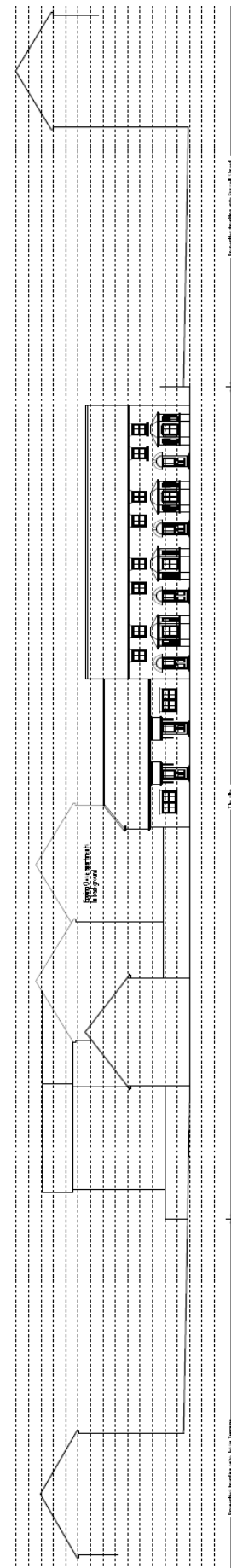
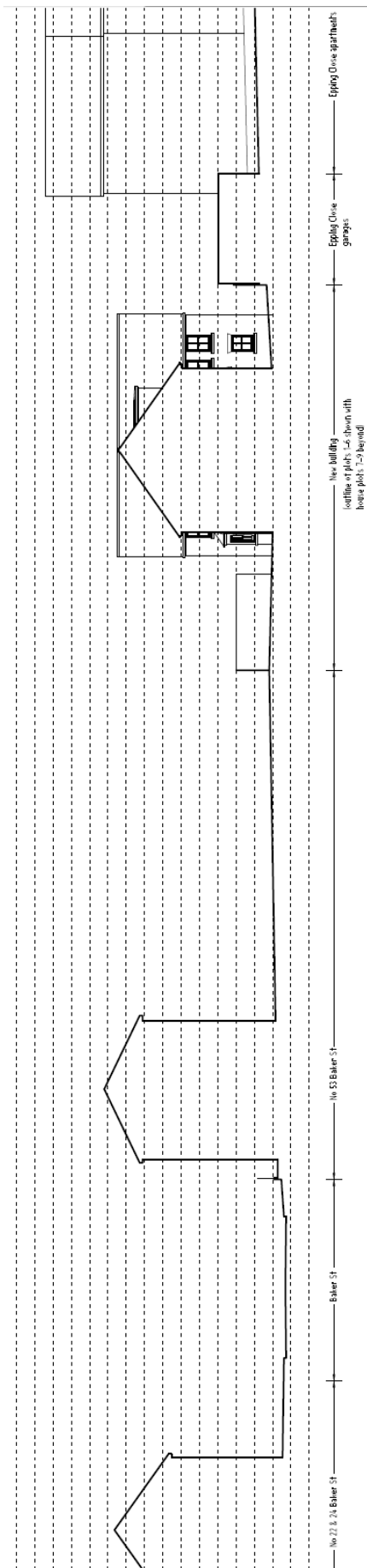
FRONT ELEVATION

Rooflight polished 17th above floor level in order to provide overhang towards front terrace



REAR ELEVATION

Plot 7-9 elevations and section



Long sections between Baker St & Epping Cl (left) and Jesse Terrace & Russell St (right)



Aerial view looking east



Aerial view looking south



Aerial view looking west



The application site from the Baker Street entrance



From within the site looking towards the Baker Street entrance and the boundary treatment with the rear of Russell Street properties and 55/55a Baker Street



Looking east from within the site towards the rear of Jesse Terrace properties



Looking north-east from within the site towards the rear of Baker Street properties



Looking west from within the site towards the rear of Russell Street properties



The application site boundary and relationship with Epping Close buildings



From Baker Street looking south-east at the existing Baker Street streetscene, the site entrance and the Epping Close buildings in the background



## COMMITTEE REPORT

BY THE DIRECTOR OF ENVIRONMENT AND NEIGHBOURHOOD SERVICES

READING BOROUGH COUNCIL

ITEM NO. 10

PLANNING APPLICATIONS COMMITTEE: 7<sup>th</sup> November 2018

**Ward:** Abbey  
**App No.:** 181276/FUL  
**Address:** Kings Meadow, Napier Road, Reading  
**Proposal:** Temporary Change of use for up to 45 days in a Calendar year, to change from Class D2 Assembly & Leisure to Christmas Party Events at Kings Meadow, with the site being restored to its former conditions at, or before 14.00 on the 31st December 2018  
**Applicant:** Eventist Group Limited  
**Date received:** 23<sup>rd</sup> July 2018 (application valid: 9<sup>th</sup> August 2018)  
**Target decision date:** 8<sup>th</sup> November 2018

### RECOMMENDATION

GRANT Temporary Planning Permission, subject to the following conditions and informatives:

#### Conditions:

1. The use of the land for Christmas Party events shall cease and the site shall be restored to its former condition on or before 1400 hours on 31 December 2018.
2. Approved plans.
3. Use to operate in accordance with Traffic Management Plan.
4. Use to operate in accordance with Flood Management Plan.
5. All walls or fencing constructed within or around the site shall be designed to be permeable to flood water.
6. Deliveries, collection of empty bottles, emptying of on-site portable toilets, construction and deconstruction of temporary structures, and similar noisy activities shall not be carried out between the hours of 2000 and 0800.
7. The noise emitted from the generator shall not cause an increase of the existing background noise level (determined to be 45 dB LA90, 15 minute) by more than 0 dB. An acoustic assessment to demonstrate that that this level has been met shall be submitted upon the request of the local planning authority. The noise levels shall be determined at the nearest noise sensitive premises and measurements and assessment made according to BS4142:2014.
8. Parties shall cease in sufficient time for all patrons and staff to have left the site by 0200 hrs and no further activity to take place between 0200hrs and 0800hrs.
9. Use to operate in accordance with submitted noise assessment and noise mitigation measures including acoustic barrier, etc.
10. No less than five percent of the parking spaces within the Kings Meadow car park shall be made available at all times for disabled users of the site.
11. No other temporary use permitted

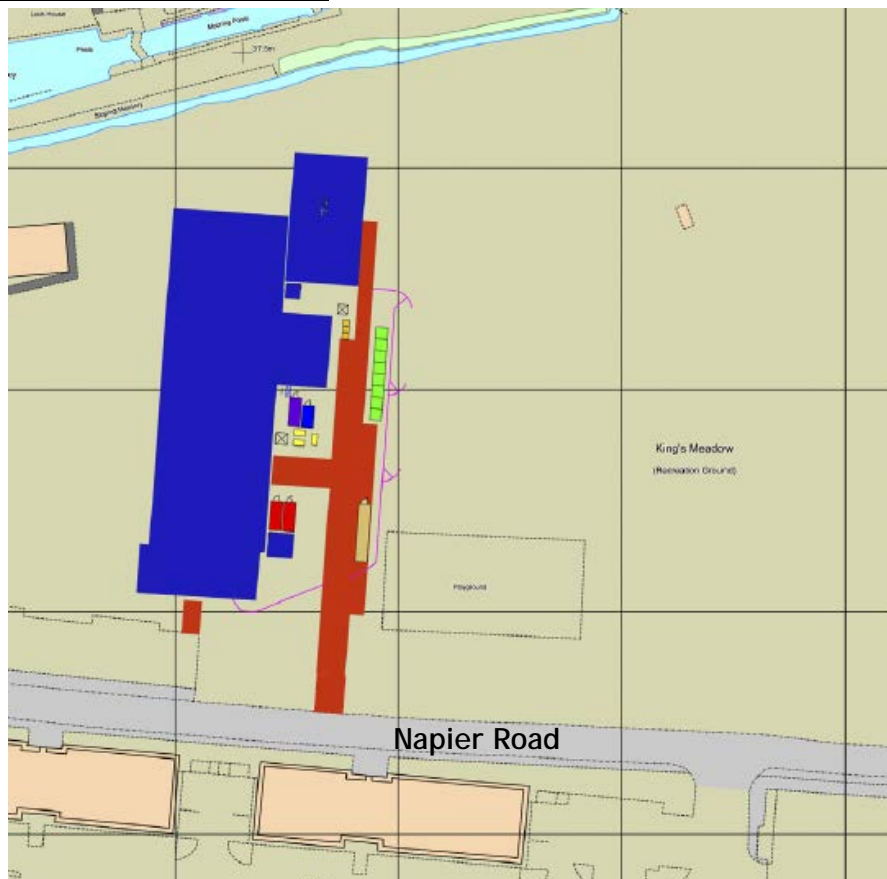
Informatives:

1. Positive and Proactive
2. Compliance with approved details.
3. Applicant to note other controls are relevant via Environmental Protection legislation

**1. INTRODUCTION**

- 1.1 The application site is located approximately 20 metres north of Napier Road and forms part of Kings Meadow. The site lies approximately 60 metres south of the River Thames and is located within and close to the northern edge of the Reading Central Area. The site is identified as an important area of public open space (Site RC14d) within the Reading Central Area Action Plan 2009 and a Major Landscape Feature as defined by Core Strategy Policy CS37 (Major Landscape Features and Strategic Open Space) and Policy SA17 (Major Landscape Features) of the Sites and Detailed Policies Document 2012. The site is located immediately to the north of the Kings Meadow car park. It is located within the Thames flood plain.
- 1.2 The context of the site comprises commercial business units and the railway line to the south, residential properties on Kings Meadow Road to the west, blocks of residential flats on Napier Road to the east (Luscinia View) and houses at Caversham Lock to the north.

Site Location Plan (not to scale)



## 2. PROPOSAL AND SUPPORTING INFORMATION

- 2.1 Schedule 2, Part 4, Class B of the Town and Country Planning (General Permitted Development) Order 2015 allows for the temporary use of land for any purpose for not more than 28 days in any calendar year and for the provision on that land of any moveable structures for the purposes of the permitted use. Any days over and above those 28 days permitted in that calendar year require planning permission.
- 2.2 Kings Meadow is the site for other temporary uses and owned by Reading Borough Council. The proposal seeks to extend the current 28 days allowed for a temporary use of the site for up to an maximum additional 45 days within the year 2018 for mixed leisure and entertainment use to include kitchen facilities, an eating and dancing area, a reception area and a dodgem tent contained within a marquee. The events would comprise seated Christmas dinners followed by dancing and entertainment.
- 2.3 The applicant has confirmed that 15 parties are proposed within the 45 day period applied for. 18 were held last year and 16 the year before. Each party would cater for a maximum of 980 guests and be held between 7pm and 1:30am (the proposed capacity was 850 guests last year, 900 the year before and the event has run for many years with the capacity being as high as 1300 in the past). The last party of this year events would be held on 22<sup>nd</sup> December 2018.
- 2.4 The proposed size of the main marquee is 65 metres by 24 metres. This would be surrounded by a number of smaller tents to provide ancillary facilities. The largest tent would have a maximum height above ground level of 8 metres.
- 2.5 The main pedestrian entrance and exit to the marquee structure would be from Kings Meadow Car Park. The Traffic Management Plan states that it is intended that around half the Kings Meadow car park would be used as a drop off area with the other half providing 40 spaces for visitors. Once this is full the Hills Meadow Car Park would be used as an overflow. The Traffic Management Plan also states that marshals will be permanently stationed on the roadside to ensure the Traffic Management Plan is adhered to, which includes management of coaches picking up and dropping off visitors to the site.
- 2.6 This application is supported to Planning Applications Committee because it is a major category application (site area of over 1ha).
- 2.6 Drawings:  
Location Plan ref. 472112, 173937  
Received on 24<sup>th</sup> July 2018
- Floor Plan ref. Reading x 750, BPE Reading 2018 CW R3 - Reading: Russia '18  
BPE-17-01B (Elevations)  
Received on 9<sup>th</sup> August 2018
- 2.7 Documents:

### 3. PLANNING HISTORY

- 171445/FUL - Temporary Change of use for up to 45 days in a Calendar year, to change from Class D2 Assembly & Leisure to Christmas Party Events at Kings Meadow, with the site being restored to its former conditions at, or before 16.00 on the 31st December 2017. Approved 10/11/2017
- 161558/FUL - Temporary change of use for up to 40 days in a calendar year, from Class D2 Assembly & Leisure to Christmas Party Events at Kings Meadow. Approved 14/12/2016
- 151329/FUL - Temporary change of use for up to 30 days in a calendar year, to
- change from Class D2 Assembly & Leisure to Christmas Party Events at
- Kings Meadow. Approved 18/11/2015
- 141252/FUL- Temporary change of use for up to 30 days in calendar year 2014 to change from class D2 assembly and leisure to Christmas party events at Kings Meadow. Approved 22/10/2014
- 130996/FUL - Temporary change of use for up to 30 days in calendar year 2013 to change from class D2 assembly and leisure to Christmas party events at Kings Meadow. Approved 10/09/13
- 12/00990/FUL - Temporary change of use for up to 34 days in calendar year 2012 to change from class D2 assembly and leisure to Christmas party events at Kings Meadow - approved 24/08/12
- 11/00950/FUL - Temporary change of use for up to 39 days in a calendar year, this being 2011, to change from Class D2 assembly and leisure to Christmas party events at Kings Meadow - approved 24/08/11
- 10/01139/FUL - Temporary change of use for up to 34 days in calendar year 2010 to change to class D2 assembly and leisure for Christmas party events at Kings Meadow - approved 16/09/10
- 09/01022/FUL - Temporary change of use for up to 24 days in calendar year 2009 to change to class D2 assembly and leisure for Christmas party events at Kings Meadow - approved 15/09/09
- 08/00825/FUL - Temporary change of use for up to 26 days in calendar year 2008 to change from class D2 assembly and leisure to Christmas party events at Kings Meadow - Approved 17/10/08
- 07/01086/FUL - Temporary change of use for up to 20 days in calendar year 2007 to change from class D2 assembly and leisure to Christmas Party Events at Kings Meadow - Approved 22/11/07
- 06/00900/FUL - Temporary change of use for up to 25 days in calendar year 2006 to change from class D2 assembly and leisure to Christmas Party Events at Kings Meadow - Approved 17/10/06
- 05/00747/FUL - Temporary change of use for up to 25 days in calendar year 2005 to change from class D2 assembly and leisure to Christmas Party Events at Kings Meadow - Approved 14/10/05
- 04/01138/REG3 - Temporary change of use for up to 19 days in the calendar year 2004 (in addition to the 28 days permitted by the Town and Country Planning General Permitted

Development Order 1995) - from class D2 assembly and leisure to Christmas Party Events  
- Approved 17/11/04.

#### 4. CONSULTATIONS

- RBC Transport - No objection subject to conditions.
- RBC Environmental Protection - No objection, subject to conditions to secure implementation of noise mitigation measures to include provision of an acoustic barrier, distributed sound system and a maximum music level as well as controls on permitted hours for deliveries and noise from generators
- RBC Leisure - No objection
- RBC Licensing - No objection
- RBC Ecological Consultant - No objection
- RBC Natural Environment - No objection
- Environment Agency - No objection, subject to conditions.

##### *Public Consultation*

4.1 Four site notices were displayed around the site. No representations have been received.

#### 5. LEGAL AND PLANNING POLICY CONTEXT

5.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that proposals be determined in accordance with the development plan unless material considerations indicate otherwise. Material considerations include relevant policies in the National Planning Policy framework (NPPF) - among them the 'presumption in favour of sustainable development'.

5.2 Accordingly this application has been assessed against the following policies:

5.3 National Planning Policy Guidance  
National Planning Policy Framework (2018)  
National Planning Practice Guide

5.4 Reading Borough Local Development Framework Core Strategy (2008, 2015)  
CS3: Social Inclusion and Diversity  
CS4: Accessibility and the Intensity of Development  
CS7: Design and the Public Realm  
CS22: Transport Assessments  
CS23: Sustainable Travel and Travel Plans  
CS24: Car/ cycle parking  
CS25: Scale and Location of Retail, Leisure and Culture Development  
CS28: Loss of Open Space  
CS34: Pollution and Water Resources  
CS35: Flooding  
CS36: Biodiversity and Geology  
CS37: Major Landscape Features and Strategic Open Space  
CS38: Trees, Hedges and Woodlands

- 5.5 Reading Central Area Action Plan (2009) policies  
RC5: Design in the Centre  
RC14: Public Realm
- 5.6 Sites and Detailed Policies Document (2012, 2015)  
SD1 Presumption in Favour of Sustainable Development  
DM4 Safeguarding Amenity  
DM12 Access, Traffic and Highway-Related Matters  
SA16 Public and Strategic Open Space  
SA17 Major Landscape Features

## 6. APPRAISAL

The main issues raised by this planning application are:

- Impact upon open space provision
- Noise and Disturbance
- Transport
- Flooding
- Natural Environment

### **Impact upon open space provision**

- 6.1 The proposal seeks to provide festive party events on a commercial basis over a temporary period on a site identified on the Proposals Map as an Important Area of Open Space. Core Strategy Policy CS28, RCAAP Policy RC14 and SDPD Policy SA16 seek to resist proposals that would result in the loss of such areas, or jeopardise their enjoyment by the public.
- 6.2 It is considered that the proposal would not reduce the overall public amenity provided by the Kings Meadow to any significant extent as the site is to the edge and majority of the space and public footpaths would be unaffected. However it is considered that the proposed marquee would detract from the visual appearance and open character of the surrounding area and would therefore conflict with policy CS28. Mitigating factors however are the temporary nature of the use and the fact that it would be for a leisure purpose. Furthermore, the proposal would occupy only a small proportion of the open space and for a relatively short period over and above the 28 days that are already 'Permitted Development'. On this basis the proposal is considered to be acceptable in this instance. A condition is recommended to ensure that the use has ceased and all structures removed by 2pm on 31<sup>st</sup> December 2018, to ensure the open space is restored as soon as possible after the series of events has ended.

### **Noise and Disturbance**

- 6.4 The nearest residential properties to the site would be approximately 50 metres to the west along Kings Meadow Road. Policy CS34 states that 'Development will only be permitted where it would not be damaging to the environment through air, land, noise, or light pollution.'

- 6.5 Events held on the site that take advantage of the 28 days permitted under the General Permitted Development Order do not come under the control of the local planning authority in terms of the hours of use or intensity of activities on site and any associated noise or disturbance (although these can be controlled separately under the Licensing Act or Environmental Protection Act). However, the activities proposed under the current application during the additional days *can* be controlled by conditions in order to secure suitable maximum noise levels and hours of operation.
- 6.6 Environmental Protection Officers have advised that residents in nearby properties were affected by the music at the Best Parties Ever events last year, which operated 18 parties for up to 850 guests. On this basis and given that the number of events has increased gradually over the years, officers sought a noise assessment report of the proposed events to be submitted for consideration alongside this year's application. This noise assessment report includes a number of additional noise mitigation measures beyond that required for previous events, including provision of an acoustic barrier, distributed sound system and a maximum music noise level of 89 dBA (5 min) on dance floor. This noise assessment has been reviewed by Environmental Protection Officers who are satisfied with its content and mitigation measures proposed which can be secured by way of a condition. This is in addition to conditions to control permitted hours for deliveries, emptying of on-site toilets, construction or dismantling of structures and other noisy activities (not to take place between 2000 and 0800 hours), limiting the maximum noise of the generators and the end time of the parties (all visitors and staff to have left the site by 0200 hours) which have been used to control previous years' events.
- 6.7 These measures are considered to be reasonable and necessary to ensure that noise levels are kept to a reasonable level to protect residential amenity. Additional music noise controls can be secured through licensing and environmental protection measures. The proposals themselves do not differ significantly from those approved in previous years.
- 6.8 The mixed use of the surrounding area and the background noise generated by other commercial and transport activities should also be considered in assessing the appropriateness of the proposal in this location. The restrictions to noise levels and hours of use that can be secured by condition are considered reasonable when balancing the enjoyment of guests against the nuisance to other people, given the temporary nature of the use.
- 6.9 Given the above, it is considered that the proposal would not result in harm to the amenity of neighbouring residents due to noise or disturbance and is therefore in accordance with Policy CS34 (Pollution and Water Resources) and Policy DM4 (Safeguarding Amenity), subject to a condition limiting the hours of use of the site being imposed.

#### **Transport**

- 6.10 Policies CS22 and CS23 seek to ensure an adequate level of accessibility and safety by all modes of transport and there is a commitment to implement measures to improve sustainable transport facilities. The applicant intends to provide parking within the existing Kings Meadow car park and in previous years has agreed that at least five

percent of these will be for use by persons with disabilities. It is recommended that this disabled parking provision should again be secured by condition.

- 6.11 The site is within close proximity of major public transport nodes that could help serve the events proposed and a Traffic Management Plan has been submitted with the application. Development Control Transport has confirmed that there is no objection to the principle of the proposal, subject to the proposal being carried out in accordance with the submitted Traffic Management Plan.
- 6.12 This planning application does not include a proposal for signage on the public highway. However, if agreed with RBC Highways Department, these could be erected without the need for Advertisement Consent under Class G, Schedule 1 of The Town and Country Planning (Control of Advertisements) (England) Regulations 2007.
- 6.13 It is considered that the proposals would be acceptable from a transport and highway safety perspective, in accordance with policies CS22 (Transport Assessments), CS23 (Sustainable Travel and Travel Plans) and DM12 (Access, Traffic and Highway-related Matters).

#### **Flooding**

- 6.14 The site is located in Flood Zone 3b. Policy CS35 (Flooding) states that planning permission will not be granted for development in an area identified as being at high risk of flooding, where development would reduce the capacity of the flood plain to store floodwater, impede the flow of floodwater or in any way increase the risks to life and property arising from flooding.
- 6.15 The NPPF and NPPG emphasise the importance of properly assessing flood risk at all stages of the planning and development process, avoiding inappropriate development in areas at risk of flooding and indicates the increased weight that the Government wishes to be given to this issue. Local Authorities are advised to adopt a risk-based approach to proposals for development in, or affecting, areas at risk from flooding.
- 6.16 Acceptable uses within Zone 3b are limited to those of water compatibility and essential infrastructure. However due to the temporary nature of this proposal, the Environment Agency has confirmed that they do not object to the proposal on flooding grounds subject to a condition being imposed requiring fences and walls to be permeable to flood water and to restrict raising of ground levels within the site. It is considered reasonable to impose a condition with regard to the fencing, however raising or lowering of ground levels would constitute an Engineering Operation requiring Planning Permission and no such permission is sought. It is therefore considered unnecessary to include a condition controlling this. The submitted flood risk management plan is considered to be in accordance with EA advice and is the same as approved in previous years.
- 6.17 On this basis it is considered that the proposal would not result in an unacceptable increase in flood risk and is therefore in accordance with policy CS35 (Flooding) and national policy within the NPPF.

#### **Natural Environment**



- 6.18 The Council's Ecological Consultant and Natural Environment Officer have confirmed that there are no objections to the proposal with regard to ecology, affect upon protected species or trees. Therefore it is considered that the proposal accords with the aims of Policies CS36 (Biodiversity and Geology) and CS38 (Trees, Hedges and Woodlands).

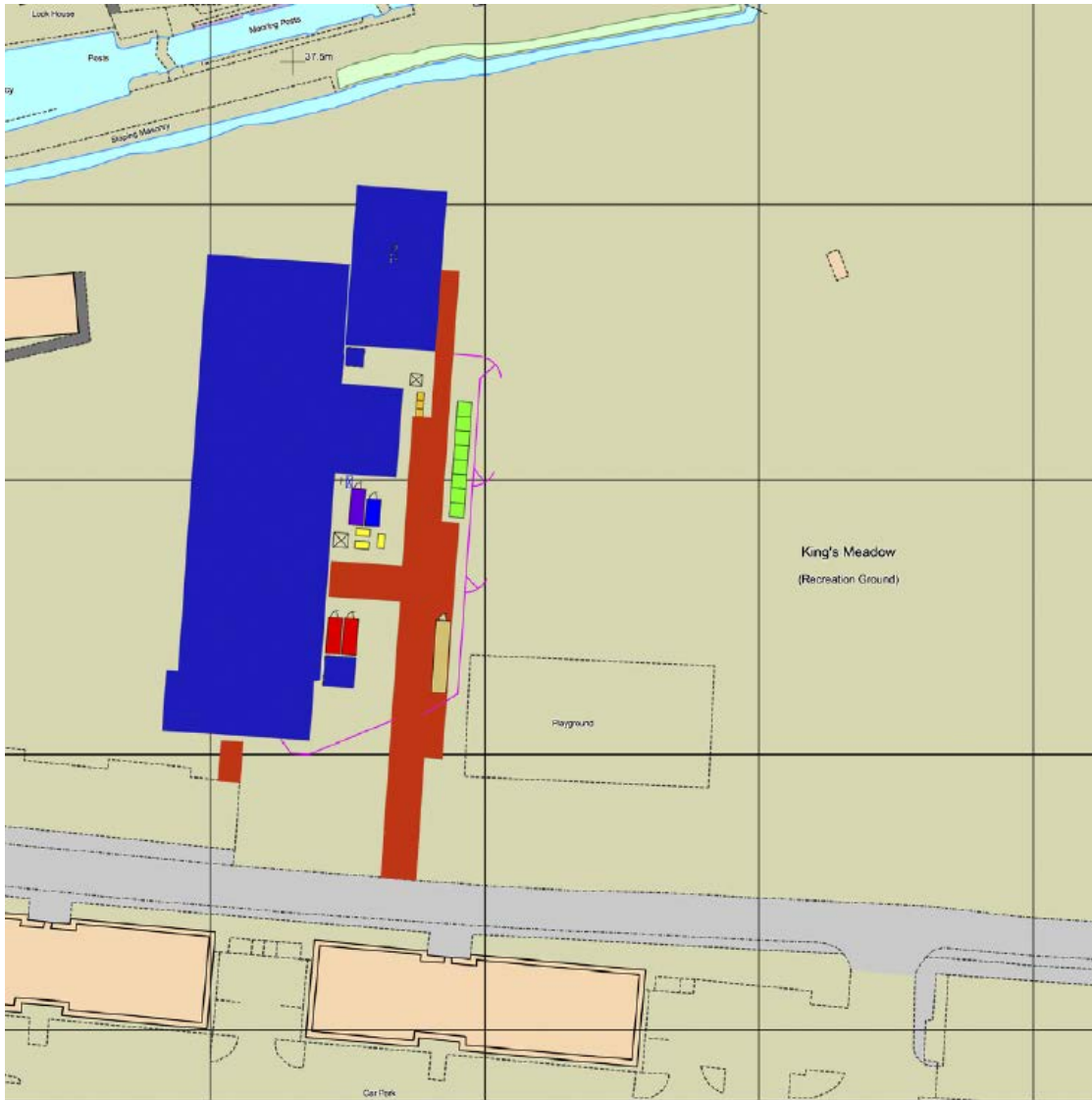
#### **Equalities Impact Assessment**

- 6.19 In determining this application the Committee is required to have regard to its obligations under the Equality Act 2010. The key equalities protected characteristics include age, disability, gender, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, or sexual orientation. The site will be accessible for disabled users and a condition requiring five percent of the parking spaces to be made available for those with disabilities is recommended. Otherwise, there is no indication or evidence (including from consultation on the application) that the protected groups have or will have different needs, experiences, issues and priorities in relation to the particular planning application.
- 6.20 In terms of the key equalities protected characteristics it is considered there would be no significant adverse impacts as a result of the development and as such the proposal is considered to comply with Policy CS3 (Social Inclusion and Diversity) and Policy CS5 (Inclusive Access) of the Reading Borough LDF Core Strategy 2008.

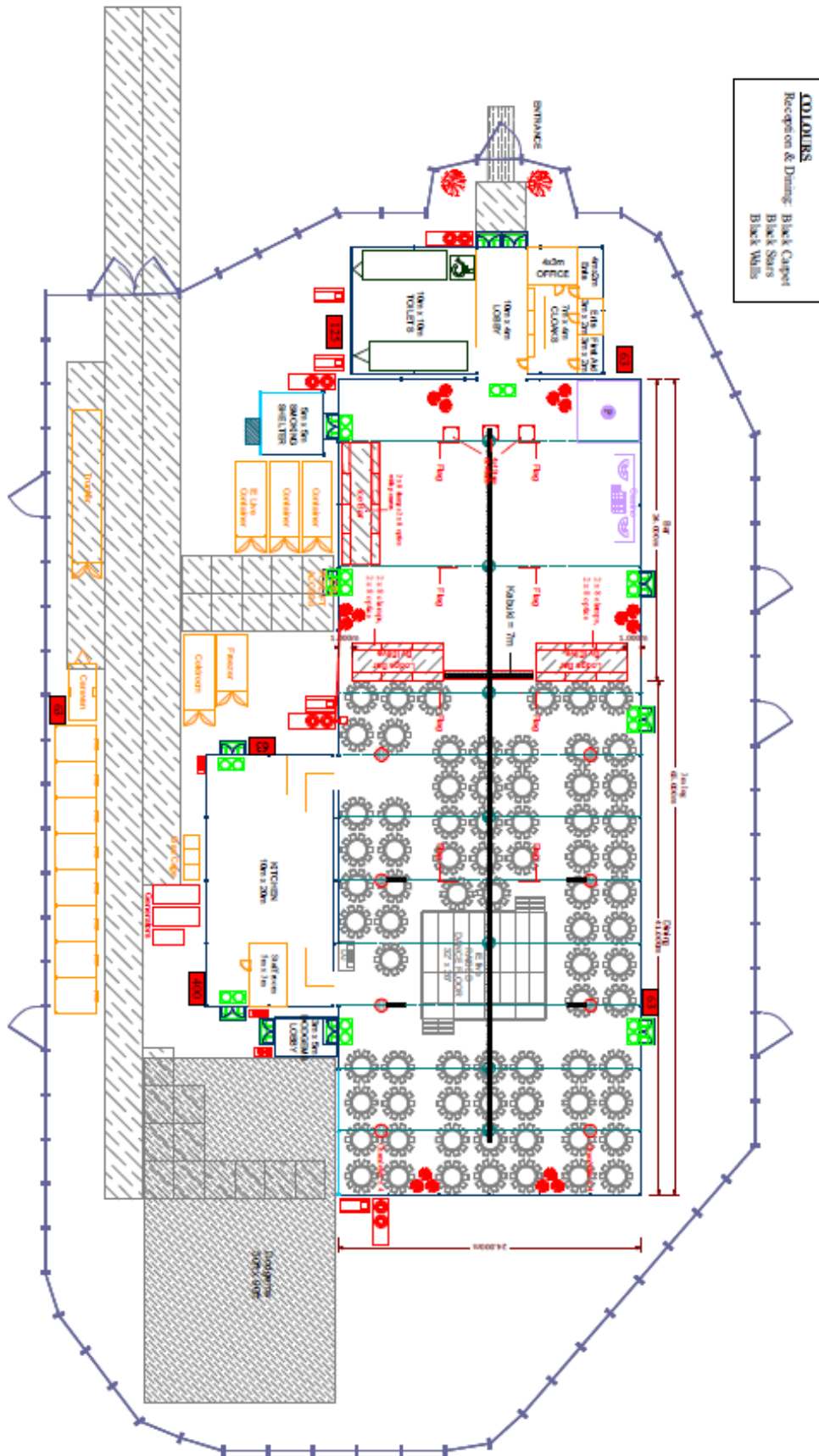
### **7. CONCLUSION**

- 7.1 The proposal, with the recommended conditions outlined in the recommendation, is considered to be acceptable in terms of the principle of the use and the impact upon the amenity of the area. It is considered that, for the reasons set out in the report, the development is acceptable notwithstanding the temporary loss of public open space that would result. The proposal is considered to accord with Policies CS3, CS4, CS7, CS22, CS23, CS24, CS25, CS28, CS34, CS35, CS36, CS37 and CS38 of the Cores Strategy 2008, 2015, Policies RC5 and RC14 of the Reading Central Area Action Plan 2009 and Policies SD1, DM4 and DM12 of the Sites and Detailed Policies Document 2012, 2015.

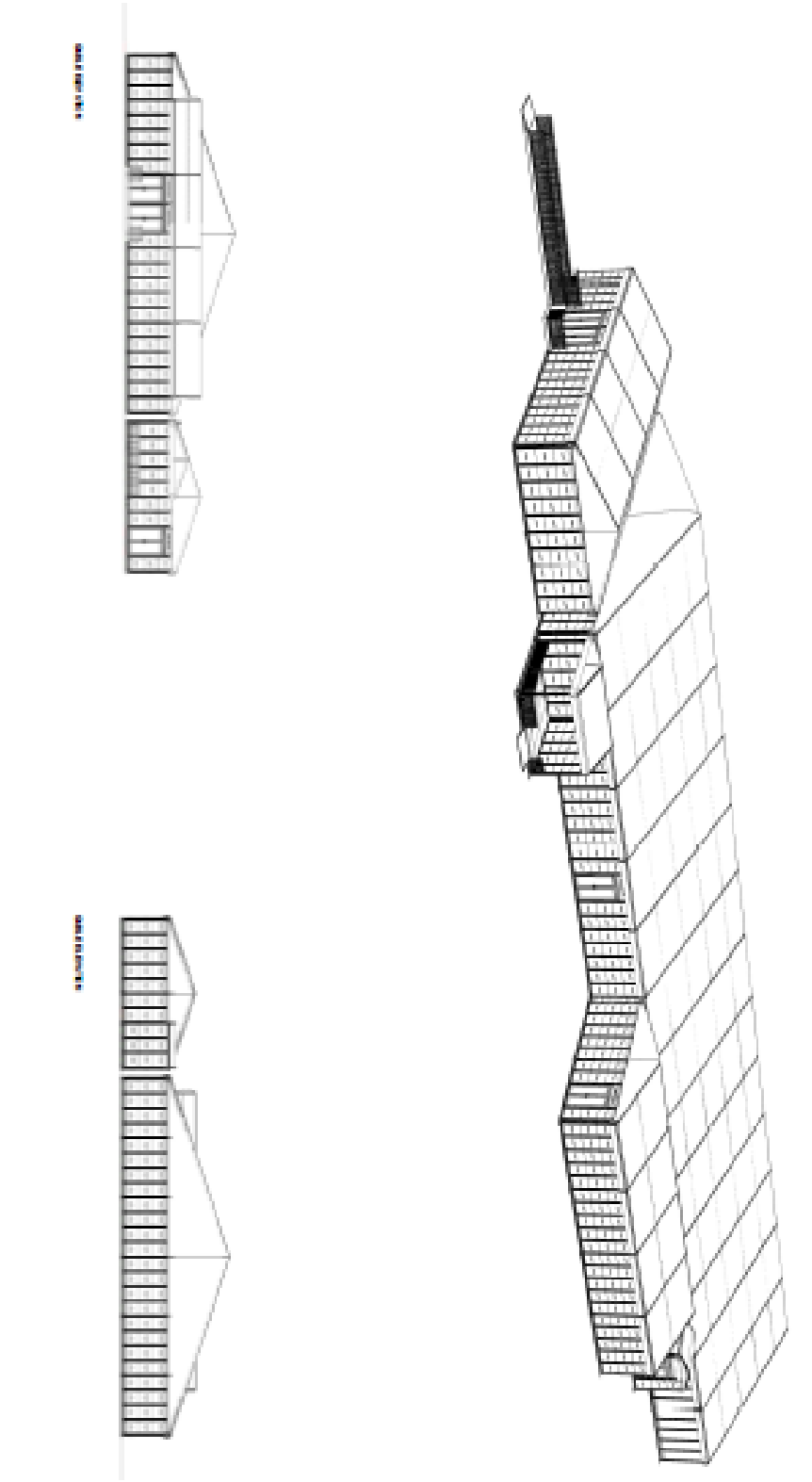
Case Officer: Matt Burns

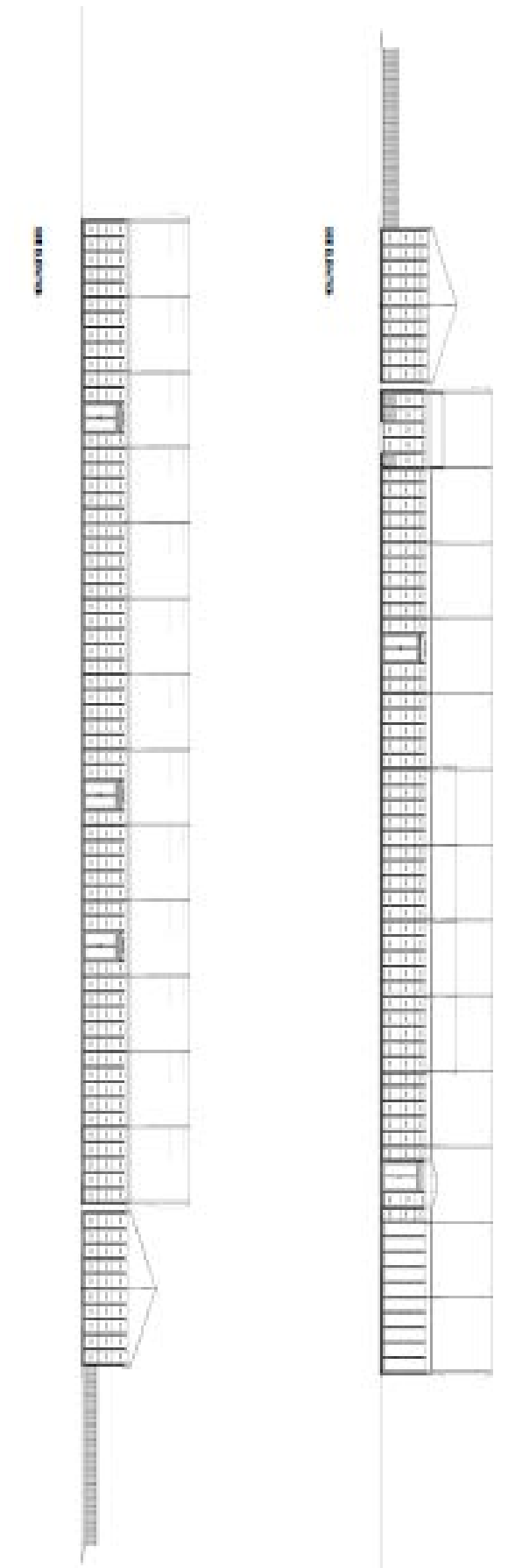


Location Plan



Floor Plan





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## COMMITTEE REPORT

BY THE DIRECTOR OF ENVIRONMENT CULTURE & SPORT  
READING BOROUGH COUNCIL  
PLANNING APPLICATIONS COMMITTEE: 7<sup>th</sup> November 2018

ITEM NO. 11

**Ward:** Church  
**App No:** 181365/HOU  
**Address:** 31 Windermere Road  
**Proposal:** Part one, part two storey side and rear extension  
**Applicant:** Mr K Iqbal, Adams Estates  
**Date validated:** 03/08/18  
**Target Date:** 28/09/18  
**Extension:**

### RECOMMENDATION

#### GRANT

Conditions to include:

#### Standard

1. Time limit for implementation
2. Use of materials
3. Approved plans
4. No use of roof

Informatives to include:

1. Terms and conditions
2. Need for building regulations
3. Encroachment
4. Construction and Demolition subject to Environmental Health
5. Highways
6. Do not damage the verge
7. Positive and proactive

#### 1. BACKGROUND

1.1 This application was deferred at the 10<sup>th</sup> October 2018 Planning Applications Committee meeting to allow for a site visit to the application property and its neighbour, 29 Windermere Road, to provide Councillors with a clearer understanding of the site and the potential impact of the proposed extension. The date of the site visit is the 1<sup>st</sup> November 2018.

1.2 The officer recommendation is to grant full planning permission subject to the conditions set out above.

Case Officer: Tom Hughes

APPENDICES:

Appendix 1: Report to 10<sup>th</sup> October 2018 Planning Applications Committee



BY THE DIRECTOR OF ENVIRONMENT CULTURE & SPORT  
 READING BOROUGH COUNCIL  
 PLANNING APPLICATIONS COMMITTEE: 10<sup>th</sup> October 2018

ITEM NO.

Ward: Church

App No: 181365/HOU

Address: 31 Windermere Road

Proposal: Part one, part two storey side and rear extension

Applicant: Mr K Iqbal, Adams Estates

Date validated: 03/08/18

Target Date: 28/09/18

Extension:

## RECOMMENDATION

### GRANT

Conditions to include:

#### Standard

1. Time limit for implementation
2. Use of materials
3. Approved plans
4. No use of roof

Informatives to include:

1. Terms and conditions
2. Need for building regulations
3. Encroachment
4. Construction and Demolition subject to Environmental Health
5. Highways
6. Do not damage the verge
7. Positive and proactive

## 1. INTRODUCTION

- 1.1 31 Windermere Road is a two storey semi-detached dwelling with a hipped roof, located to the eastward side of Windermere Road. The dwelling is characterised by bow windows to the principal elevation at the ground and first floors and a recessed entrance porch with arched brick detailing. The dwelling benefits from a single storey rear extension with a mono-pitch roof, projecting to a depth of 3.6m. Driveway parking accommodating two vehicles is located to the site frontage. A long garden extends to the rear. At the time of the officer's site visit, the dwelling was in use as a three bedroom House in Multiple Occupation (HMO).
- 1.2 The surrounding area is predominantly residential, generally comprised of two storey semi-detached dwellings of a similar style and design. The adjoining dwelling at 33 Windermere Road has not been extended. The adjacent dwelling at 29 Windermere benefits from a single storey side and

rear extension which projects to a slightly greater depth than the extension at the application site. The site topography rises gradually in a southerly direction, such that 31 Windermere Road is set slightly higher than 29 Windermere Road.

- 1.3 The application was called in by Councillor Pearce due to neighbour objections.



Site Location Plan

## 2. PROPOSALS

- 2.1 Planning permission is sought for a part one, part two storey side and rear extension. The existing single storey rear extension would be demolished to facilitate the proposal. At the ground floor, the proposal would extend at a width of 2.1m beyond the original northward side elevation, flush to the principal elevation. The proposal would project at this width along the full depth of the original side elevation, and 4.5m beyond the original rear elevation. The proposal would extend across the full width of the original rear elevation at this depth. At the first floor, the proposal would form distinct side and rear extensions. Beyond the original side elevation, the proposal would extend at a width of 2.1m, set back from the principal elevation by 1.8m. The proposal would project at this width to a depth of 4.5m, flush to the original rear elevation. Beyond the original rear elevation, the proposal would extend across the full width of the dwelling with a staggered projection. From the original northward side elevation, the

proposal would project to a depth 3.5m beyond the original rear elevation, extending at a width of 3.2m. Beyond this, the proposal would project to a reduced depth of 1.6m.

- 2.2 To the front elevation, the single storey element would have a mono-pitch roof with a maximum height of 3.5m and a height to eaves of 2.7m. Beyond, the two storey element would have a hipped roof with a maximum height of 7m and a height to eaves of 5.1m. This element would be set down from the original ridgeline by 0.7m. To the rear, the single storey element would have a part hipped, part flat roof with a maximum height of 3.6m and a height to eaves of 2.8m. Due to the staggered projection of the two storey rearward element, the proposal would have a dual-hipped roof. The deeper projecting element would have a maximum height of 7.3m and a height to eaves of 5.1m, set down from the original ridgeline by 0.4m. The shallower projecting element would have a maximum height of 6.1m and a height to eaves of 5.1m, set down from the original ridgeline by 1.7m.
- 2.3 To the front elevation, windows would be located at the ground and first floors. To the rear elevation, two windows and a single door would be located at the ground floor and three windows would be located at the first floor. Window shape and positioning would generally reflect that of the existing dwelling. Materials have been selected to match those of the existing dwelling.
- 2.4 The agent supplied the following, received on 06/08/18:  
Drawing No: KHRad80:002 Rev. A - Site Location  
Drawing No: KHRad80:001 Rev. A - Block Plan  
Drawing No: KHWind31:003 - Existing Floor Plans  
Drawing No: KHWind31:004 Rev. A - Proposed Floor Plans  
Drawing No: KHWind31:005 - Existing Elevations  
Drawing No: KHWind31:006 Rev. A - Proposed Elevations
- 2.5 On 13/08/18 the agent was advised of a discrepancy with the supplied plans.
- 2.6 Subsequently, the agent supplied the following, received on 13/08/18:  
Drawing No: KHWind31:006 Rev. B - Proposed Elevations
- 2.7 Subsequently, the agent supplied the following, received on 15/08/18:  
Drawing No: KHWind31:006 Rev. C - Proposed Elevations
- 2.8 On 15/08/18 the agent was advised of a discrepancy with the supplied plans.
- 2.9 Subsequently, the agent supplied the following, received on 16/08/18:  
Drawing No: KHWind31:004 Rev. B - Proposed Floor Plans
- 2.10 On 24/09/18 the agent was advised of concerns that due to the 3.6m height of the single storey rearward element, directly up to the boundary, this would be considered unneighbourly with visually dominant effects presented particularly to the residents of 33 Windermere Road. It was advised that in order to minimise the impact of this element of the extension, it would be preferable for the roof to hip away from the respective side boundaries.
- 2.11 Subsequently, the agent supplied the following, received on 27/09/18:

### 3. PLANNING HISTORY

180784/HOU - Part one, part two storey side and rear extension - Withdrawn 17/07/18 *Officer note: this proposal was considered to lack subservience to the host dwelling; would've been out of proportion due to its unrelenting width; due to its scale and bulk would've drawn the eye and would've been out of character with the surrounding area. The proposal would've also had a visual dominance and overbearing effect on 29 Windermere Road and had a visual dominance on 33 Windermere Road due to its depth and complicated roof design*

### 4. CONSULTATIONS

4.1 Reading Borough Council Transport Development Control advised that an existing dropped crossing leads to an area of hardstanding to the site frontage, providing off-road parking. Accordingly, no objections were raised to the proposal, subject to an informative regarding damage to the grass verge.

4.2 Neighbouring owners and occupiers at 29, 33, 72 and 74 Windermere Road were consulted by letter. One letter of representation was received with regard to the following:

- The extension would not respect the character of the house in terms of scale, location and design, and would not respect the pattern of neighbouring properties or fit in with the original design and proportion *Officer note: see appraisal*
- The proposal would be unneighbourly, due to its height, depth and proximity to the boundary *Officer note: see appraisal*
- There is a gapping issue at the first floor and the proposal would have a visual dominance and overbearing effect on 29 Windermere Road *Officer note: it is acknowledged that as a result of the proposal, the existing gap between the dwellings would be reduced. However, the first floor element would be comfortably set back from the principal elevation and would not extend beyond the original side and rear elevations. This aids the subservience of the extension and improves the visual impact of the proposal, particularly when viewed from the highway. The reduction in depth, and set down from the original ridgeline mitigates any visual dominance and overbearing effect to an acceptable degree*
- Excavations and building work could damage 29 Windermere Road *Officer note: not a planning matter*
- The extension would be in close proximity to a drain *Officer note: not a planning matter*
- The side extension would reduce light to the side window and glazed door of 29 Windermere Road *Officer note: it is acknowledged that the proposal may reduce some light to the side elevation of 29 Windermere Road. However, the fenestration to the affected side elevation of 29 Windermere Road does not serve habitable rooms. Any loss of light to this side elevation is not therefore considered to be significantly harmful*
- A loss of privacy through overlooking would occur to the rear garden of 29 Windermere Road *Officer note: existing first floor windows enable views into neighbouring gardens. The proposed rearward*

*fenestration is not considered to be significantly more harmful than the existing arrangement*

- Concerns with regard to parking provision and highway safety *Officer note: in accordance with the Council's adopted standard, a 4 bedroom dwelling in this location would be required to provide two off-road vehicle parking spaces. An HMO in this location would be required to provide 0.25 spaces per bedroom. Two off-road parking spaces are accommodated to the site frontage which is therefore in accordance with the Council's standard*
- The current housing mix in the street is good and there is no need for the house to be divided *Officer note: planning permission is not required for the use of the dwelling by 3-6 residents as a House in Multiple Occupation*
- The depth of the rear extension exceeds the guidance of 4m *Officer note: each application is assessed on its own individual merit. Extensions of a greater depth may be acceptable depending on the individual circumstances of the site. In this instance, the dwelling benefits from a long rear garden, capable of accommodating an extension of a slightly greater depth. The maximum depth of the single storey element of 4.5m is not considered to cause significant harm, sufficient to refuse the application*
- Other similar proposals have previously been refused planning permission *Officer note: the application is assessed on its own individual merit and the particular circumstances of the application site*
- Concern with regard to the status of the house as an HMO *Officer note: planning permission is not required for the use of the dwelling by 3-6 residents as a House in Multiple Occupation. Due to its size and the number of residents, an HMO licence is not currently required*

## 5. LEGAL AND PLANNING POLICY CONTEXT

- 5.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that applications for planning permission be determined in accordance with the development plan unless material considerations indicate otherwise. Material considerations include relevant policies in the National Planning Policy Framework, among them the 'presumption in favour of sustainable development'.
- 5.2 The application has been assessed against the following policies:
- 5.3 National Planning Policy Framework
- 5.4 Reading Borough Local Development Framework Core Strategy (2008)  
Policy CS7: Design and the Public Realm  
Policy CS24: Car/Cycle Parking
- 5.3 Reading Borough Local Development Framework Sites and Detailed Policies Document (2012)  
Policy DM4: Safeguarding Amenities  
Policy DM9: House Extensions and Ancillary Accommodation  
Policy DM12: Access, Traffic and Highway-Related Matters

5.4 Supplementary Planning Guidance - A Design Guide to House Extensions (2003)

5.5 Revised Parking Standards and Design Supplementary Planning Document (2011)

## 6. APPRAISAL

### 6.1 Design and impact on the character of the surrounding area

6.2 Policy DM9 of the Sites and Detailed Policies Document states that an extension to a house should respect the character of the house in terms of scale, location, materials and design, and respect the character and pattern of neighbouring dwellings and the street as a whole in terms of scale, location, materials and design and any important existing building line. Policy CS7 of the Core Strategy states that all development must be of a high design quality that maintains and enhances the character and appearance of the area. The Council's Supplementary Planning Guidance - A Design Guide to House Extensions, states that two storey rear extensions should not normally extend more than 4m from the rear of the house and should not encroach on a line taken at 45 degrees from the mid-point of the nearest habitable window of a neighbouring dwelling. Additionally, it states that two storey side extensions should normally be designed to be smaller in scale than the host dwelling. This can often be achieved by setting back from the principal elevation and away from side boundaries.

6.3 The proposal put forward under withdrawn application 180784/HOU, proposed a deeper single storey rear element and a first floor extension which extended flush from the principal elevation directly along the boundary with 29 Windermere Road. This proposal was considered to lack subservience to the host dwelling. Due to its additional scale and bulk the proposal was considered to be out of proportion and an overdevelopment, detracting from the character of the original dwelling and the surrounding area.

6.4 The proposal put forward under this application still represents a substantial enlargement to the original dwelling, however it is considered to have satisfactorily resolved the issues raised under the previous application. The set back of the first floor element beyond the side elevation aids the subservience of the extension, resulting in a lowered ridge height which softens the visual impact of the extension, particularly when viewed from the highway. The reduction in depth and width of the first floor element along the boundary with 29 Windermere Road results in distinct side and rear extensions, which serve to preserve the form of the original building. The roof form of the staggered rear projection also appears more sympathetic to the host dwelling.

6.5 The detailing and fenestration of the extension is proposed to reflect that of the original dwelling and materials have been selected to match those of the existing dwelling. This helps to visually unite the new and original elements of the dwelling. Although the extension proposed is not insignificant and the proposal considerably increases the floor space of the dwelling, it is considered that cumulatively the design seeks to lessen the harm to the character of the dwelling. Given the set back of the first floor element from the principal elevation, and that the majority of the extension would not be clearly visible from the highway, the character of

the site and surrounding area is not considered to be caused an unacceptable level of harm by the proposal. The proposal is therefore in accordance with Policy CS7 of the Core Strategy, Policy DM9 of the Sites and Detailed Policies Document and the Council's Supplementary Planning Guidance - A Design Guide to House Extensions.

6.6 Impact on neighbouring residential amenity

6.7 A number of concerns have been raised with regard to the impact of the proposed extension on the residential amenity of neighbouring dwellings, particularly 29 Windermere Road. While it is acknowledged that residents of the immediate neighbouring dwellings will notice the additional scale and bulk of the proposal, the extension successfully mitigates the impact on the residential amenities of neighbours to an acceptable degree.

6.8 The single storey rearward element would project to a depth of 4.5m beyond the original rear elevation, directly along the boundary with the neighbouring dwellings. The Council's guidance states that rear extensions should not exceed a depth of 4m. This is however dependent of the particular circumstances of the application site. In this instance, the existing rear extension of 29 Windermere Road mitigates the impact of the single storey element on this neighbour. The proposal would project only to a slightly greater depth and the roof form would hip away from the boundary, reducing the visual impact of the extension. To the boundary with 33 Windermere Road, the roof would also hip away with a height to eaves of 2.8m not being considered to cause a significantly visually dominant or overbearing effect on this neighbour. While it would be preferable for the extension not to project to a depth beyond 4m directly along the boundary, where the adjoining dwelling has not also been extended previously, it is not considered harmful enough to refuse on this basis alone.

6.9 The first floor elements of the proposal have been substantially reduced from that which was originally proposed. The first floor side extension would be contained within the depth of the original side elevation. Though this element would extend to the boundary with 29 Windermere Road and may as a result cause some light loss to the side elevation of this neighbouring dwelling, the affected windows do not serve habitable rooms and therefore the impact is not considered to be significant. The limited depth of this first floor element helps to ensure that any visual dominance or overbearing effect would not be to an unacceptable degree.

6.10 The first floor rearward element has been designed to stagger with a 45 degree line taken from the midpoint of the nearest window serving a habitable room at 33 Windermere Road. A comfortable separation distance is maintained to the boundary with 29 Windermere Road. At its deepest point, the first floor element would project to a depth of 3.5m. It is acknowledged that this would present a noticeable façade to each neighbouring dwelling, though the extension would be in general accordance with the Council's Design Guide and is consistent with other, similar extensions to dwellings elsewhere in the Borough.

6.11 The relationship between existing and proposed first floor rearward facing windows is considered to be usual for the situation and orientation of the neighbouring dwellings. The proposed fenestration is considered to be not significantly more harmful in terms of overlooking than the existing

arrangement. There are no windows proposed to side elevations. The proposal is not therefore considered to unacceptably impact upon the residential amenities of neighbouring dwellings. As such, the proposal is in accordance with Policy DM4 of the Sites and Detailed Policies Document and the Council's Design Guide to House Extensions.

6.12 Other matters

6.13 In determining this application the Council is required to have regard to its obligations under the Equality Act 2010. The key equalities protected characteristics including age and disability. There is no indication or evidence (including from consultation on the application) that the protected groups have or will have different needs, experiences, issues and priorities in relation to the particular planning application. In terms of the key equalities protected characteristics it is considered there would be no significant adverse impacts as a result of the development.

**7. CONCLUSION**

7.1 The proposed extension has sufficiently overcome the concerns raised under application 180784/HOU is considered to be acceptable in the context of national and local planning policy, as set out in this report. The application is recommended for approval on this basis.

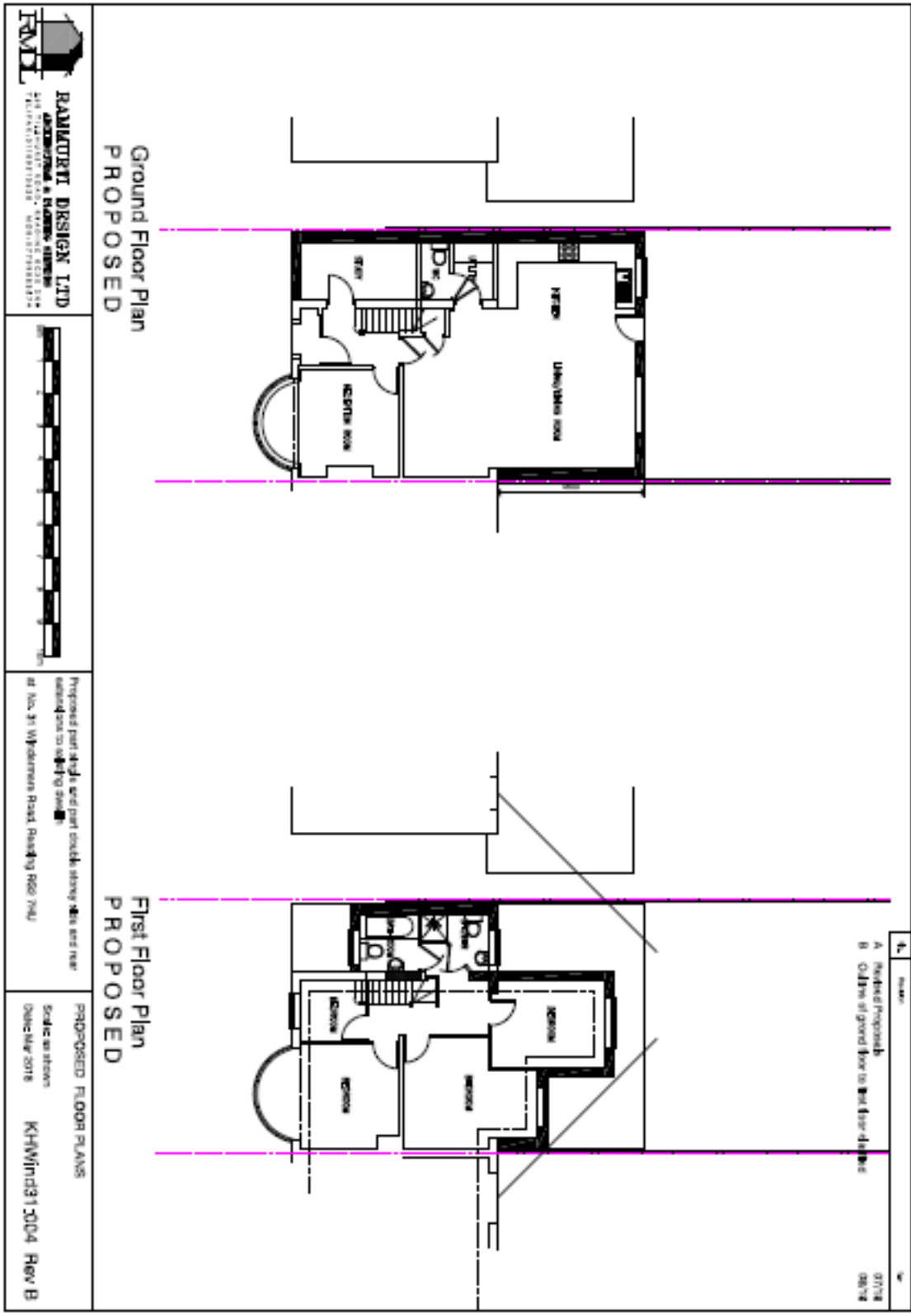
**8. PLANS**

Drawing No: KHWind31:004 Rev. B - Proposed Floor Plans (received 16/08/18)

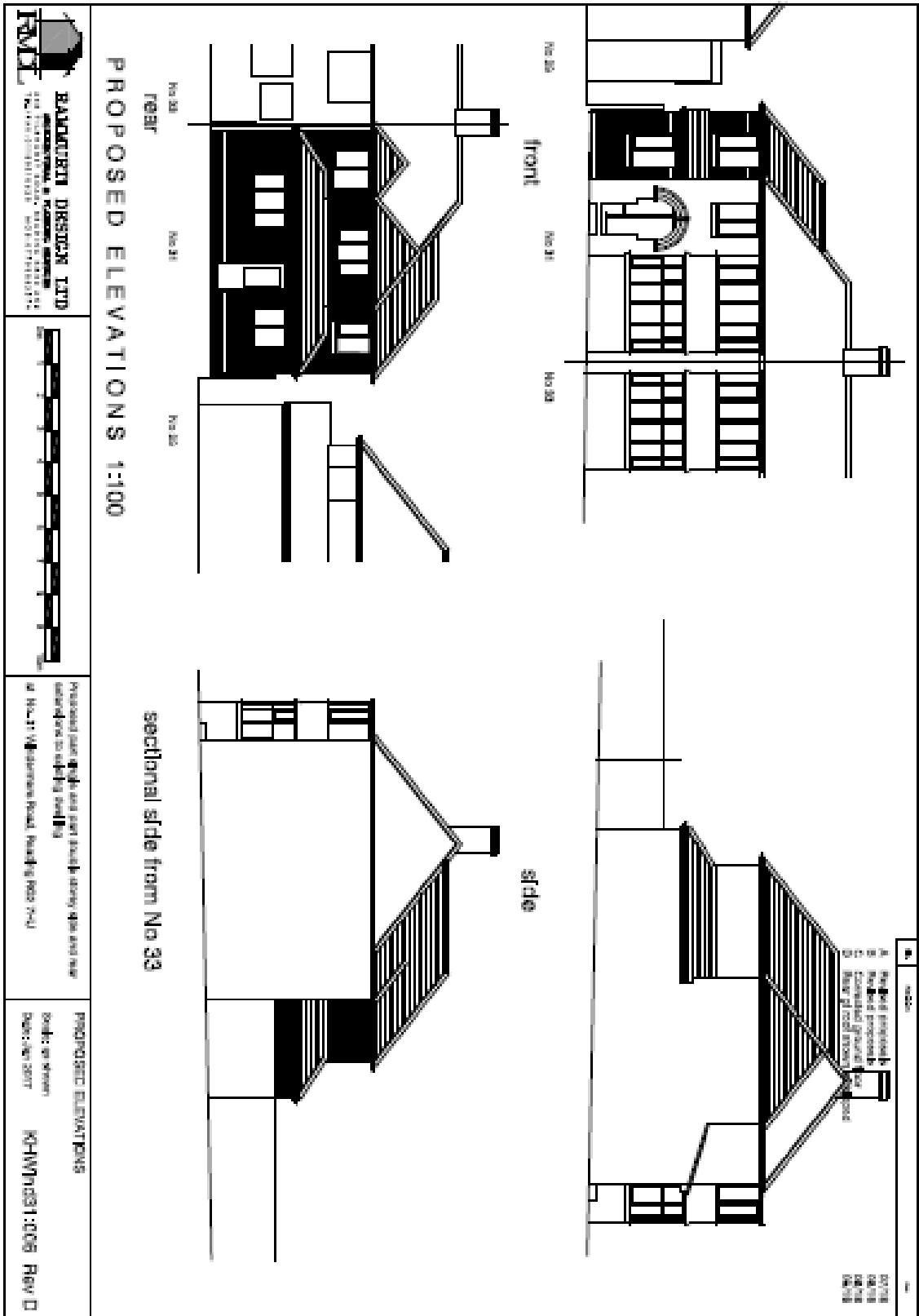
Drawing No: KHWind31:006 Rev. D - Proposed Elevations (received 27/09/18)

Case Officer: Tom Hughes





Proposed Floor Plans



Proposed Elevations

## COMMITTEE REPORT

BY THE DIRECTOR OF ENVIRONMENT AND NEIGHBOURHOOD SERVICES  
READING BOROUGH COUNCIL  
PLANNING APPLICATIONS COMMITTEE: 7<sup>th</sup> November 2018

ITEM NO. 12

Ward: Peppard

App No: 180752/REG3

Address: Reading Crematorium and Cemetery 55 All Hallows Road Caversham

Proposal: Extension to cemetery to provide an additional 1376 burial plots

Date validated: 14<sup>th</sup> June 2018

Major Application: 13 week target decision date: 13<sup>th</sup> September 2018

Extension of time agreed: 21<sup>st</sup> November 2018

### RECOMMENDATION

GRANT Planning Permission, subject the following conditions:

#### Conditions

1. Time limit
2. In accordance with approved plans
3. Arboricultural Method Statement to be submitted (pre-commencement)
4. Hard and Soft Landscaping Scheme to be submitted (pre-commencement)
5. Implementation of Landscaping Scheme
6. Maintenance of Landscaping
7. No burials within 10m of any field drains
8. Surface Water Drainage Scheme to be submitted (pre-commencement)
9. Trial boreholes to be removed
10. Details of flower meadow and maintenance arrangements to be provided (pre-commencement).

#### Informatives:

1. Positive and proactive engagement
2. Terms and Conditions
3. Nuisance Law
4. Pre-Commencement conditions

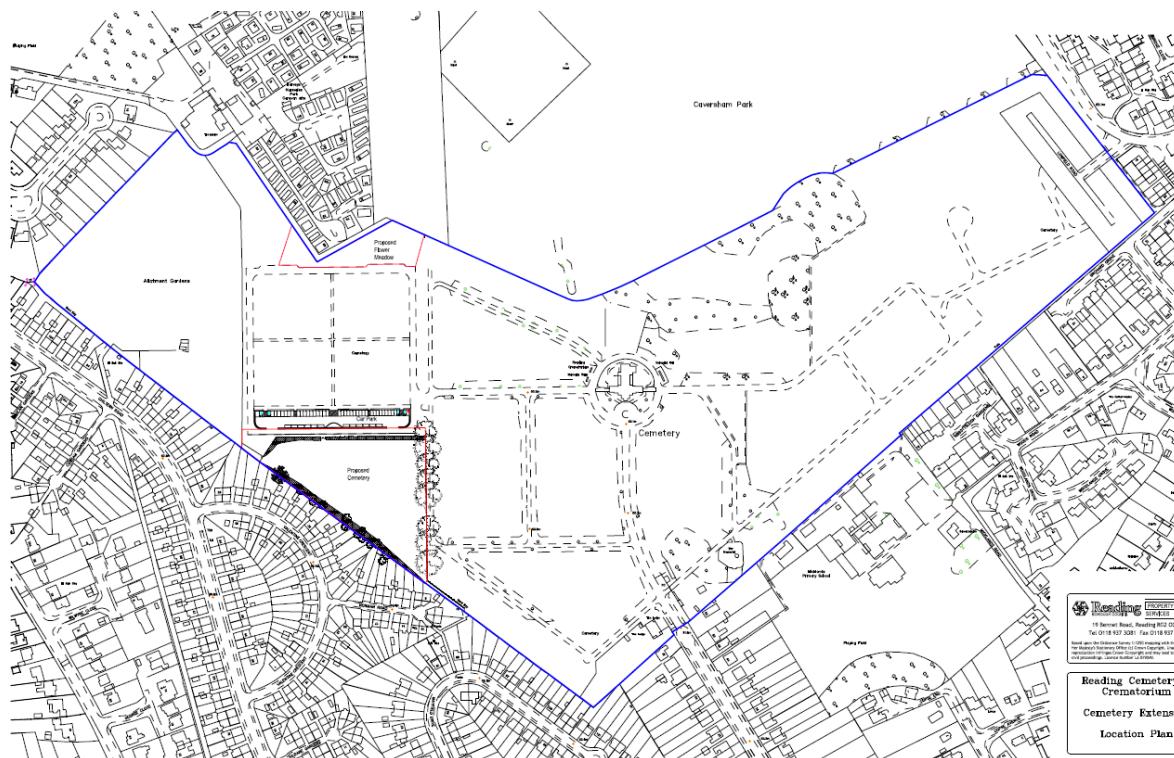
## 1. INTRODUCTION

- 1.1 The cemetery and crematorium is located at the north end of All Hallows Road in Caversham. The application site relates to a one hectare triangle of land located on the south western boundary of the cemetery site adjacent to the rear garden of the residential properties along Norman Road and Valentine Crescent.

- 1.2 The applicant and landowner of the site is Reading Borough Council.

### Background

- 1.3 Prior to the First World War, before the present cemetery site was established, the land was part of the landscaped grounds of the Caversham Park Estate, which can trace its history back to Norman times, when it was laid out and fenced as a park for the hunting of deer and other game. The park was then around 300 acres (121ha), oval in shape and covered the area occupied today by the former BBC Monitoring site and the residential estate of Caversham Park Village. The Park remained essentially the same size and shape for over 700 years and was owned by numerous aristocratic and military families until the Victorian times, when the freehold was purchased by a rich Industrialist called William Crawshay in 1844. It remained in the ownership of the Crawshay family until the First World War.
- 1.4 After the First World War, Caversham Park passed out of individual ownership and in 1921 the estate was sold privately to local investors and split up.
- 1.5 The current cemetery site was used as farm land up until 1924 when it was purchased by the Reading Corporation "for the purposes of a cemetery or burial ground". Henley Road Cemetery was opened in 1927 and is the current burial site for the Borough of Reading but also accepts burials from the wider area. There are currently 25,000 graves for full/coffin burials and 3,000 cremation plots for burial of cremated remains, covering an area of 50 Acres (20.2 ha.). Large areas of the site consist of traditional style graves with headstones and kerb sets. The Cemetery also contains 118 Second World War burials, about half of them forming a war graves plot immediately inside the main gates.
- 1.6 The application site forms part of the land acquired by the Council in 1924 for cemetery purposes. In 1937 the then Reading Corporation Parks Committee agreed that the plot could be used for recreational uses (known as Chiltern Recreational Grounds) until the point in time when it was needed for cemetery purposes.
- 1.7 The site is located within a defined 'Major Landscape Area' as defined by Policy SA17 of the Sites and Detailed Policies Document (2012, 2015), within a potential 'habitat area' and within an area of potential contaminated land.



## 2. PROPOSAL

- 2.1 The proposal seeks full planning permission for change of use of the application site from recreation land to burial plots to provide an extension to the Cemetery incorporating and additional 1376 burial plots.
- 2.2 The existing cemetery facilities in their current form would last for a further ten years or so. The proposed extension and additional burial plots would enable the cemetery to continue for a further ten years beyond that. However there is a section of the cemetery used for Muslim burials and this area will reach capacity within the next 2-3 years.
- 2.3 The proposed cemetery extension area would be accessed from the existing cemetery site. This would be via rationalisation of the existing cemetery car park access (including hearse access) via a gap in an adjacent avenue of mature trees within the site. The proposed extension area would also contain a network of footpaths to facilitate access.
- 2.4 The application includes creation of a wild flower meadow on a separate area of land to the northern part of the cemetery site.
- 2.5 This application is reported to Planning Applications Committee because the Council is the Landowner and Applicant.
- 2.6 RBC Policy Committee approved use of the application site for additional burial land in November 2015, subject to the land obtaining planning permission for such use and the Environment Agency confirming that the land is suitable for burials.

- 2.7 Pre-application planning advice was sought prior to submitting the application.

### 3. RELEVANT PLANNING HISTORY

- 3.1 180027/PREAPP - Change of use of land to burial plots to extend existing cemetery
- 3.2 171021 - New reception and administration building - Granted
- 3.3 031357 - Extension to provide 3,256 additional grave spaces car parking and boundary railings, on land to the west of the current crematorium - Granted
- 3.4 030010 - Extension to crematorium to provide 3,344 additional grave spaces and erection of boundary railings - Withdrawn
- 3.5 930318 - Extension to the office and reception area in the Lodge - Granted
- 3.6 900397 - Construction of a glazed entrance canopy for the main chapel of the Crematorium - Granted

### 4. CONSULTATIONS

- 4.1 RBC Environmental Protection - No objections.
- 4.2 RBC Transport - No objections.
- 4.3 RBC Natural Environment (Trees) - No objections, subject to conditions to secure an arboricultural method statement, a hard and soft landscaping scheme and implementation and maintenance of the landscaping.
- 4.4 RBC Natural Environment (Ecology) - No objections.
- 4.5 RBC Parks and Leisure - No objections.
- 4.6 Environment Agency - No objections, subject to conditions relating to groundwater controls requiring that all burials are a minimum of 10 metres from all field drains, no development to take place until a surface water drainage scheme has been submitted and approved by the Local Planning Authority and a condition to require removal of the test boreholes used to prepare the applicants groundwater investigation report.
- 4.7 Public consultation:  
No.s 1-9 Norman Road, 24-56 Valentine Crescent and 50-74 Harveys Nurseries Mobile Home Park Peppard Road were notified of the planning application by letter. Four separate site notice were also displayed around the application site.

4.8 Forty Eight letters of objection have been received raising the following issues:

- Loss of recreational space
- Should be located on the BBC site
- Other nearby recreation land is too far away to travel to
- The land has been in use as recreation for over 70 years and therefore this use is no longer temporary
- Buyers were misled when purchased surrounding house as understood this land to be open space not cemetery land
- Increase in anti-social behaviour from use of access to rear of Valentine Crescent and Norman Road
- Drainage and flooding concerns
- Ecological concerns
- Terms of Parks Committee minutes with regard recreational use of the land have not been complied with in. Signs advising the use of the land is temporary have not been displayed whilst money was spent on recreational equipment on the land in the 1980's which is contrary to the minutes
- By removing open space where people can exercise the application goes against the Council's Health and Wellbeing Strategy to reduce childhood obesity, increase opportunities for physical activity for all and reducing isolation and loneliness
- The proposal is only a short term solution
- Not all residents were notified of the application
- Loss of property value for adjacent houses

## 5. RELEVANT PLANNING POLICY AND GUIDANCE

5.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that proposals be determined in accordance with the development plan unless material considerations indicate otherwise. Material considerations include relevant policies in the National Planning Policy framework (NPPF) - among them the 'presumption in favour of sustainable development'.

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

### National Planning Guidance

National Planning Policy Framework

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

CS1 Sustainable Construction and Design

CS2 Waste Minimisation

CS3 Social Inclusion and Diversity

CS4 Accessibility and the Intensity of Development

CS7 Design and the Public Realm

CS20 Implementation of the Reading Transport Strategy  
CS24 Car/Cycle Parking  
CS28 Loss of Open Space  
CS31 Additional and Existing Community Facilities  
CS34 Pollution and Water Resources  
CS36 Biodiversity and Geology  
CS37 Major Landscape Features and Strategic Open Space  
CS38 Trees, Hedges and Woodlands

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

DM1 Adaptation to Climate Change  
DM4 Safeguarding Amenity  
DM12 Access, Traffic and Highway-Related Matters  
DM18 Tree planting  
SA16 Public and Strategic Open Space  
SA17 Major Landscape Features

**Other documents relevant**

Reading Open Space Strategy (2007)

## **6. APPRAISAL**

6.1 The main issues in the assessment of this planning application are:

- Principle
- Amenity
- Natural Environment
- Transport
- Pollution

### Principle

- 6.1 The extension site is designated as Public and Strategic Open Space under Policy SA16 and has been in use as recreation land since 1937. This policy states that important areas of Public and Strategic Open Space will be protected from development. Proposals that would result in the loss of any of these areas of open space, or jeopardise their use or enjoyment by the public, will not be permitted.
- 6.2 Policy SA16 is linked to Policy CS28 (Loss of Open Space) which 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.
- 6.3 The NPPF defines open space as 'all open space of public value, including not just land, but also areas of water (such as rivers, canals, lakes and reservoirs) which offer important opportunities for sport and recreation and can act as a visual amenity'.



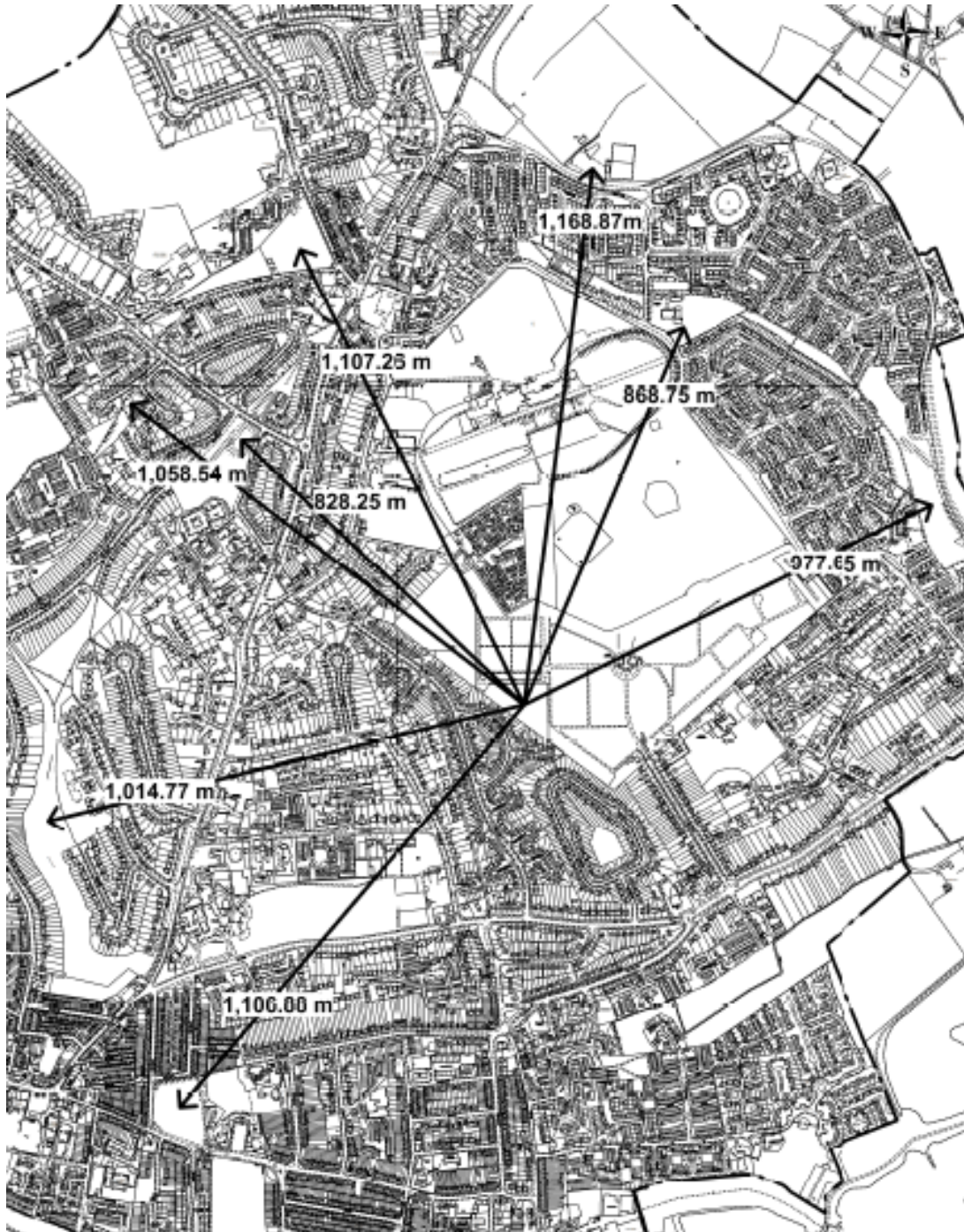
- 6.4 Policy SA16 is informed by the Council's Open Spaces Strategy (2007) which goes on to define cemeteries as 'Green Space' and a subset of 'Open Space'. Therefore in policy terms the use of land for burial plots as part of the existing cemetery would not be considered to result in a loss of open space.
- 6.5 However, Policy CS28 also states that proposals should not jeopardise use or enjoyment of open space by the public. The policy goes on to state that, 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. This must also be balanced against the requirements of Policy CS31 (Additional and Existing Community Facilities) which encourages the provision of new, extended and improved community facilities, such as cemeteries.
- 6.5 Officers acknowledge that whilst both classified as 'open space' in policy terms the nature of the use to be provided (cemetery burial plots) is quite different to the existing use of the site for recreational purposes.
- 6.6 The Council does not have a statutory duty to provide burial space in general or for particular groups. However, as set out earlier in this report, existing cemetery facilities in their current form are estimated to last for a further ten years or so, whilst there is a section of the cemetery used for Muslim burials which is expected to reach capacity in the next two to three years. The proposed extension and additional burial plots would enable the cemetery to continue for a further ten years.
- 6.8 Whilst cremation is in general found to be the most popular option, accounting for 80% funerals in Reading, certain religious groups require burial of their dead, including Muslims, Roman Catholics and many African and Caribbean communities. Therefore, the provision of burial facilities for such communities must be given significant consideration in the context of the Equalities Act (2010) and also the requirements of Policy CS3 in terms of social inclusion and access to community facilities, taking into account the social and cultural diversity of the area.
- 6.9 If the cemetery is not extended then burial of bodies in new graves will have to cease within a ten year period, although cremations would continue. Muslim burials would be likely to cease within two to three years. If burials were to cease, the Council would still have responsibility for maintenance of its cemeteries.
- 6.10 RBC Policy Committee approved the use of the application site for burial plots in November 2015 (subject to planning and there being no objection

from the EA). During this process two alternative sites within the wider cemetery were also considered. A site on the eastern edge of the cemetery was discounted due to costs, given the need to remove existing infrastructure on the land which had been used for siting of static caravans. A site on the western edge of the cemetery was discounted due to its current use as allotments and the continued demand for allotments within the Borough (all allotment units are occupied and there is a waiting list of over 70 people). Consideration was also given to acquiring land outside of the Borough for burials. This option was not taken forward given concerns over the amount of land required; need to provide supporting facilities for any burial site, security and accessibility as well as land availability and cost.

- 6.11 Therefore, officers acknowledge that there is a strong social and community need for additional burial land in both the short and medium term and it is advised that this should be given significant weight in the consideration of this application. Following the Resolution of the RBC Policy Committee, the application site has been deemed the most feasible route by which to provide this required additional burial space.
- 6.12 In terms of the loss of the existing recreation land, a survey of the site was undertaken in 2014 over the half term period (Tues 27/5/14 to Fri 30/5/14) at hourly intervals from 8.00am to 4.00pm. The results showed that a total of only 5 people were seen in the area during 32 visits. While the area may be used at other times, the survey suggests very limited use of the existing area, although it is noted that a significant number of objections have been received to the application, which are primarily concerned with the loss of recreation space.
- 6.13 The application site previously contained a small selection of play equipment however this was removed over 10 years ago following a wider review of children's playgrounds in 2002. The review found that the play equipment was underused, old and in some cases unsafe. There were also concerns regarding safety of the site as a whole given its single access point (footway from Norman Road) which meant that the site was identified as a high risk in terms of bullying due to the single access and egress point. The alleyway access and lack of surveillance, given the site is not on a road or street frontages, was also raised as a concern regarding the suitability of the site as a playground area. Removal of the play equipment was part of a wider scheme to focus development on the more frequently visited park/recreation areas. As such the primary use of the area of land in its current form is an area for dog walking.
- 6.14 The map below (map 1) shows the location of the nearest alternative public recreational spaces, the closest of which is sited 828m away. All but one (Emmer Green Playing Fields) of the alternate locations shown permit dog walking and the majority offer formal play equipment and greater range of facilities than currently on offer at the application site. Guidance for

distribution of open space from homes from the Council's Open Space Strategy (2007) is set out in the table below (table 1). The application site is just over 1 ha in size (1.14 ha) and would therefore fall under the 'small recreational open spaces' category in the table. At over 800m away, the nearest alternative recreation space available would therefore exceed the recommended radial catchment area of 400m to 600m for some homes.

Map 1 - Location of alternative public recreation facilities from the application site



**Table 1**

Table 7.1 Hierarchy and typology of open spaces of recreational value, and provision standards for Reading

	Description	Size	Transport mode	Radial catchment
Borough park	Varied character and facilities; open parkland, natural, formal, sport, play and relaxation; catering	60 ha	Car; public transport; cycle	
District parks	Varied character and facilities (but fewer than above); natural, formal, sport, play and relaxation	20 ha	Car; bus; cycle; foot	1.2 km
Local parks	Relaxation, play and ball games	2 ha or 1-2 ha equipped	Cycle; foot; wheelchair	0.8 km
Neighbourhood park	LEAP + informal space	0.1-0.2 ha equipped	Foot; wheelchair	0.4-0.8 km
Small recreational open spaces	'low-grade' recreation	0.1-0.2 ha	Foot; wheelchair	0.4-0.6 km
Linear open spaces	Relaxation; green link		Foot; cycle	
Semi-natural sites	Comparatively undisturbed sites, managed for wild flora and fauna		Cycle; foot; wheelchair	1.5-2.0 km

- 6.15 The application includes creation of a flower meadow to an area of land on the north boundary of the cemetery site. The flower meadow would be accessible to members of the public through the cemetery site. This is intended to create an enhanced area of open space for members of the public to use.
- 6.16 This flower meadow area would enhance the overall biodiversity and attractiveness of the cemetery site. The area would be an open and inclusive space that would offer all visitors a quiet area for contemplation and relaxation when visiting the cemetery. It is proposed that the meadow area would contain tree and shrub species that would provide seasonal colour variation and enhanced habitats for wildlife. As noted in the Natural Environment Section of this report the well maintained nature of the cemetery site is such that this limits its ecological potential. The provision of the meadow area would be a benefit in this respect and would accord with the aims of Policy CS36 which seeks that development proposals should incorporate features of biodiversity.
- 6.17 In reaching a recommendation on acceptability of the proposed change of use a careful balancing of the issues discussed above is required. In policy terms there is no loss of 'open space' proposed but the nature of the existing and proposed land uses are quite different and as such, the use and enjoyment of the land by the public would be impacted upon. Exceptional circumstances must therefore be demonstrated to justify this
- 6.18 It is clear that in the context of Policy CS31, which supports proposals for new, extended or improved community facilities, that provision of extended burial grounds to allow the cemetery to continue to operate in an accessible location would accord with the aims of this policy and that there is a clear need in both the short and medium term for additional burial plots. The continued operation of the cemetery for burial purposes would also assist the Council in meeting its obligations in respect of the Equalities Act and social inclusion and diversity (Policy CS3).
- 6.19 In terms of loss of the recreation use itself, the findings of a survey of the use of the land indicate that it is not well used by members of the public, whilst the historic removal of play equipment would also indicate that the recreation land was underutilised. However, the significant number of

objections received regarding loss of the recreation space must also carry weight in this assessment.

- 6.20 Objectors have also raised concerns about anti-social behaviour on the land. The applicant has confirmed that if change of use to burial land is permitted the land would be subsumed within the cemetery site and the existing open (24 hour) access to the land from Norman Road closed off. Access to the extended burial area would then only be possible via the existing main cemetery site during the cemetery opening hours (9am to 5pm October to March and 9am to 8pm April to September). Officers consider that this is likely to reduce potential for anti-social behaviour to take place on the site and improve the current situation in this respect whereby the site has a single access and egress point.
- 6.21 The proposed wildflower meadow area is also a benefit of the application making use of an underused scrubland area and providing significant biodiversity enhancement to the wider site, improving the facilities and experience for visitors to the cemetery and crematorium.
- 6.22 A map has been submitted showing alternative public recreation facilities. This shows that there are a range of alternative facilities for the wider area, many of which contain a greater range of facilities than the application site. However, when measured from the application site, these alternative sites would exceed recommended distances for proximity of such facilities from nearby homes. The two closest facilities shown are Westfield Road recreation ground and Balmore Park, both of which permit dog walkers and are located around a 20 minute walk from the application site.
- 6.23 It is also relevant to reiterate that when the land was purchased by the Council (then the Reading Corporation) in 1924 this was for cemetery purposes. The temporary recreational use was approved by Parks Committee in 1937 for the intervening period until the land was needed for burial plots. This situation has now been reached and as such, the application under consideration has been submitted.
- 6.24 A critical planning balance must therefore be applied to the proposed change of use. Given the evident need for additional burial space for all groups of the local community, the exploration of alternative sites undertaken previously, the historic intended use of the site, proposed biodiversity enhancements combined with the limited recreation offer of the application site and availability of higher quality alternative public recreation facilities in the wider area officers are recommending, on balance, that the proposed change of use is considered to be acceptable in policy terms.

#### Amenity of surrounding occupiers

- 6.25 Policy DM4 seeks to protect the amenity of existing and future occupiers.

- 6.26 The intensification of the use of the site is considered unlikely to result in any detriment to surrounding neighbours above the existing recreational use of the land. As discussed earlier in this report it proposed that the site would be subsumed with the existing cemetery and the existing unrestricted access to the site via the pathway from Norman Road closed. Access to the site would therefore only be possible via the main cemetery within existing opening hours. Officers consider that this would reduce the potential for anti-social behaviour at the site and the proposal is not considered to be unacceptable in amenity terms and would accord with Policy DM4.

#### Natural Environment

- 6.27 The existing cemetery site and extension area form part of a designated Major Landscape Area as defined by Policy SA17 of the Sites and Detailed Policies Document. Policy CS37 (Major Landscape Features and Strategic Open Space) states that planning permission will not be granted for new development that would detract from the character and appearance of these areas. The use of the land for burial plots, reflecting that of the existing cemetery area, is not considered to detract from the open and green character of the Major Landscape Area.

#### *Trees*

- 6.28 Policy CS36 seeks that development should retain, protect and incorporate features of biodiversity whilst Policies CS38 and DM18 seeks to protection trees from damage or removal and extent the Boroughs vegetation cover.
- 6.29 There are a variety of trees to the southern, eastern and northern boundaries of the application site. Seven trees and a separate small tree group are to be removed from the southern and northern boundaries to accommodate some of the new burial plots. The tree survey submitted as part of the application identifies that these trees are of low quality (category C and U trees) and the Tree Officer raises no objection to their removal. Replacement planting is proposed to the northern boundary, details, implementation and maintenance of this are to be secured by way of condition.
- 6.30 The most significant trees are located to the eastern boundary which are a row of Red Oaks that are considered to be trees of good and high quality (category A and B trees). An arboricultural impact assessment has been submitted in respect of these trees which demonstrates that the proposed burial plots would be located outside of the root protection areas (RPAs) of these trees.
- 6.31 The proposed rationalisation of the existing access way from within the cemetery to enable it to be used for vehicles and pedestrians passes through the RPAs of two of the Red Oak trees to the eastern boundary of the site. As such the Tree Officer has recommended that an arboricultural

method statement for this works be submitted and approved by the Planning Authority prior to development commencing to ensure the roots of these trees are adequately protected.

#### *Ecology*

- 6.32 The application site comprises well-maintained amenity grassland with trees and hedges bordering the area. On this basis and given the well maintained nature of the surrounding cemetery the Council's Ecological Consultant has advised that the proposal would be unlikely to affect any protected species or priority habitats and raises no objection to the proposed change of use and associated works.
- 6.33 As discussed earlier in this report the proposed wildflower meadow would accord with the aims of Policy CS36 in providing biodiversity enhancement to the site.
- 6.34 The proposal is considered to accord with Policies CS36, CS38 and DM17.

#### Transport

- 6.35 Policies DM12, CS20 and CS24 seek to address access, traffic, highway and parking relates matters relating to development.
- 6.36 The site currently provides good car parking facilities inside the cemetery for visitors. The closest of the three car parks is located to the north of the site which provides parking 52 vehicles. The proposals include good pedestrian links to this car park and the applicant has stated that there is spare capacity within the existing car parks to accommodate additional visitors to the cemetery.
- 6.37 Given the nature of the development, it is unlikely that the additional burial plots will create a significant increase in peak hour vehicle movements. In view of this, there are no transport objections to this application and the proposal is considered to accord with Policies DM12, CS20 and CS24.

#### Pollution/Groundwater

- 6.38 Policy CS34 of the Core Strategy (2008, 2015) seeks to protect and mitigate development from pollution.
- 6.39 As an extension for underground burial space the impact of this upon ground water resources must be assessed. A groundwater investigation report was submitted as part of the application. This has been reviewed by the Environment Agency (EA) who have confirmed that they are satisfied that the report demonstrates that any risks posed to groundwater resources can be suitably managed by way of recommended conditions. The conditions would ensure that all burials are a minimum of 10m from any field drains,

no development shall commence until a surface water drainage scheme has been submitted to and approved by the Local Planning Authority and that all boreholes used in preparation of the applicant's groundwater investigation report are removed from the site.

- 6.40 The site is above a chalk aquifer and the EA are satisfied with the applicant's ground water investigation report which confirms that no groundwater was encountered within the geology that overlies and protects the aquifer in preparation of the report and that the depth of burials would be such that they would not penetrate the chalk aquifer. The EA advise that the development is unlikely to affect the chalk aquifer and public water supply.
- 6.41 Subject to the recommended conditions above the proposal is considered to accord with Policy CS34.

#### Other Issues

- 6.42 The proposal would not be liable for the Community Infrastructure Levy.

#### Matter Raised in Representations *(Officer Comments in Italics)*

- 6.43 Issues not covered in the main body of the report are addressed below:
- 6.44 The terms of Parks Committee minutes with regard recreational use of the land have not been complied with in. Signs advising the use of the land is temporary have not been displayed whilst money was spent on recreational equipment on the land in the 1980's which is contrary to the minutes  
*This is a legal matter - in planning terms the current use of the land is recreation and it is upon this basis the application is being considered*
- 6.45 Not all residents were notified of the application  
*Dwellings directly adjoining the application site were notified of the application by letter whilst four site notices were displayed around the site*
- 6.46 Loss of property value for adjacent houses  
*Not a planning consideration that can be taken into account*

#### Equalities Impact

- 6.47 In determining this application the Council is required to have regard to its obligations under the Equality Act 2010. The key equalities protected characteristics include age, disability, gender, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sexual orientation. There is no indication or evidence (including from consultation on the application) that the protected groups have or will have different needs, experiences, issues and priorities in relation to the particular planning application. As referenced earlier in the report, it is



important to many religions that they are able to have the option to bury their dead, rather than cremate them.

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

## 7. CONCLUSION

7.1 The proposed development is considered to be acceptable in the context of national and local planning policy and other material considerations as set out in this report. As such it is recommended to grant full planning permission subject to the recommended conditions and informatives.

Case Officer: Matt Burns

### Documents Considered

Drawing no.s

2801 (P) 001 - Location Plan

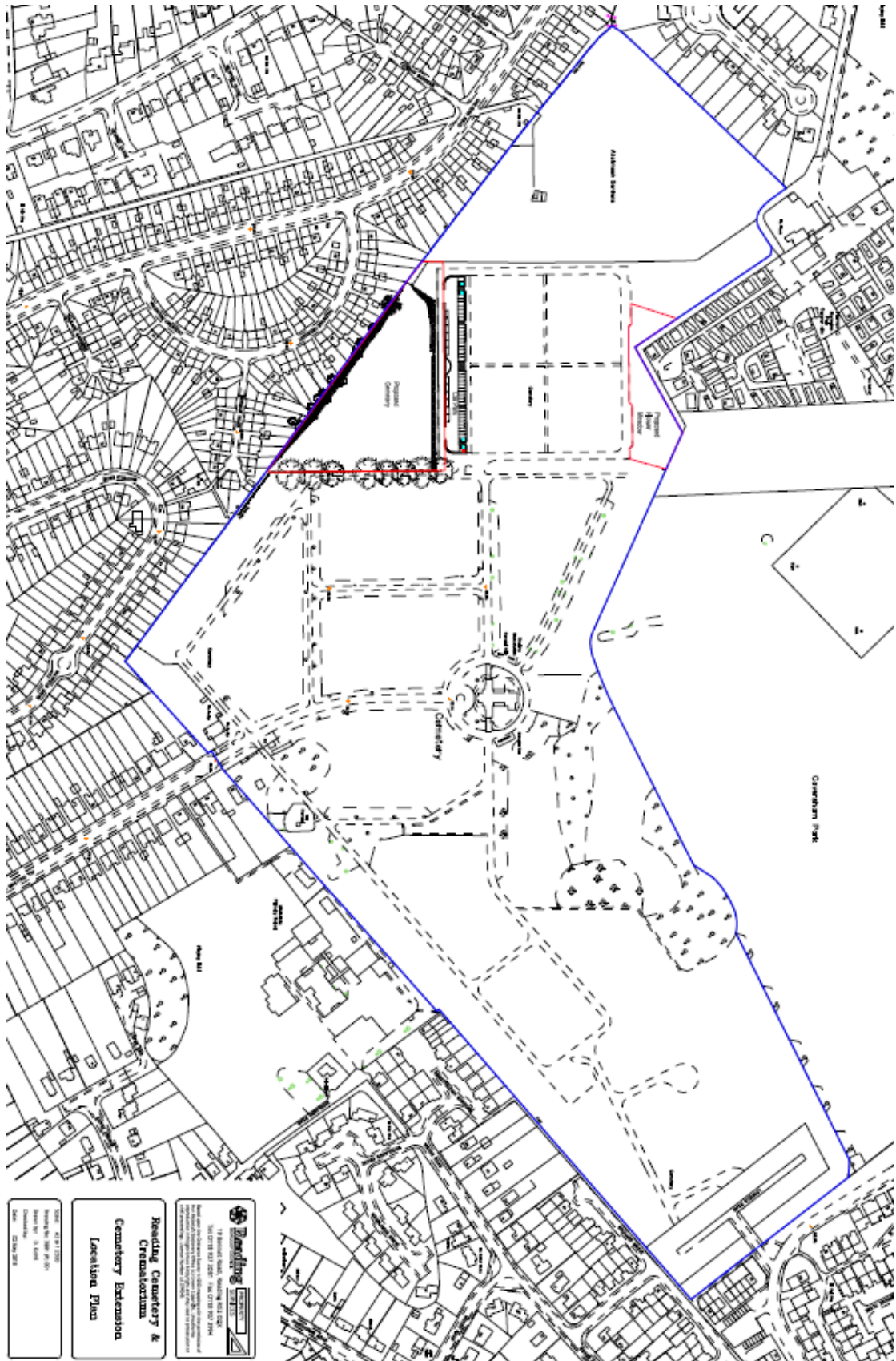
2801 (P) 002 - Block Plan

2801 (P) 004 Rev B - Proposed Layout

2801 (P) 006 - Boundary Planting Setting Out

2801 (P) 007 - Burial Plot Setting Out

2801 (P) 008 - NVF & Baby Plot Setting Out



Proposed Location Plan



Proposed Layout Plan



Proposed Burial Plot Setting Out

## COMMITTEE REPORT

BY THE DIRECTOR OF ENVIRONMENT & NEIGHBOURHOOD SERVICES

READING BOROUGH COUNCIL

ITEM NO. 13

PLANNING APPLICATIONS COMMITTEE: 7th November 2018

Ward: Redlands

Application No.: 180683/FUL

Address: Land adjacent to 300 Kings Road Reading

Proposal: Construction of a part five part three storey building of 14 residential apartments (C3) and associated undercroft car parking

Date received: 10<sup>th</sup> May 2018

Application target decision date: 9<sup>th</sup> August 2018

Extension of time date: 10<sup>th</sup> November 2018

### RECOMMENDATION

Grant Full Planning Permission subject to satisfactory completion of a Section 106 legal agreement by 10<sup>th</sup> November 2018 and the following conditions:

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

Legal Agreement to secure the following:

1. Provision of 4 on-site residential units as affordable housing, comprising of 2 x 1 bed and 2 x 2 bed shared ownership units
2. Commuted off-site affordable housing contribution of £35,000. Payable on first occupation and index-linked from date of permission
3. Employment Skills and Training Plan financial contribution towards construction-phase training of £2, 825

Conditions:

1. Time Limit
2. In accordance with the approved drawings (to include amended plans)
3. Material samples to be submitted
4. Submission and implementation of archaeological written scheme of investigation
5. In accordance with approved glazing and ventilation specification
6. Cycle store details to be submitted
7. Hard and soft landscaping scheme to be submitted
8. Implementation of landscaping scheme
9. Landscaping Maintenance
10. Landscaping replacement
11. Biodiversity enhancement details to be submitted

12. Construction Method Statement to be submitted
13. Vehicular parking spaces to be provided
14. Bin storage to be provided
15. In accordance with approved sustainability/energy efficiency reports
16. Photovoltaic details to be submitted
17. No parking permits - address details to be submitted
18. No parking permits - future occupants to be informed
19. Contaminated Land 1: site characterisation report
20. Contaminated Land 2: remediation scheme
21. Contaminated Land 3: implementation of remediation scheme
22. Contaminated Land 4: reporting any unexpected contamination
23. Standard construction hours
24. Flat roof area not to be used as a terrace or balcony
25. Retention of lift (inclusive access)

**Informatives:**

1. Building Control
2. Terms and conditions
3. Positive and Proactive Statement
4. Damage to the highway
5. No parking permits
6. Noise between residential properties - building regulations sound insulation of any building
7. Section 106 Legal Agreement
8. Clarification over pre-commencement conditions
9. CIL

## **1. BACKGROUND**

- 1.1 This application was deferred at 10<sup>th</sup> October 2018 Planning Applications Committee following receipt of a letter from a solicitor acting on behalf of the adjacent landowner/development (no. 286 Kings Road). The letter raised concerns regarding the requisite notice not having been serviced on the neighbouring land owner given that the proposal would intrude upon the neighbouring site and eaves of the neighbouring building. The letter advises that they would mount a legal challenge to any permission that may be granted. The application was deferred to allow the issues highlighted to be considered by Officers, the Council's Solicitor and the Applicant.
- 1.2 The Officer report from October Planning Applications Committee is attached to this report as Appendix 1 and the updated report from October Planning Applications Committee is attached as Appendix 2.
- 1.3 Following the deferral the Applicant has submitted a response letter confirming the Applicant's position along with some additional information and a set of amended drawings.

- 1.4 The Applicant has confirmed that they consider the land to which the application relates to be within their ownership and as such there is no requirement to serve notice on the owners of no. 286. They also advise that no alterations to the eaves of the neighbouring building would be required.
- 1.5 However, for the avoidance of doubt further amended plans have been submitted which have stepped the flank wall of the proposed development a further 200mm inwards from the adjacent building. The relevant parts of the amended plans are shown below.



Amended Plan Proposed North Elevation



Highlighted Area Shown in More Detail

- 1.6 Based on the information provided officers are satisfied that the proposed works are solely within the red line ownership area of the applicant and that the separation with the adjacent building as shown on the amended plans is such that the proposal would not encroach on neighbouring land nor require any alteration to the eaves of the neighbouring property.
- 1.7 In addition to the above and for the avoidance of doubt the Applicant has now also submitted a revised ownership certificate, serving notice of the application on a different company, albeit one also under the Applicant's control, which they advise owns the application site and is related to the company under which the application was submitted. The related company has confirmed to the Council that it has no objection to the application.
- 1.8 The neighbouring objector at no. 286 has been re-consulted on the amended details. No additional comments have been received at the time of writing this report, but any comments which are subsequently received will be reported to you.

Other

- 1.9 Officers also seek to clarify the position with regard to Paragraph 6.19 of the report to October Planning Applications Committee and the relevance of the Party Wall Act (1996).
- 1.10 Under the Party Wall Act an adjoining owner cannot generally prevent a building/land owner from carrying out works that it is entitled to undertake. However, the adjoining owner in such circumstances has the right to raise a dispute in response to the building/land owner's notice under the Act, which triggers a dispute procedure and a requirement for a party wall surveyor to make an award that will usually govern the manner in which the works are carried out and deal with compensation for any loss or damage. An award may determine:
  - (a) the right to execute any work;
  - (b) the time and manner of executing any work; and
  - (c) any other matter arising out of or incidental to the dispute including the costs of making the award.
- 1.11 As such the Party Wall Act would be relevant to the method of construction of a development, but would not provide a further formal opportunity to object to the proposed development itself.
- 1.12 Notwithstanding the above clarification, the party wall matters discussed would be carried out under separate legislation and the current application should continue to be determined on its own merits.
- 1.13 This opportunity is also taken to clarify to members of the Committee the content of the petition received which is referenced in paragraph 4.4 of the



October Planning Applications Committee report. A copy of the petition letter (supported by 30 signatories) is attached to this report as Appendix 3.

## **2 CONCLUSION**

- 2.1 Following consideration of the matters discussed above officers are satisfied that the requisite notices have been served by the Applicant and that there is no reason why the application cannot proceed to determination. The officer recommendation is to grant full planning permission as per the terms set out in the October Planning Applications Committee report attached as Appendix 1 but to update proposed condition 2 in respect of the approved plans to reference the amended plans submitted by the applicant.

### **Appendices**

Appendix 1 - Officer report to October 2018 Planning Applications Committee

Appendix 2 - Update report to October 2018 Planning Applications Committee

Appendix 3 - Copy of petition

### **Amended Drawings Submitted:**

Drawing no.s:

PL03 Revision B – Proposed Site Plan

PL04 Revision D – Proposed Floor Plans

PL05 Revision D – Proposed Elevations

PL08 Revision C – Proposed Section

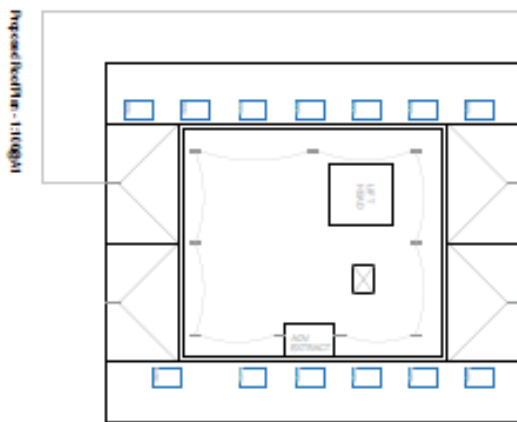
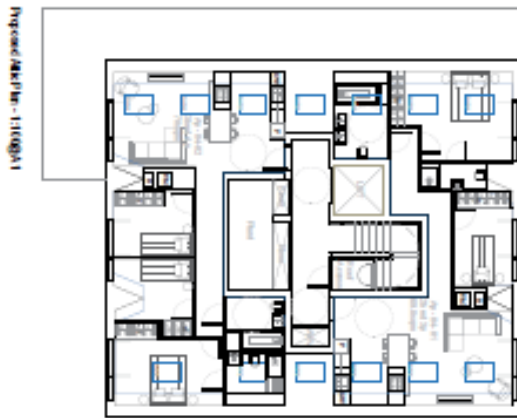
Received by the Local Planning Authority on 18<sup>th</sup> October 2018

**Case Officer: Matt Burns**

PLANS



Proposed Site Plan/Ground Floor Plan

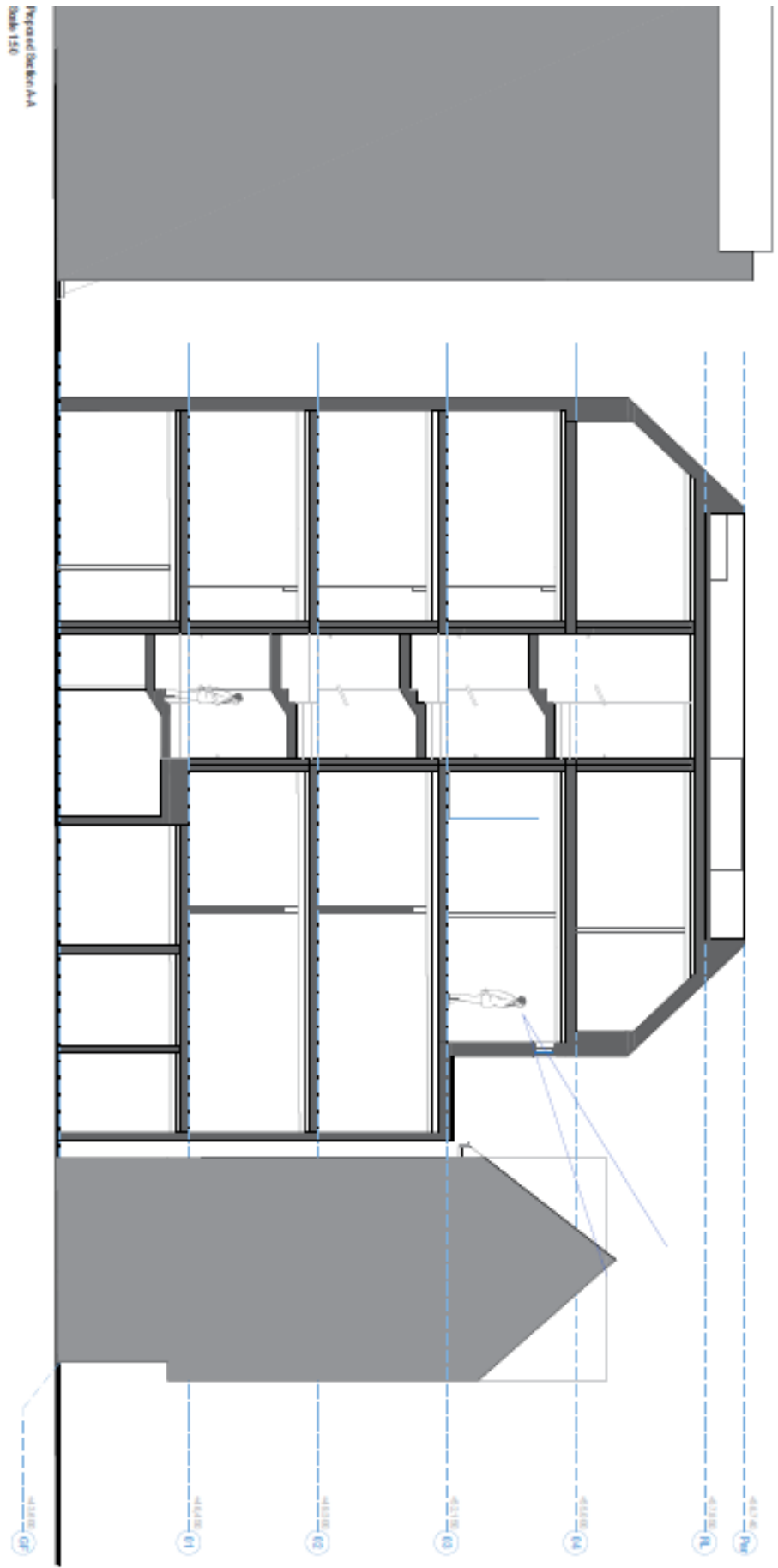


Proposed First, Second and Third Floor Plans



Proposed Elevations

Proposed Section AA  
Scale: 1/50



Proposed Section

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## COMMITTEE REPORT

BY THE DIRECTOR OF ENVIRONMENT & NEIGHBOURHOOD SERVICES

READING BOROUGH COUNCIL

ITEM NO. 17

PLANNING APPLICATIONS COMMITTEE: 10th October 2018

Ward: Redlands

Application No.: 180683/FUL

Address: Land adjacent to 300 Kings Road Reading

Proposal: Construction of a part five part three storey building of 14 residential apartments (C3) and associated undercroft car parking

Date received: 10<sup>th</sup> May 2018

Application target decision date: 9<sup>th</sup> August 2018

Extension of time date: 10<sup>th</sup> November 2018

### RECOMMENDATION

Grant Full Planning Permission subject to satisfactory completion of a Section 106 legal agreement by 10<sup>th</sup> November 2018 and the following conditions:

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

Legal Agreement to secure the following:

1. Provision of 4 on-site residential units as affordable housing, comprising of 2 x 1 bed and 2 x 2 bed shared ownership units
2. Commuted off-site affordable housing contribution of £35,000. Payable on first occupation and index-linked from date of permission
3. Employment Skills and Training Plan financial contribution towards construction-phase training of £2, 825

Conditions:

1. Time Limit
2. In accordance with the approved drawings
3. Material samples to be submitted
4. Submission and implementation of archaeological written scheme of investigation
5. In accordance with approved glazing and ventilation specification
6. Cycle store details to be submitted
7. Hard and soft landscaping scheme to be submitted
8. Implementation of landscaping scheme
9. Landscaping Maintenance
10. Landscaping replacement
11. Biodiversity enhancement details to be submitted
12. Construction Method Statement to be submitted
13. Vehicular parking spaces to be provided
14. Bin storage to be provided
15. In accordance with approved sustainability/energy efficiency reports
16. Photovoltaic details to be submitted
17. No parking permits - address details to be submitted
18. No parking permits - future occupants to be informed

19. Contaminated Land 1: site characterisation report
20. Contaminated Land 2: remediation scheme
21. Contaminated Land 3: implementation of remediation scheme
22. Contaminated Land 4: reporting any unexpected contamination
23. Standard construction hours
24. Flat roof area not to be used as a terrace or balcony
25. Retention of lift (inclusive access)

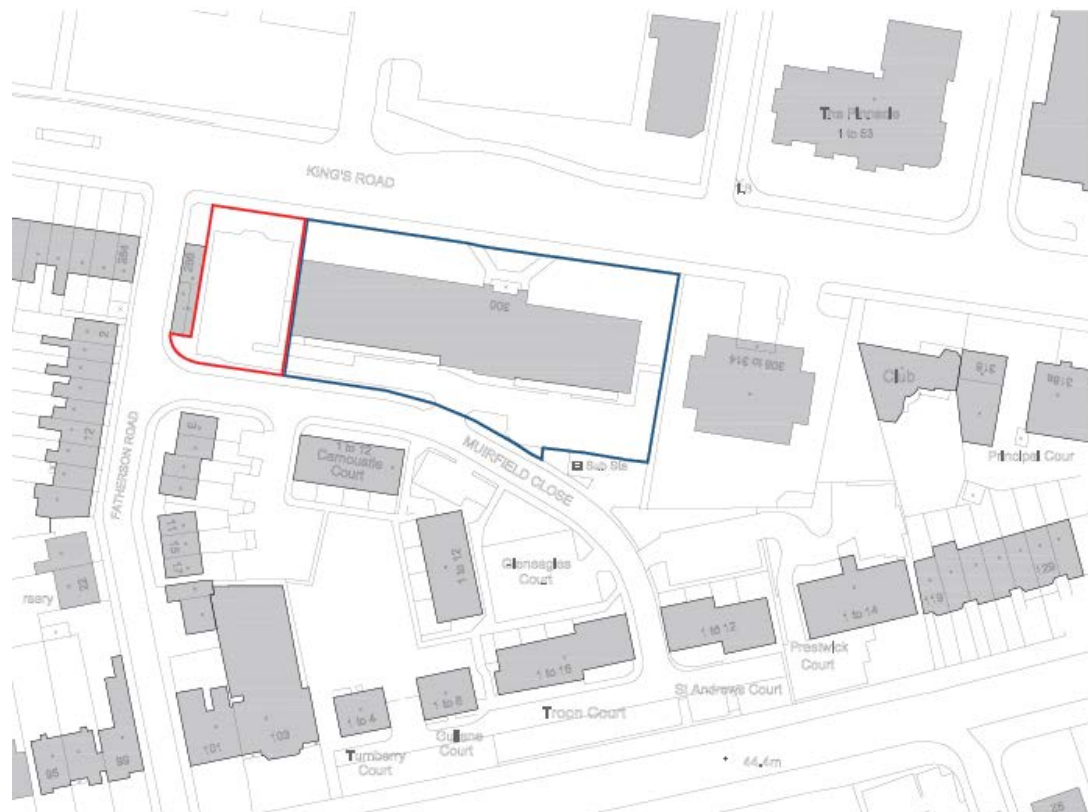
Informatives:

1. Building Control
2. Terms and conditions
3. Positive and Proactive Statement
4. Damage to the highway
5. No parking permits
6. Noise between residential properties - building regulations sound insulation of any building
7. Section 106 Legal Agreement
8. Clarification over pre-commencement conditions
9. CIL

## 1. INTRODUCTION

- 1.1 The application site comprises a surface car park which currently serves a four storey vacant office building located on the south side of Kings Road. Vehicular access is from the rear via Muirfield Close to the surface and undercroft car parks. The site is adjoined by office development in Kings Road and residential to the south.
- 1.2 The site is located just outside the Reading Central Area as designated by the Reading Central Area Action Plan (2012, 2015) and is within an air quality management area. An area to the front of the site is also identified as an area of potentially contaminated land.





## 2. PLANNING HISTORY (blue land above)

- 2.1 170512/OPA - Change of use of office building from Class B1(a) (offices) to C3 (dwelling houses) to comprise 78 flats. Prior Notification under Class O, Part 3 of Schedule 2 of the Town and Country Planning (General Permitted Development) Order 2015 - Prior Approval Given
- 2.2 170915/FUL - Upgrade to existing elevations in connection with residential use granted under prior approval (reference 170512) - Granted
- 2.3 172326/VAR - Upgrade to existing elevations in connection with residential use granted under prior approval (reference 170512) without complying with condition no.2 of planning permission ref. 170915 to allow further changes to cladding and glazing to all elevations - Granted

## PROPOSALS

- 3.1 The application seeks planning permission for a part five and part 3 storey building of 14 residential flats (C3 use class). The proposal would be located upon the site of the car park associated with the existing redundant office building at no. 300 Kings Road and would infill the gap between this building and no. 286 Kings Road (The Clock House) to the west at the junction with Fatherson Road.
- 3.2 The proposed building would incorporate three distinctive five storey front and rear gable roof pitches with a three storey flat roof element as the building transitions to no.286 to the west of the site. The building would be a mix of buff and dark grey brick with slate roof.
- 3.3 The proposal incorporates a mix of 6 x 1 bed, 6 x 2 bed and 2 x 3 bed units.
- 3.4 Six parking spaces are proposed with a part under croft area to the rear of the building at ground floor whilst a further two uncovered spaces are proposed to

the rear of the site. Vehicular access to the site would be retained as existing via Muirfield Road.

- 3.5 Landscaping and tree planting are proposed to the front of the building towards Kings Road.
- 3.6 Pre application advice was sought regarding the proposals with the footprint and massing of the building having been reduced at application stage. The proposal has also been reviewed by the RBC Design Review Panel.
- 3.7 Amended plans were submitted on 23<sup>rd</sup> July which incorporates minor alterations to the western flank elevation (facing no. 286 Kings Road) and roof of the building. This includes replacing third floor side facing windows with high level windows, setting the western flank 0.25m further away from the flank elevation of no.286 and a small drop in the parapet height of the three storey flat roof element of the proposal.
- 3.8 This application is reported to planning applications committee because, as a proposal for more than 10 new dwellings, it is in the Major Planning Applications Category.

#### **4. CONSULTATIONS**

##### **RBC Natural Environment Trees**

- 4.1 No objection, subject to conditions to secure a detailed landscaping scheme, implementation of the landscaping and a scheme of maintenance.

##### **RBC Transport**

- 4.2 No objection, subject to conditions to secure a construction method statement, provision of proposed car parking, bicycle store details, provision of proposed bin store and a restriction on access to parking permits.

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

- 4.3 No objection, subject to conditions to secure implementation of proposed noise mitigation scheme, a contaminated land remediation scheme, a construction method statement and control of construction hours (0800 - 1800 Monday - Friday and 0900 - 1300 on Saturdays and not at any time on Sundays or Bank Holidays)

##### **RBC Ecology**

- 4.4 No objection, subject to a condition to secure a scheme of biodiversity enhancements and its implementation.

##### **Berkshire Archaeology**

- 4.5 No objection, subject to a condition to secure submission and implementation of a written scheme of archaeological investigation.

##### **Public Consultation**

- 4.3 Neighbouring premises adjoining the site were notified of the application by letter and site notices were displayed outside the building on Kings Road.

- 4.4 Five letters of objection have been received from four different properties as well as a petition against the development signed by thirty residents, raising the following issues:
- Intensification of the use of Muirfield Road for access to the proposed development (in combination with its use associated with the conversion of the existing office building at no. 300 Kings Road to 78 flats)
  - Impact on amenity of neighbouring occupiers
  - Design and appearance
  - Prejudice development of adjacent building (no. 268 for which there is a current application for prior approval change of use to 3 flats and also a planning application for fenestration alterations)
  - The application encroaches on neighbouring land/property and should be invalid

## 5. LEGAL AND PLANNING POLICY CONTEXT

- 5.1 Section 16(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires the local planning authority to have special regard to the desirability of preserving the listed building or its setting or any features of special interest which it possesses.
- 5.2 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that proposals be determined in accordance with the development plan unless material considerations indicate otherwise. Material considerations include relevant policies in the National Planning Policy framework (NPPF) - among them the 'presumption in favour of sustainable development'. However the NPPF does not change the statutory status of the development plan as the starting point for decision making (NPPF paragraph 12).
- 5.3 In this regard, the NPPF states that due weight should be given to the adopted policies of the Local Development Framework (LDF) (Core Strategy and Sites and Detailed Policies Document) according to their degree of consistency with the NPPF (the closer the policies in the plan to the policies in the NPPF, the greater the weight that may be given).
- 5.4 Accordingly, the National Planning Policy Framework and the following development plan policies and supplementary planning guidance are relevant:

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

- CS1 Sustainable Construction and Design
- CS2 Waste Minimisation
- CS4 Accessibility and the Intensity of Development
- CS5 Inclusive Access
- CS7 Design and the Public Realm
- CS9 Infrastructure, Services, Resources and Amenities
- CS11 Use of Employment Land for Alternative Uses
- CS14 Provision of Housing
- CS15 Location, Accessibility, Density and Housing Mix
- CS16 Affordable Housing
- CS20 Implementation of the Reading Transport Strategy (Local Transport Plan 2006-2011)
- CS24 Car/Cycle Parking
- CS33 Protection and Enhancement of the Historic Environment
- CS34 Pollution and Water Resources

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

- SD1 Presumption in Favour of Sustainable Development
- DM1 Adaption to Climate Change
- DM3 Infrastructure Planning
- DM4 Safeguarding Amenity
- DM5 Housing Mix
- DM6 Affordable Housing
- DM10 Private and Communal Outdoor Space
- DM12 Access, Traffic and Highway-Related Matters
- DM18 Tree Planting
- DM19 Air Quality

Supplementary Planning Document: Affordable Housing (July 2013)

Supplementary Planning Document: S106 Planning Obligations (March 2014)

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

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

Supplementary Planning Document: Employment Skills and Training (April 2013)

## **6. APPRAISAL**

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

- Principle
- Design and Impact on the Character of the Area
- Amenity of Surrounding Occupiers
- Standard of Residential Accommodation
- Unit Mix
- Sustainability
- Transport
- Natural Environment
- Archaeology
- Affordable Housing

### **Principle**

- 6.1 The National Planning Policy Framework (2018) encourages the effective use of land by reusing land that has been previously developed (brownfield land) and seeks that all housing applications should be considered in the context of the presumption in favour of sustainable development. The accessibility of the site is considered acceptable for the proposed development (CS4 of the Reading Core Strategy 2008, altered 2015) whilst the proposal would align with the broad objectives of Policy CS14, in assisting in meeting the Borough's annual housing targets.
- 6.2 Prior Approval has been given for change of use of the existing redundant office building at no. 300 to 78 flats (ref. 170512). Works for this conversion have commenced. The car park area upon which the current application is located does not form part of the prior approval conversion works and the parking spaces are not required to be retained in this respect. The conversion works to the existing building at no. 300 would retain 50 parking spaces in a basement car park as approved under the prior approval consent given.
- 6.3 The principle of the proposed development is considered acceptable and the following material planning considerations are relevant:

## Design and Impact on the Character of the Area

- 6.4 Policy CS7 seeks to preserve or enhance the character of the area in which a development is located.
- 6.5 The application site is currently an open car park positioned between two contrasting buildings. No. 300 Kings Road to the east is a large 4/5 storey building which is significant in terms of width and building frontage, whilst no. 268 to the west is a three storey building with rooms in the roof space, but is unusual in form given its narrowness. There is a wide variety of size and scale buildings along the Kings Road street-scene. The application site, as parking area, is therefore currently an open space with through views between Kings Road and Muirfield Close.
- 6.6 The proposed design with three distinctive gable roof projections is considered to form an appropriate link between the large flat roof building at no. 300 and the smaller narrower gable roof building at no. 286. The use of the distinctive gables is reflective of the appearance of no. 286 and is considered to result in a more cohesive appearance to this part of Kings Road whereas at present the narrow nature of the no. 268 appears as somewhat of an anomaly with the street-scene.
- 6.7 The footprint the proposal would align with the frontages/building line of both the adjacent buildings and be set back 8.5m from the Kings Road frontage. The proposed rear elevation is stepped such that it also aligns with the rear elevations of the adjacent buildings. At the closest point the rear of the building would be set 5.3m from the Muirfield Road frontage. To the rear of the site the character of surrounding properties is predominantly residential with rows of two and three storey terrace dwellings to Fatherson Road and three storey Blocks of flats to Muirfield Road. The set back from the Muirfield Road frontage and massing of the building relative to the existing building at no. 300 is such that the proposal is not considered to appear unduly dominant within the Muirfield Road street-scene.
- 6.8 The proposed height of the main five storey element of the building would reflect that of the large flat roof building at no. 300. However, the gable roof forms proposed result in a building which appears of lesser bulk and massing than the larger flat roof building at no. 300. The proposed 2m separation to the flank of no. 300 provides relief in the built form and assists in the transition between the different buildings and materials.
- 6.9 The proposed three storey flat roof element forms a link element where the building projects to within 0.25m of the flank elevation of no. 286. This different roof form is considered to assist in bridging the gap between the different height gables and eaves of the proposal and existing building at no. 286 and also the difference in brick colour.
- 6.10 Officers consider that the proposal is an appropriate design response to the site which would integrate satisfactorily with the character and appearance of adjacent buildings, street-scene and character of the wider area in accordance with Policy CS7. Material samples are to be secured by way of a suitably worded condition.
- 6.11 Policy DM10 seeks that new residential development is proposed with appropriate usable private or communal amenity space. Communal amenity space is proposed to the front of the site but officers acknowledge that fronting

onto Kings Road this would likely be quite a noisy area, albeit new tree planting is proposed to the road frontage which would provide a buffer to some extent. Nonetheless, provision of communal or very limited amenity space to flatted development near the centre of Reading is not uncommon. Given the proximity to nearby public recreation facilities the proposal development is not considered to be unacceptable in terms of amenity space provision and no conflict with Policy DM10 is advised.

#### **Amenity of Surrounding Occupiers**

- 6.12 Policy DM4 of the Sites and Detailed Policies Document (2012, 2015) seeks to protect the amenity of existing and future occupiers. Policy CS34 of the Core Strategy (2008, 2015) seeks to protect and mitigate development from pollution.

#### No. 300 Kings Road

- 6.13 The large adjacent building at no. 300 is currently undergoing conversion to 78 flats under prior approval consent ref. 170512. In association with this change of use planning permission ref. 172326 was also granted for fenestration and elevational alterations to the building which removed any windows to the west flank elevation facing the current application site. This work has also been commended on site. As such the proposal would not result in any loss of privacy, light or overbearing to the future residential occupiers of no. 300.

#### No. 286 Kings Road

- 6.14 The smaller adjacent office building at no. 286 does not incorporate any side facing windows to the east flank elevation directly facing the application site and such is not considered to result in any undue loss of privacy or overbearing impact.
- 6.15 However, no. 286 does have prior approval consent for conversion from offices to three flats (ref. 181090) as well as planning permission for the insertion of additional windows to the east flank elevation, directly facing the application site and proposed building (ref. 181077). Neither of these consents/permissions has been implemented at the time of writing this report however the implications of implementation either in relation to the proposed development are considered below. The owner of no. 286 has raised objection to the proposed development on the basis of its impact upon no. 286 given the above consent/permissions which has recently been granted.
- 6.16 It is considered that the proposed development would not cause a significant detrimental impact to the environment of existing office occupiers of no. 268 even if the proposed additional windows approved under planning permission ref. 181077 were implemented. The existing office occupiers presently enjoy triple aspect outlook (through the provision of a bay window on the east elevation providing outlook to the north and south, as well as to the west) to the open plan office layout which provides for suitable levels of access to day/sunlight for the current use. Should the proposed windows be implemented it is acknowledged that this would result in a reduction in outlook (being visually dominating and overbearing) and day/sunlight to these additional windows at no. 286, but given the existing generous window arrangements the level of harm would not be significantly detrimental. Furthermore, it is considered that an office use could function (as it does at present) with the existing arrangements.

- 6.17 With regard to a possible future residential use of no. 286, based on the layout plans approved under prior approval ref. 181090, it is evident that the additional windows proposed under planning permission ref. 181077, to the east elevation would be secondary windows for a bedroom and combined living/kitchen/dining room at each floor. Accordingly, future occupiers would enjoy sufficient access to day/sunlight and outlook from the existing arrangements (including two windows on the west elevation for the living/dining/kitchen room, one of which is a bay window effectively providing triple aspect), and owing to this context, future residential occupiers of no. 286 would not be considered to suffer a significant detrimental impact to their living environments. Whilst there would undoubtedly be a reduction in outlook (being visually dominating and overbearing) and day/sunlight, to these additional windows, given the existing acceptable window arrangements the level of harm would not be significantly detrimental.
- 6.18 The proposed development does not incorporate any side facing windows to the west flank elevation directly facing no. 286 at ground, first or second floor such that no loss of privacy or overlooking would result if the additional windows to the adjacent property were implemented. Windows are proposed to the facing elevation at third floor level however these are small high level windows would not result in any unacceptable overlooking or loss of privacy. The objector from no. 286 has indicated concern that the flat roof of the three storey element could be used as a terrace and result in overlooking to their property. However, the proposed plans do not indicate any access to this flat roof area. Nonetheless, a suitably worded condition is recommended to prevent use of this area as a terrace as given the proximity to the boundary with no. 286 its use as such would be considered to be unneighbourly.
- 6.19 Given the location of the proposed windows on the boundary of neighbouring land, such matters of dispute between separate owners would be covered by the Party Wall Act 1996 - which provides neighbouring owners the opportunity of objecting to a proposal that they consider to be unacceptable, under separate legislation to planning. Notwithstanding the above, specific reference has been made by the objector from no. 286 that the development proposes works to the eaves of their building. Amended plans have been submitted by the applicant which set the west flank elevation of the proposal 0.25m away from the adjacent facing flank elevation of no. 286 whilst the parapet height of the three storey element of the proposal has been reduced marginally to ensure there would be no impact on the overhanging eaves of no. 286.
- 6.20 On the basis of the above it is not considered that the proposed development would result in the stifling of the neighbouring development at no. 286.

#### Dwellings to the rear on Fatherson Road and Muirfield Road

- 6.21 A daylight/sunlight report has been submitted as part of the application which assesses the impact of the proposed development upon the residential properties to the rear of the site. This demonstrates that the proposals would not result in any significant loss of daylight to existing dwellings or any loss which would be outside of BRE recommended levels.
- 6.22 The set back of the rear elevation of the proposal by 5.3m from the Muirfield Road frontage and bulk/massing and height of the proposal not exceed that of the existing building at no. 300 is such that the proposal is not considered to result in any unduly overbearing form of development to the residential properties within Muirfield Road and Fatherson Road.

- 6.23 The rear elevation of the proposal would face the side flank elevation of no.3 Fatherson Road which includes only a small high level facing window and also the rear garden of no.3. At a separation distance of 17m it is not considered that this would result in any undue overlooking or loss of privacy. The proposal would also partly face the front elevation windows of the flats at Carnoustie Court, however this would be at a separation distance of over 20m and as such no undue overlooking or loss of privacy is considered to result.
- 6.24 Overall the proposed development is not considered to result in any significant adverse harm to the amenity of surrounding occupiers in accordance with Policy DM4.
- 6.25 Conditions are also recommended to secure an appropriate construction method statement and hours of working to protect neighbouring amenity during implementation of the proposed development in accordance with Policy CS34.

#### **Standard of Residential Accommodation**

- 6.26 Policy DM4 of the Sites and Detailed Policies Document (2012, 2015) seeks that new development should not cause a significant detrimental impact to the living environment of new residential properties. Policy CS34 of the Core Strategy (2008, 2015) seeks to protect and mitigate development from pollution.
- 6.27 The proposal would provide residential units of adequate size. Whilst some of the units are marginally below the National Technical Housing Standards these standards are not formally adopted by Reading Borough Council at this stage (proposed as part of the New Emerging Reading Local Plan). The daylight report submitted as part of the application indicates that all habitable rooms would receive light levels exceeding BRE recommendations apart from a single third floor level side-facing bedroom window to the east flank elevation. The affected bedroom relates to one of the three bedroom flats and on balance the development as a whole is considered to provide a good level of outlook and daylighting to future occupiers.
- 6.28 The application site is located adjacent to the A329/A4 Kings Road, one of the busiest routes in and out of Reading Town Centre and a noise assessment has been submitted. Environmental Protection Officers have reviewed the noise assessment and are satisfied that the glazing and ventilation specification proposed within it would meet the required internal noise levels for future occupiers. Installation of the required glazing and ventilation can be secured by way of a suitably worded condition.
- 6.29 Appropriate internal noise insulation between future neighbour occupiers of the proposed development would be secured under Building Regulations requirements.
- 6.30 An air quality assessment has also been submitted as part of the application which demonstrates that future occupiers would be served by suitable air quality levels. Environmental Protection Officers have advised that no additional mitigation is required in this respect.
- 6.31 The proposed development lies on the site of an historic builder's yard and as such a contaminated land study has been submitted as part of the application. This study concludes that further investigation is necessary. Therefore, Environmental Protection Officers have recommended that further investigative



reports and potential remediation measures are submitted for approval with the Local Planning Authority prior to commencement of any works on site. This can be secured by way of a suitably worded condition.

- 6.32 The proposed development is considered to provide a suitable standard of accommodation for future occupiers and subject to the above recommended conditions would accord with Policies DM4 and CS34.

#### **Unit Mix**

- 6.33 Policy CS15 of the Reading Core Strategy (2008, altered 2015) states that "Developments should provide an appropriate range of housing opportunities in terms of a mix of housing types, sizes and tenures, in accordance with the findings of a housing market assessment." The supporting text to this policy states that the provision of at least an element of family housing in all developments is a priority, based on the findings of the Berkshire Strategic Housing Market Assessment (2007) (SHMA). The policy also states that the appropriate density and mix of residential development will be informed by the characteristics of the area in which it is located and accessibility.
- 6.34 The proposal is considered to provide a good unit mix for a flatted development in the form of 6 x 1 bed, 6 x 2 bed and 2 x 3 bed units and would accord with Policy CS15.

#### **Sustainability**

- 6.35 Policies CS1 and DM1 seek that proposals should incorporate measures which take account of climate change. The applicant has submitted a sustainability report as part of the application which follows the relevant policies and SPD guidance applying the recognised energy hierarchy of 'be lean', 'be clean' and 'be green'. This demonstrates that a number of sustainability measures are proposed as part of the application. In terms of 'be lean' a number of energy efficient measures are proposed including low energy lighting, double glazing, passive solar gain, high efficiency boilers and low flow water fittings. In terms of 'be clean' and 'be green' the report sets out the photovoltaic panels located to the roof of the building would be the most feasible option and would enable the development to off-set the target 20% CO2 emissions as referred to in Policy CS1. Details of photovoltaics and their installation can be secured by way of a suitably worded condition.
- 6.36 The application also includes a suitable scheme for Sustainable Urban Drainage System (SUDS) compliance with which can again be secured by way of a suitable worded condition.
- 6.37 The proposal is considered to accord with Policies CS1 and DM1.

#### **Transport**

- 6.38 Policies DM12 of the Sites and Detailed Policies Document 2012, 2015 and CS20 and CS24 of the Core Strategy seek to address access, traffic, highway and parking relates matters relating to development.
- 6.39 In accordance with the adopted Revised Design and Parking Standards SPD (2013), the development would be required to provide parking provision of 1 off road parking space for each 1 and 2 bedroom flat and 1.5 for each 3 bedroom flat equating to a total provision of 15 car parking spaces. In addition to this, 1 space

per 10 dwellings is required for visitor parking; therefore the total provision required for development would be 16.

- 6.40 Plans submitted indicate that 8 car parking spaces are to be provided; 6 undercroft parking spaces and 2 uncovered, this falls short of the Council's current standards. However, given the proximity of the development site to the town centre and the on street parking restrictions in the surrounding roads, transport officers are satisfied that a reduced provision would be deemed acceptable in this central location.
- 6.41 The proposal intends to utilise the existing vehicular access point from Muirfield Road to service the development. This has been reviewed by transport officers who consider this arrangement to be acceptable for the 8 parking spaces proposed. Objectors and in particular the petition received refer to concerns regarding the intensification of use of Muirfield Road for access and pressure on parking in conjunction with the prior approval scheme for residential conversion underway to the existing building at no. 300. The parking/access impact of the proposed prior approval conversion was assessed when that application was determined where it was concluded that the residential use would result in less vehicular trips to the site during peak hours of the existing office use and as such the proposal would not increase traffic in the vicinity of the site. In this respect the use of the access for an additional 8 parking spaces associated with this development for 14 flats is not considered to materially increase traffic in the vicinity of the site. The proposed under provision of car parking is considered acceptable in this central location.
- 6.42 Kings Road and the surrounding road network all have parking restrictions preventing on-street parking. However, Fatherson Road is located within an area designated as a Residents Parking Permit Area. There are also resident permit holder's bays only on Muirfield Road adjacent to the proposed development site. Whilst the site is accessible to good public transport links and local shops, the parking demand created by this development should not be accommodated on the surrounding roads where there is significant demand for on-street parking. Therefore, the parking conditions and informative would be applied to prevent any future occupants of the new flats from obtaining a residents and visitor parking permits for the surrounding residential streets where parking is under considerable pressure.
- 6.44 As such it is not considered that the proposal for an additional fourteen flats would result in any significant additional transport impacts.
- 6.43 In accordance with the Borough's Parking Standards and Design SPD, a minimum provision of 0.5 cycle storage spaces should be provided for each 1 and 2 bedroom flat and 1 space for each 3 bed flat, this equates to a total provision of 9 spaces. The submitted plans illustrate 2 areas of bike storage, 10 racks to be provided for the residents of the units and 8 for visitors. In principle this is acceptable and precise details of the type of cycle storage can be secured by way of a suitable condition.
- 6.44 An internal ground floor bin storage area has been illustrated on plans. This is shown to be located within 15m of the collection point and is therefore considered acceptable.
- 6.45 There are no transport objections to the proposed development, subject to the recommended conditions above, including for submission of a construction method statement. The proposal is considered to accord with Policies CS20 and

CS24 of the Core Strategy 2008, 2015 and Policy DM12 of the Sites and Detailed Policies Document 2012, 2015.

### Natural Environment

- 6.46 Policies DM18 and CS38 seeks to extend the Borough's vegetation cover and that development should make provision for tree planting whilst Policy CS7 seeks proposal should include appropriate landscaping. Policy CS36 seeks that developments should retain, protect and incorporates features of biodiversity.
- 6.47 Kings Road is one of the principal vehicular routes in Reading providing the main route from Reading to the east of the town and Borough. It supports an almost continuous flow of vehicles and buses which inevitably leads to congestion daily at peak times. As such, trees along the Kings Road are very important for the local environment and amenity of this area of Reading. The trees adjacent to the highway also provide screening for residents living adjacent to the road. Kings Road is designated as an 'Existing or potential treed corridor' in the adopted Borough Tree Strategy and the Borough Council has a commitment to retain and enhance the tree cover along these routes.
- 6.48 The site is also located in an area which has been identified in the Tree Strategy as having poor tree cover (10% or less). Objective 6 of the adopted Tree Strategy expects new development to make a *positive and sustainable contribution in supporting the objectives of the strategy in enhancing the town's urban environment. Such planting should be used to enhance streets and other public realm as part of planning permissions for all new relevant developments, particularly higher density urban developments.*
- 6.49 Development in this location is an opportunity to improve the tree cover of Kings Road and the Tree Officer advises that the any application should have been accompanied by a quality landscaping scheme with provision for potentially large growing trees which can reach maturity without foreseeable conflict with the buildings or access.
- 6.50 As such the Natural Environment Tree Officer recommends a condition to secure submission and implementation of hard and soft landscaping scheme prior to commencement of the development is attached to any planning permission. This should include planting of a minimum of 10 trees with larger tree species to the Kings Road frontage.
- 6.51 In terms of biodiversity, the Council's Ecology Consultant has confirmed that as a car park the existing site is of limited biodiversity value. However, a condition is recommended to secure the biodiversity enhancements, including the provision of 'swift bricks' within the building to encourage nesting of birds.
- 6.52 The proposed development is considered to accord with Policies CS7, CS36, CS38 and DM18.

### Archaeology

- 6.53 Policy CS33 of the Core Strategy (2008, 2015) states that development should protect features and areas of historic importance.

Berkshire Archaeology have advised that their records indicate that findings, including spots of prehistoric worked flint tools, evidence for Roman activity including Roman finds were recorded during excavation a short distance to the

east of the application site at 209 - 223 Kings Road as well as evidence of a cemetery, possibly associated with a Medieval Leper hospital.

- 6.54 As such, given the known archaeology within this area of Reading, and the scale of the proposals a condition is recommend to secure a submission (prior to commencement of the development) and implementation of a scheme of archaeological investigation to further assess the archaeological potential of the site in accordance with Policy CS33.

### **Affordable Housing**

- 6.54 As a scheme for 14 dwellings the proposal would be required to provide a 30% provision of affordable housing in accordance with Policy DM6 of the Sites and Detailed Policies Document (2012, 2015) and the Affordable Housing SPD (2013).
- 6.55 A viability appraisal was submitted as part of the application. Following discussions with the Council's Valuations Officer it is proposed to provide 4 on site affordable units which equates to a 29% provision, comprising of 2 x 1 bed units and 2 x 2 bed units. A commuted sum of £35, 000 is also proposed to top up the total affordable housing offer to a policy compliant equivalent level of 30%. The tenure of all 4 affordable units would be shared ownership. Through the viability process it was established that in terms of tenure the proposal could support the provision of 4 shared ownership units but if affordable/social rented units were provided the proposal would likely only support provision of 2 such units. RBC Housing officers have confirmed that four shared ownership units would be preferable in this instance.
- 6.56 The proposal is considered acceptable in terms of affordable housing provision and to accord with Policy DM6.

### **Other Issues**

#### Community Infrastructure Levy

- 6.57 As new build residential development the proposal would be liable for the Community Infrastructure Levy (CIL). The total liable floor space, as per the applicants, CIL Additional Information Form, submitted as part of the application is 1130 m2. On this basis CIL liability is estimated to be £166437, albeit this figure is likely to decrease slightly in practice in the event that the applicant applies for social housing relief for the affordable elements of the scheme.

#### Employment Skills and Training Plan

- 6.58 In addition to the affordable housing matters referenced above in the appraisal to be secured via s106 legal agreement, it is also necessary to secure a construction phase Employment Skills and Training Plan via a s106 obligation. This is in line with the Employment Skills and Training SPD's requirements. This can be in the form of a site specific plan or a financial contribution. The applicant has indicated they wish to make the required level of financial contribution in this respect (£2,825) which will be sought via the s106.

#### Access

- 6.59 Policy CS5 seeks that proposals should be located, sited and designed to provide suitable access, to, into and within, its facilities for all potential users, including disabled people, so that they can use them safely and easily.

- 6.60 All access points to the site and building will be a level threshold with a full DDA compliant lift accessing all floors. Retention of the lift is to be secured by way of a suitably worded condition. The proposal is considered to accord with Policy CS5.

### Representations

- 6.59 All matters raised are considered to have been addressed in the main body of the report.

## **7. Equality**

- 7.1 In determining this application the Council is required to have regard to its obligations under the Equality Act 2010. The key equalities protected characteristics include age, disability, gender, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sexual orientation. It is considered that there is no indication or evidence (including from consultation on the current application) that the protected groups would have different needs, experiences, issues and priorities in relation to this particular planning application.

## **8 CONCLUSION**

- 8.1 The proposed development is considered to be acceptable in the context of national and local planning policy and other material considerations as set out in this report. As such it is recommended to grant full planning permission subject to the recommended conditions and informative and satisfactory completion of a section 106 legal agreement.

### **Drawings Submitted:**

Drawing no.s:

PL-04 Rev A - Proposed Apartment Plans - All Floors

PL-05 Rev A - Proposed Elevations

PL-07 Rev A - Proposed 3D Views

PL-08 Rev A - Proposed Section

Received by the Local Planning Authority on 23<sup>rd</sup> July 2018

PL-01 - Existing Location and Block Plans

PL-02 - Existing Topographic Site Plan

PL-06 - Existing Elevations

Received by the Local Planning Authority on 25<sup>th</sup> April 2018

**Case Officer: Matt Burns**

# PLANS



Proposed Site Plan/Ground Floor Plan

Proposed First & Second floor Plans - 1:100@A1

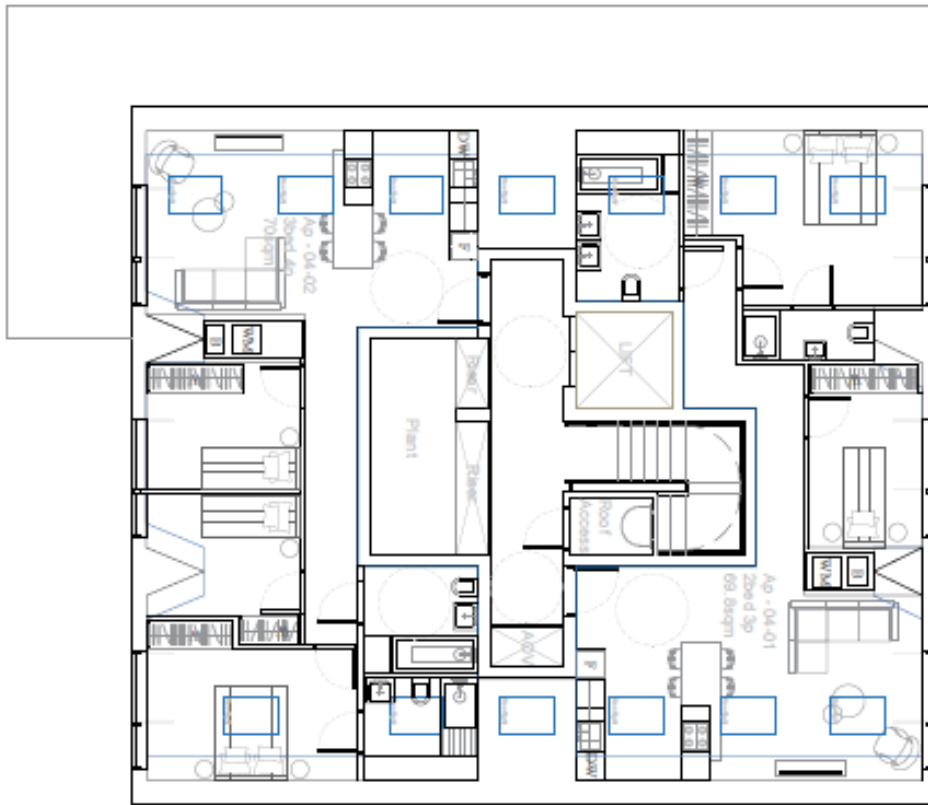


Proposed Third floor Plan - 1:100@A1

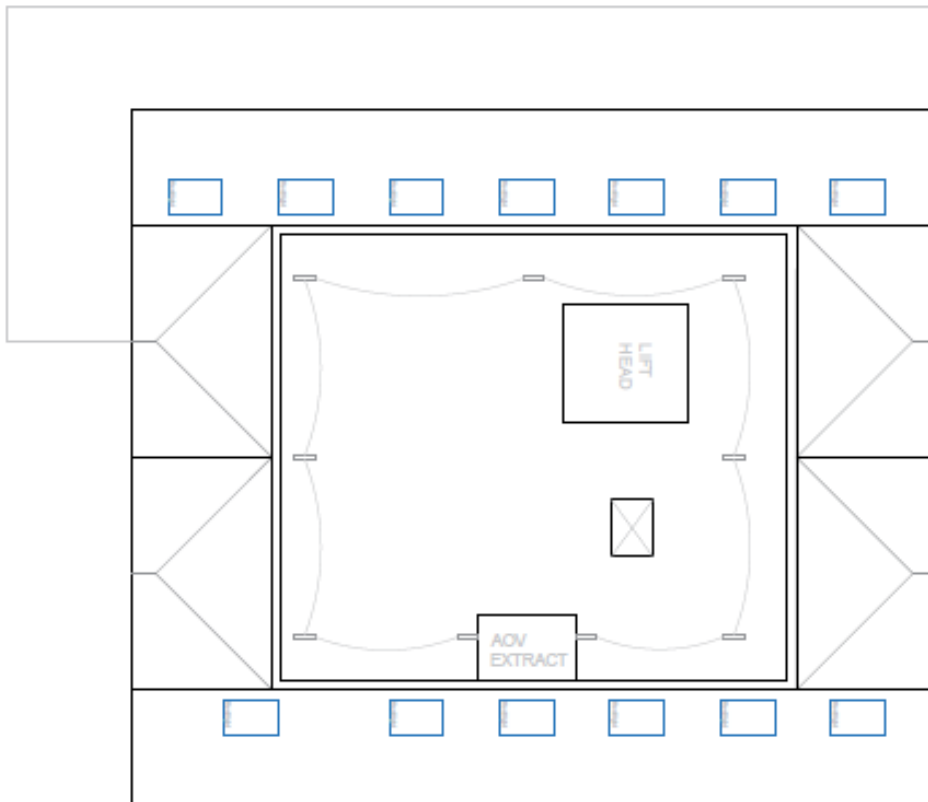


Proposed First, Second and Third Floor Plans

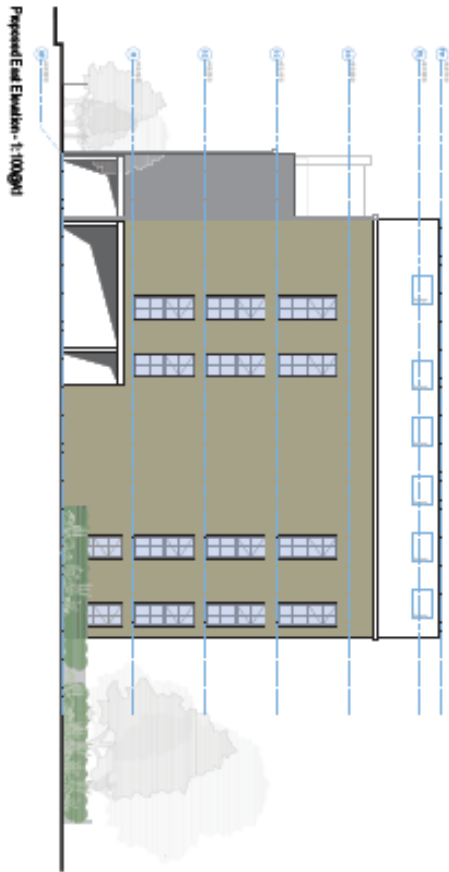
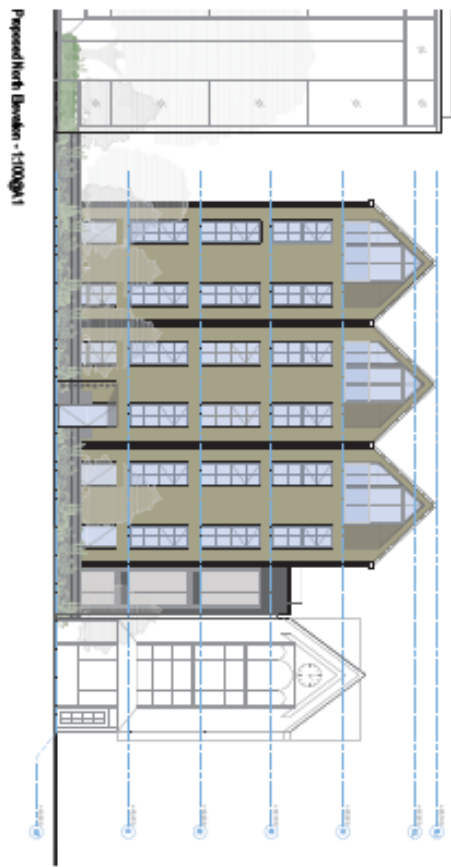
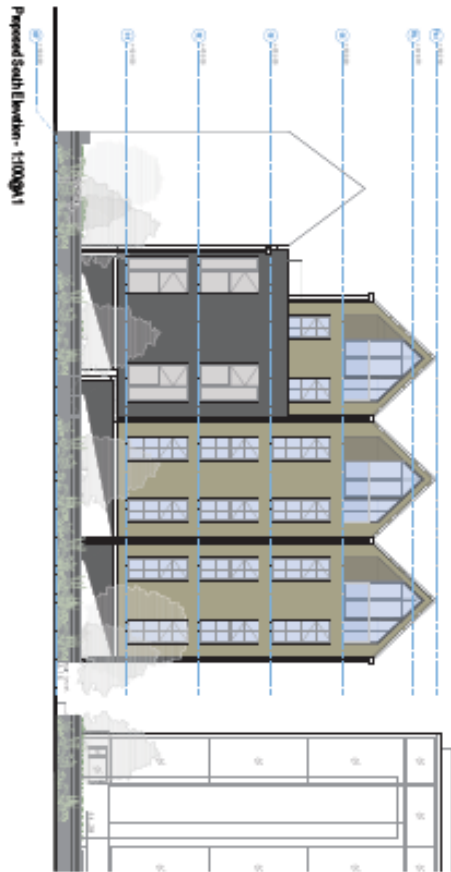
Proposed Attic Plan - 1:100@A1



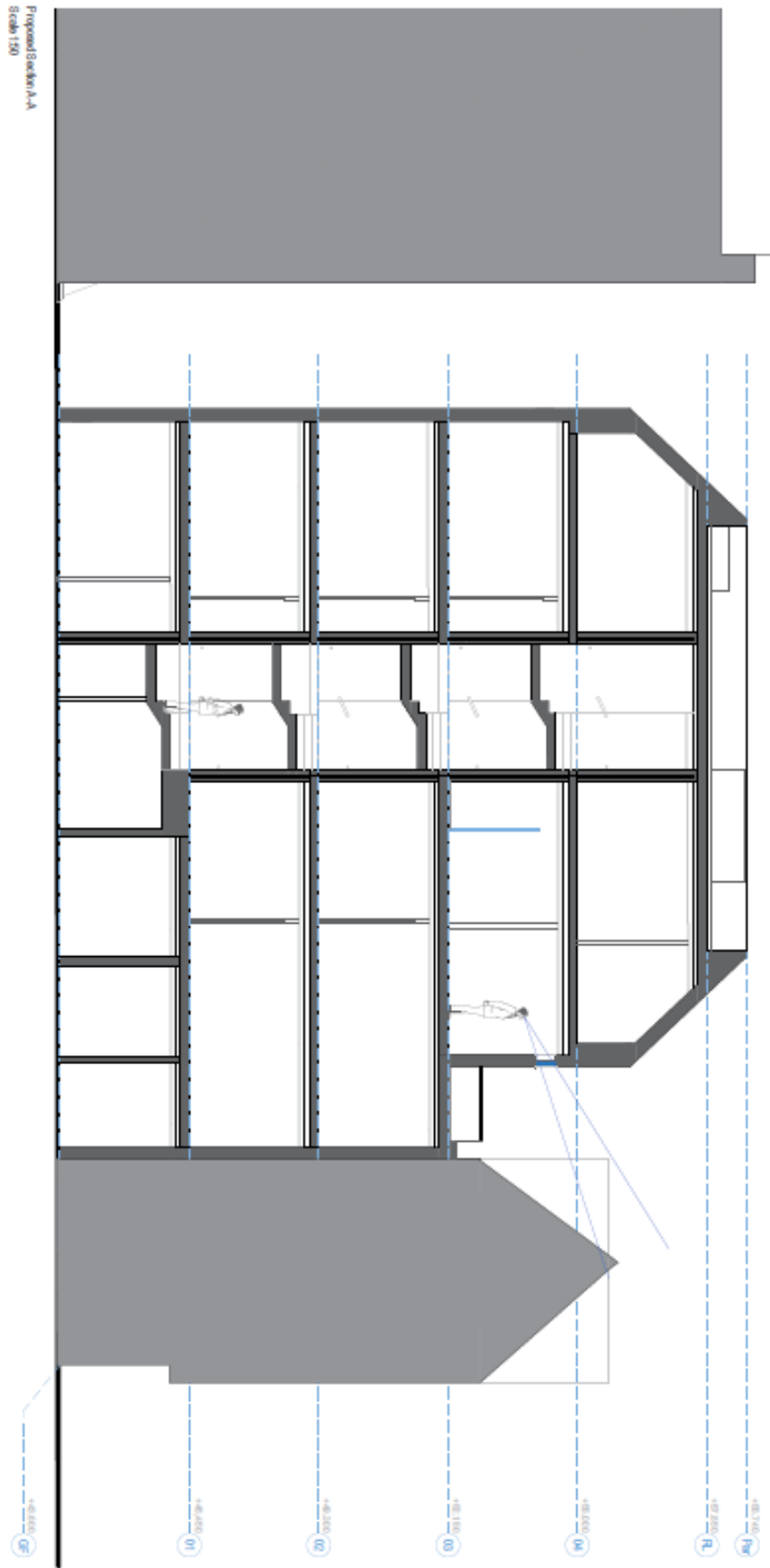
Proposed Roof Plan - 1:100@A1







Proposed Elevations



Proposed Section (East to West)



Proposed 3D view 1



Proposed 3D view 3

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Proposed Visuals



Proposed 3D view 2



Proposed 3D view 4

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Proposed Visuals

**UPDATE REPORT:**

**BY THE DIRECTOR OF ENVIRONMENT & NEIGHBOURHOOD SERVICES**  
**READING BOROUGH COUNCIL**  
**PLANNING APPLICATIONS COMMITTEE: 10 October 2018** **ITEM NO. 17**

**Ward:** Redlands  
**App No.:** 180683/FUL  
**Address:** Land adjacent to 300 Kings Road, Reading  
**Proposal:** Construction of a part five part three storey building of 14 residential apartments (C3) and associated undercroft car parking.

**RECOMMENDATION AMENDED:**

**That the Committee DEFERS consideration of this application.**

**1. ADDITIONAL INFORMATION**

- 1.1 Since the publication of the main Agenda report, officers have received several letters of objection on behalf of the adjacent landowner/developer expanding their concerns over light and damage to eaves of their property at 286 Kings Road and a further letter from their solicitor has also been received. The solicitor's letter raises serious concerns regarding the requisite Notice not having been served on this neighbouring landowner and advises that they would mount a legal challenge to any permission that may be granted. In the circumstances, the advice of the Council's solicitor is that these issues need to be examined thoroughly. Unfortunately it has not been possible to do this before your meeting and accordingly, officers are recommending that you defer consideration of this item to allow these discussions to take place in detail with the applicant.

Case officer: Richard Eatough (for Matt Burns)

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## COMMITTEE REPORT

BY THE DIRECTOR OF ENVIRONMENT & NEIGHBOURHOOD SERVICES  
READING BOROUGH COUNCIL  
PLANNING APPLICATIONS COMMITTEE: 7 November 2018

ITEM NO. 14

Ward: Southcote

App No.: 181469/LBC

Address: Southcote Lodge, Burghfield Road, Reading, RG30 3NE

Proposal: Replacement of existing timber sliding sash windows with new white uPVC double glazed sliding sash windows to match in style and size and to be installed into the various existing opening apertures of the Grade II Listed Building.

Applicant: S Holmes, Housing and Care 21

Date validated: 3 September 2018

8 week target decision date: 29 October 2018

### RECOMMENDATION

Refuse Listed Building Consent for the following reason:

1. The proposed changes would result in substantial harm to the special architectural and historic interest of the Listed Building and features of special interest, notably the windows, contrary to the provisions of the Planning (Listed Buildings and Conservation Areas) Act 1990, Policy CS33 of the Reading Borough LDF Core Strategy 2008 (altered 2015), national policy contained within the NPPF and associated practice guidance.

### INFORMATIVES TO INCLUDE

1. Standard positive and proactive informative.
2. Refused drawings

## 1. INTRODUCTION

1.1 Southcote Lodge and garden walls to east and west are Grade II Listed, entry number 1321955. The list description reads as follows:

*"Mid C18, incorporating parts of earlier building. Rectangular main block, 3 1/2 storeys to south, 2 1/2 storeys with flanking 2 storey wings to north. Entrance (north) front: main block silver grey brick with red window dressings. Modern, central dormer. Glazing bar sash windows, 3 on 1st floor and C19 glazed porch across ground floor between wings. Red brick wings projecting 2 windows (blind) in depth and with 1 hipped dormer each and 1 window at north end. Old tile roof. Flanking curved garden walls forming one side of small oval court. South side: originally 5 window front. Now has 5 window mid C19 full height bay to left. Half glazed late C18 door to garden with bracketed hood, stone steps. Interior: a number of good contemporary features (fireplaces and plasterwork, and staircase) retained. A good house and the house of John Blagrove (mathematician). To west is an 8 foot brick wall with chamfered capping about 50 yds long and returned to south along road. Partly C18, see one brick with grafitto "E B 1720"."*



Site Location Plan



Site Photograph



## 2. PROPOSAL

- 2.1 Listed Building Consent is sought for the removal of the existing timber sliding sash windows and replacement with uPVC sliding sash windows of similar frame design.

### *Submitted drawings*

0/6474/18-00

0/6474/18-01

0/6474/18-02

0/6474/18-03

0/6474/18-04

0/6474/18-05

0/6474/18-06

0/6474/18-07

0/6474/18-08

0/6474/18-09

0/6474/18-010

0/6474/18-11

### *Supporting Documents*

Planning, Design and Access Statement ref. 6474

## 3. RELEVANT PLANNING HISTORY

- 3.1 161486/PRE - Pre-application Enquiry for "Replacement of existing windows with UPVC to match style and existing fenestration". Observations were sent on 19 January 2017 summarised as: *"The replacement of the existing timber sash windows with new uPVC windows is not considered acceptable and would be likely to be refused Listed Building Consent. It is recommended that refurbishment, weather stripping and/or secondary glazing are considered in order to preserve the special interest of the Listed Building."*

## 4. CONSULTATIONS

### 4.1 RBC Historic Buildings Consultant

The Council's Historic Buildings Consultant has visited the site and has provided detailed comments. These have been incorporated into the appraisal section of this report. The conclusion is *"Refusal is recommended for this application as the proposed changes would be substantially harmful to the special architectural and historic interest of the Listed Buildings and features of special interest, notably the windows. This would be contrary to the provisions of the Planning (Listed Buildings and Conservation Areas) Act 1990, the planning policy in the NPPF, the PPG and Reading Borough Planning Policies."*

### 4.2 Public consultation:

Letters were sent to addresses surrounding the site. A site notice was displayed on Burghfield Road opposite the site entrance.

One comment was received from a resident of Kenilworth Avenue as follows:

*"This building is of a significant historical interest, it clearly has been altered in the past to either protect and maintain the building integrity. Whilst it would not be my preferred option, providing the window design including the profile of the windows are maintained it may be the best option to prevent the building deteriorating any further. My concern would be that if the design and profile would be significantly different from the existing windows in the property now. Every effort should be taken not to change the style or design."*

## 5. RELEVANT PLANNING POLICY AND GUIDANCE

- 5.1 Section 16(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires the local planning authority to have special regard to the desirability of preserving a listed building or its setting or any features of special interest which it possesses.
- 5.2 Section 66(1) states that: "in considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority, or, as the case may be, the Secretary of State 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 The following local and national planning policy and guidance is relevant to this application:

### National Policy

National Planning Policy Framework 2018  
National Planning Practice Guidance 2018

Reading Borough Local Development Framework Core Strategy (2008)  
CS33 (Protection and Enhancement of the Historic Environment)

## 6. APPRAISAL

- 6.1 Before considering the merits of this particular proposal it is important to consider the legal and policy context. Importantly the decision on a LBC application, which is a designated heritage asset, is governed by different legislation to that which would relate to an application for planning permission.

### *Legal*

- 6.2 Section 16(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires the local planning authority to "*have special regard to the desirability of preserving the listed building or its setting or any features of special architectural or historic interest which it possesses*".
- 6.3 In the 2014 case of East Northamptonshire District Council v. Secretary of State for Communities and Local Government (known as the 'Barnwell Manor' case) the Court of Appeal held that decision-makers should give 'considerable importance and weight' to the desirability of preserving listed building or its setting as directed by the Act.

*National Policy*

- 6.4 The NPPF (2018) (paragraph 189) requires that:

*“In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets’ importance and no more than is sufficient to understand the potential impact of the proposal on their significance. As a minimum the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary. Where a site on which development is proposed includes, or has the potential to include, heritage assets with archaeological interest, local planning authorities should require developers to submit an appropriate desk-based assessment and, where necessary, a field evaluation.”*

*Paragraph 191 states:*

- 6.5 *Where there is evidence of deliberate neglect of, or damage to, a heritage asset, the deteriorated state of the heritage asset should not be taken into account in any decision.*

- 6.6 Paragraph 192 of the NPPF states that, local planning authorities should take into account:

*a) the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;*

*b) the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and*

*c) the desirability of new development making a positive contribution to local character and distinctiveness.*

- 6.7 Paragraph 193 states that:

*“When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset’s conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance”*

- 6.8 Paragraph 195 states that:

*“Where a proposed development will lead to substantial harm to (or total loss of significance of) a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or total loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:*

*a) the nature of the heritage asset prevents all reasonable uses of the site; and*

*b) no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and*

*c) conservation by grant-funding or some form of not for profit, charitable or public ownership is demonstrably not possible; and*

*d) the harm or loss is outweighed by the benefit of bringing the site back into use."*

6.9 Paragraph 196 states that:

*"Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use."*

6.10 Guidance on the implementation of the NPPF is provided in Planning Practice Guidance (PPG)

*"In addition to the normal planning framework set out in the Town and Country Planning Act 1990.....the Planning (Listed Buildings and Conservation Areas) Act 1990 provides specific protection for buildings and areas of special architectural or historic interest.*

*Any decisions relating to listed buildings and their settings and conservation areas must address the statutory considerations of the Planning (Listed Buildings and Conservation Areas) Act 1990 (see in particular sections 16, 66 and 72) as well as satisfying the relevant policies within the National Planning Policy Framework and the Local Plan." (paragraph ID 18a-002-20140306)*

6.11 The PPG states under 'Why is 'significance' important in decision-taking?' that:

*"Heritage assets may be affected by direct physical change or by change in their setting. Being able to properly assess the nature, extent and importance of the significance of a heritage asset, and the contribution of its setting, is very important to understanding the potential impact and acceptability of development proposals."*

6.12 Under the discussion of 'How to assess if there is substantial harm?' the PPG offers:

*"What matters in assessing if a proposal causes substantial harm is the impact on the significance of the heritage asset. As the National Planning Policy Framework makes clear, significance derives not only from a heritage asset's physical presence, but also from its setting."*

#### *Local Policy*

6.13 Within para. 11.8 of the Core Strategy (supporting text to Policy CS33: Protection and Enhancement) it specifies that:

*"The Borough Council is committed to protecting and where appropriate, enhancing the Borough's historic environment. This includes ensuring that buildings and features of Local architectural and historic interest (which are not necessarily recognised components of the historic environment) are taken fully into account and safeguarded..."*

#### *Discussion*

6.14 The original windows along the front elevation are vertical sliding sashes with glazing bars in a six-over-six pattern with a three-over-six pattern at the second floor. Sash windows from this period follow a particular style of detailing being built from timber joinery, single-glazed and usually constructed of slow-grown pine.

- 6.15 These historic windows are architectural features which make a particularly important contribution to the overall significance of the historic building. Whilst the windows in the (1989) extensions to the Listed Building include uPVC windows, timber windows have been retained throughout the principal Listed Building. The contribution of timber windows to the overall character and special interest of the Listed Building is considered to be significant.
- 6.16 Replacing timber sash windows with double-glazed uPVC windows would harm the significance of the Grade II Listed Building in terms of its aesthetic value and evidential value. This is because, despite the statement on the drawings that the detailing of the replacement windows would match the existing in all respects, there would remain the fundamental difference in the materials used. The difference in the use of a plastic for the replacement windows would be visually obvious, as demonstrated by the surrounding windows within the (1989) extensions. It is also apparent that the fine detailing of the existing sash windows, in terms of their glazing bars, thickness and mouldings, could not be reproduced in uPVC windows. uPVC factory-made facsimiles of historic windows would therefore detract from the aesthetic value and evidential value of the windows and the contribution they make to the significance of the Listed Building.
- 6.17 The appearance of windows has a substantial impact on the appearance of the building. Where timber windows are in a poor condition it is expected that they would be either refurbished or replaced like-for-like to retain the character of the Listed Building. Generally historic sash window frames are of better quality construction than comparable modern materials and if maintained have a much greater service life; this is due to slow growth rate and density of the pine used in pre-20<sup>th</sup> century windows.
- 6.18 As a general rule, windows in historic buildings should be repaired, or if beyond repair should be replaced 'like for like'. The existing windows should be retained, unless they are obviously inappropriate or in very poor condition. If new windows are to be accepted (due to the existing being beyond repair), it is important that their design, scale and proportion should be sympathetic to the character of the building. The thickness and moulding of glazing bars, the size and arrangement of panes and other details should be appropriate to the date of the building or to the date when the window aperture was made. In particular, for reasons of strength the thickness of frame members tends to be greater in plastic windows than in traditional timber ones. The insertion of factory made standard plastic windows therefore would be damaging to the character and appearance of the historic building.
- 6.19 Timber windows, naturally, require maintenance, and this involves periodically re-decorating them, which prolongs their longevity. It should be noted that as stated in paragraph 191 of the NPPF that where there is evidence of neglect of a heritage asset, the deteriorated state of the heritage asset should not be taken into account in any decision. Visits to the site confirm that the existing windows are in need of maintenance and some repair. However they are not beyond repair.
- 6.20 In replacing timber sash windows with double-glazed uPVC windows, the applicant would substantially harm the significance of the Grade II Listed Building in terms of its aesthetic value and evidential value. Under the principles of the NPPF, applicants must be able to justify any harm to Listed

Buildings and no justification has been provided, or can be envisaged, for the removal of the original historic windows, which are specifically described in the statutory list.

6.21 The applicant's aspirations for improving the air tightness and thermal performance of the building are noted. It is considered that this does not necessitate removal of the existing windows. Weather stripping and draught proofing are visually more innocuous changes as well as thermally efficient and cost-effective. Secondary glazing in a removable inner frame is another acceptable option for some windows. It is relevant to note that English Heritage, following tests on timber sash window by Glasgow Caledonian University, reported in their 2009 publication *Research into The Thermal Performance of Windows: Timber Sash Windows* that:

- *"There are major opportunities for improving the thermal performance of existing windows by relatively simple methods, including traditional curtains, blinds and shutters.*
- *There is a good potential for improvement from draught proofing, with air infiltration through the repaired and draught proofed window being somewhat less than through a standard trickle ventilator.*
- *There is potential for further improvement where secondary glazing with a low-emissivity coating is used as well. This gives good performance in the daytime, and better still at night when curtains, blinds and shutters can be closed.*

6.22 *However, when designing secondary glazing to avoid heat losses, it is important to ensure that ventilation is sufficient, and that the risk of condensation is minimised" (English Heritage, 2009, Research into The Thermal Performance of Windows: Timber Sash Windows).*

## 7. CONCLUSION

7.1 It is considered that substantial harm would occur to the heritage significance of the listed building as a result of the proposed changes to the windows, which are an important feature of the historic building. Approval of the proposed works would be contrary to the statutory duty on the Council to have special regard to the desirability of preserving the building and its features of special interest.

Case Officer: Steve Vigar

Drawings (selection only) - Full details at:  
[http://planning.reading.gov.uk/fastweb\\_PL/welcome.asp](http://planning.reading.gov.uk/fastweb_PL/welcome.asp)



South Elevation (to rear garden)



North Elevation (to front driveway)



Rear bay



## COMMITTEE REPORT

BY THE DIRECTOR OF ENVIRONMENT AND NEIGHBOURHOOD SERVICES READING BOROUGH COUNCIL PLANNING APPLICATIONS COMMITTEE: 7 <sup>th</sup> November 2018	ITEM NO.
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Ward: Thames

App No.: 181552/HOU

Address: 11 Morlais, Emmer Green, Reading

Proposal: Proposed single storey rear extension

Applicant: Mr & Mrs Moon

Date validated: 31<sup>st</sup> August 2018

Other Application: 8 week target decision date: 26<sup>th</sup> October 2018

Agreed extension of time: 9<sup>th</sup> November 2018

### RECOMMENDATION

#### GRANT

Conditions to include:

##### Standard

1. Time limit for implementation
2. Use of materials
3. Approved plans

##### Non-standard

4. Storage of materials

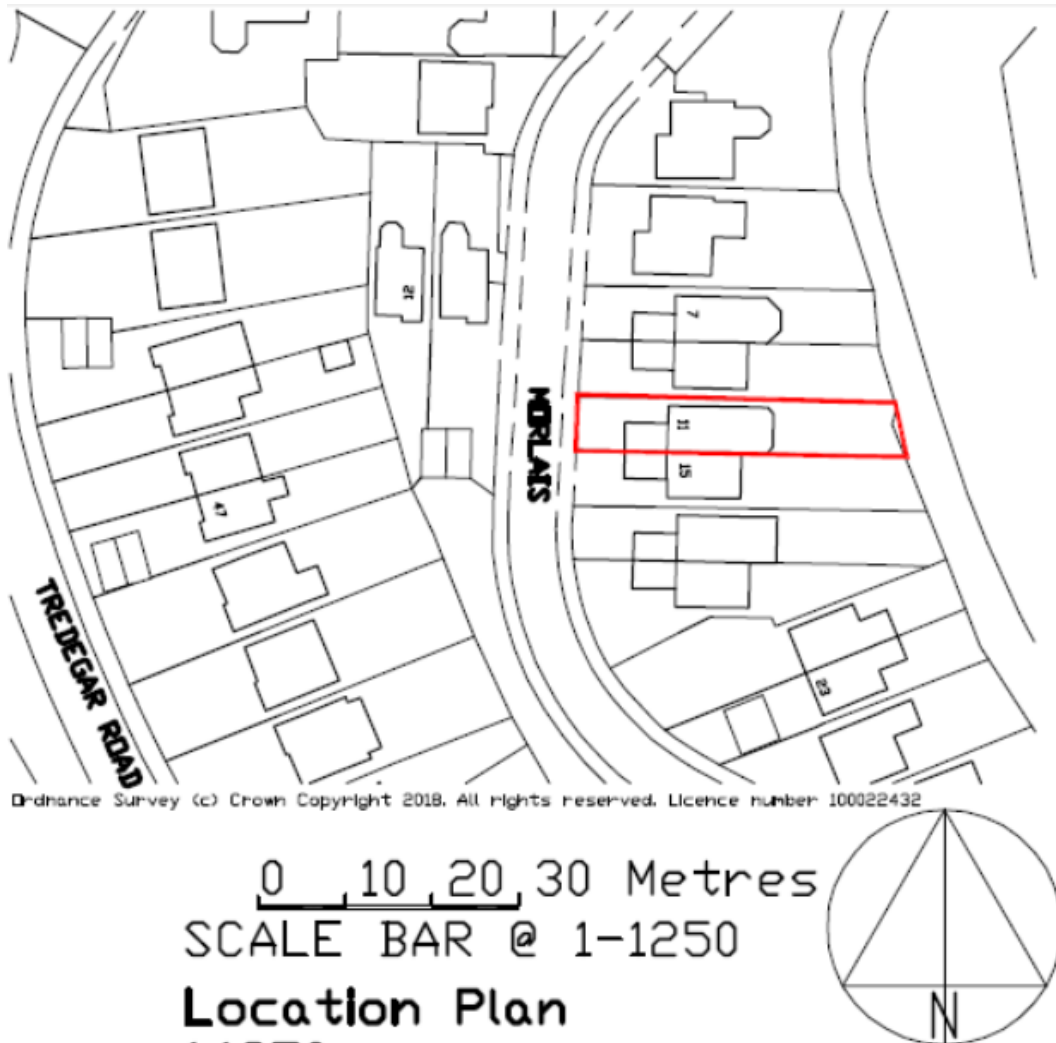
##### Informatives to include

1. Terms and conditions
2. Building Control
3. Complaints about construction
4. Positive and proactive

## 1. INTRODUCTION

1.1 The application relates to a two storey semi-detached dwelling on the east side of Morlais in Emmer Green, Reading. Due to the change in ground levels across the site, the ground floor level of the application property is significantly higher than the road. The application building has an existing single storey rear conservatory extension. The application site includes a rear amenity area approximately 20m deep and 6m wide. The surrounding area is predominantly residential and characterised by semi-detached and detached properties of varying scale and design.

1.2 This minor application is reported to Planning Applications Committee as Mrs Moon (the applicant) is an employee of Reading Borough Council.



## 2. PROPOSAL

2.1 Householder planning permission is sought for a single storey rear extension. It is proposed to demolish the existing conservatory and erect a single storey rear extension with a projecting gabled roof form that has a maximum height of 3.6m and an eaves height of 2.2m. The proposal would project 3.9m from the original rear elevation and 0.7m beyond the rear elevation of the existing conservatory. The external materials proposed are brick and tiles to match the original house.

## 3. PLANNING HISTORY

3.1 None.

## 4. CONSULTATIONS

4.1 Public consultation:

9 and 15 Morlais have been notified of the application and site notice has also been displayed at the site from the 10<sup>th</sup> September 2018.

No responses have been received.

4.2 Natural Environment:

The RBC Natural Environment Officer provided the following response:

4.3 This is a small extension to the rear of the property which will not have any visual impact on the area. There is a tree to the front of the site which although only medium sized, does contribute to the character of Morlais and it would be desirable for the tree to be protected from harm. The amenity area at the base of the tree which used to be lawn has been laid with loose stone and is now used for parking.

4.4 The topography of the area and layout of the property means that all materials are likely to be delivered and stored at the front of the site and walked up to the back. The subsoil in this area is thought to be chalky in structure and will have some resistance to compaction but the tree could be harmed by the leaching of materials potentially toxic to tree roots such as sand and cement. I would want to ensure that there is no storage of materials, substances or equipment (temporary or otherwise) or preparation of building materials on the gravel area to the front of the property. All materials, substances and equipment will need to be stored on the existing driveway. The gravel around the base of the tree can continue to be used for residential parking as it currently is.

4.5 If this is not achievable (i.e. if access to the garage is required for vehicle parking and the gravel area has to be used for storage) then we will require a scheme of ground protection for the gravel area. This will not require a full arboricultural report but should be a simple scheme designed to be loadbearing and prevent leaching of potentially toxic substances to tree roots.

- A non-porous membrane laid over the gravel area topped with chipped bark would suffice to prevent leaching. Ply boards or similar laid on top of the chipped bark would diffuse loading and provide a suitable work surface.

## 5. RELEVANT PLANNING POLICY AND GUIDANCE

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

5.2 The '*National Planning Policy framework*' ('NPPF') 2012 states clearly that its content is to be a material consideration in the determination of applications. The 'NPPF' states that due weight should be given to the adopted policies of the Local Development Framework (LDF) (Core Strategy and Sites and Detailed Policies Document) according to their degree of consistency with the 'NPPF' (the closer the policies in the plan to the policies in the 'NPPF', the greater the weight that may be given). Accordingly, the 'NPPF' and the following development plan policies and supplementary planning guidance are relevant:

### National Planning Guidance

National Planning Policy Framework: Chapter 7. Requiring Good Design

### Reading Borough Local Development Framework Core Strategy (2008) Policies

CS7 (Design and the Public Realm)

CS38 (Trees, Hedges and Woodlands)

### Sites and Detailed Policies Document (2012) Policies:

DM4: Safeguarding Amenity

DM9: House Extensions and Ancillary Accommodation

Supplementary Planning Guidance (SPG) - A Design Guide to House Extensions (2003)

## 6. APPRAISAL

### Design, impact on the host dwelling, character of the area and street scene

6.1 As the proposed extension is to the rear of the property it would not be visible from the street scene along Morlais. Due to the relatively modest scale of the proposal, being single storey and projecting 3.9m from the original rear elevation (less than the 4m suggested normally permissible for two storey extensions in the Design Guide to House Extensions SPG), and considering the extent of the existing conservatory; the proposal is not considered significantly out of character with the host dwelling or surrounding area in terms of scale.

6.2 Projecting a modest 0.7m beyond the existing conservatory, with materials to match the main house and with pitched roof form to match the main house; the proposal is considered to integrate satisfactorily with the character of the host dwelling and visual amenity of the surrounding area.

6.3 The host dwelling would retain sufficient amenity space to the rear elevation, which is considered adequate for a dwelling of this size and relative to the character of the amenity spaces of surrounding dwellings.

6.4 The proposal is therefore considered to be in accordance with Policy CS7 of the Core Strategy (2008, 2015) and Policies DM9 and DM10 of the Sites and Detailed Policies Document (2012, 2015).

### Impact on neighbouring amenity

6.5 The properties potentially affected by the proposal are 9 and 15 Morlais, located to the north and south of the application site respectively.

6.6 Regarding no.9, the unattached neighbouring property to the North, the proposed extension would be set off the common boundary by 0.2m. Considering the modest scale of the proposal with the 2.2m eaves height; the proposed extension is not considered to have any significant detrimental impacts in terms of access to sunlight/daylight or overbearing effects.

6.7 With relation to no.15, the adjoining property, the proposed development would be set off the common boundary by 0.8m. Combining this with the relatively modest scale of the proposed development, it is not considered that the proposed extension would have any significant adverse impacts upon the living environment of the occupiers of no.15 in terms of loss of light or overbearing.

6.8 Whilst a side facing window is proposed in the north side elevation, this would be at ground floor level and would not project beyond the rear elevation of neighbouring no.15. Combining this with the proposed change in form from a conservatory to a brick extension and the reduction in glazed area that this entails; the proposal is considered to represent an improvement to the existing relationship with the neighbouring properties in terms of privacy and overlooking.

6.9 The proposal is therefore considered to be in accordance with Policies DM4 and DM9 of the Sites and Detailed Policies Document (2012, 2015).

### Trees

6.10 In line with the consultation response provided by the RBC Natural Environment Officer, it is considered necessary to include a condition to ensure that any storage of

materials at the site during construction does not harm the tree to the front of the property.

## 7. CONCLUSION

The proposed development is considered acceptable in planning terms and for the reasons given above.

### Plans:

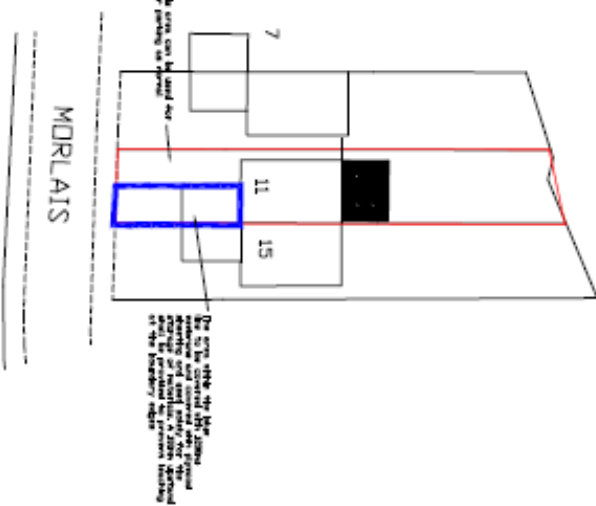
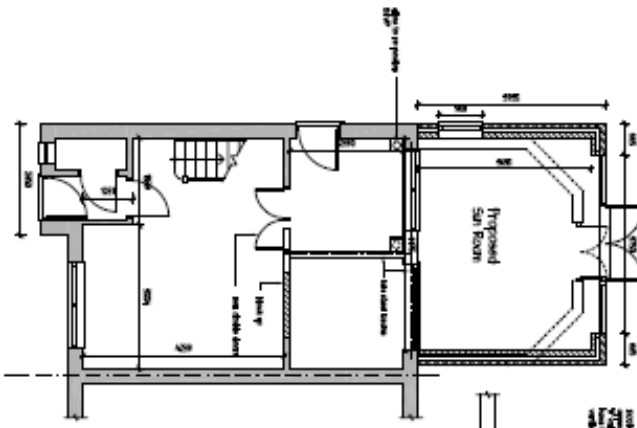
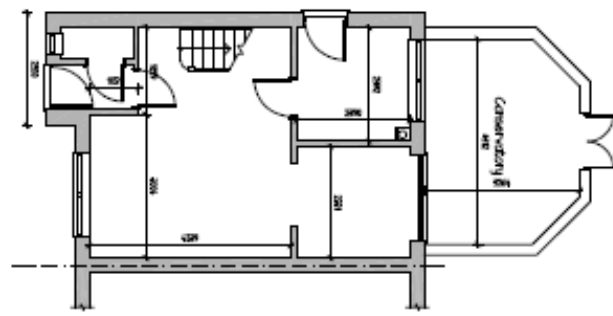
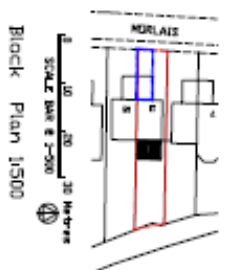
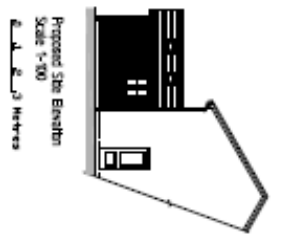
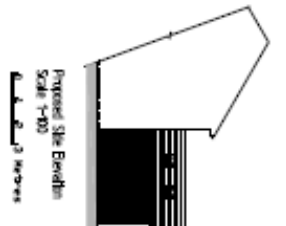
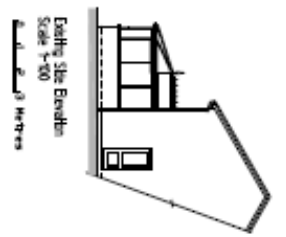
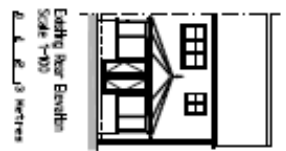
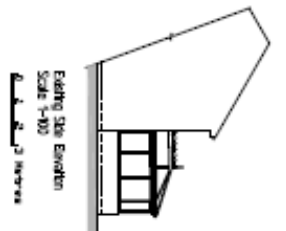
Drawing No.:

- 01 B - Proposed Plans & Elevations

As received: 26/10/2018

Case Officer: Tom French





Material Storage Plan 1:200

**GREG FARRELL**  
 Planning, Building Regulations & Structural Design

**HT & H's Mean II**  
 Architects

**Existing / Proposed Plans & Elevations**  
 Error: Green

Scale: 1:100, 1:500, 1:2000  
 Date: 21/03/2023

## COMMITTEE REPORT

BY THE DIRECTOR OF ENVIRONMENT AND NEIGHBOURHOOD SERVICES  
READING BOROUGH COUNCIL  
PLANNING APPLICATIONS COMMITTEE: 7<sup>th</sup> November 2018

ITEM NO. 16

Ward: Whitley

App No: 181518

App Type: FUL

Address: Imperium, Imperial Way

Proposal: Change of use of 2nd floor (2658sqm GIA) to a flexible use comprising either: Office (Class B1a); or a mixed use consisting of office (B1a) and training and commercial conference facilities (Sui Generis) and physical works to replace high level glazing with louvres and install plant on the roof space. (amended)

Applicant: EEF

Date valid: 28<sup>th</sup> August 2018

Major Application: 13 week target decision date: 27<sup>th</sup> November 2018

Planning Guarantee: 26 week date: 25<sup>th</sup> February 2019

### RECOMMENDATIONS

GRANT Planning Permission subject to conditions and informatives

#### CONDITIONS TO INCLUDE:

- 1) Standard Time Limit
- 2) Approved Plans
- 3) Materials
- 4) Existing car parking provision of 130 car parking spaces is retained as shown on the approved plan.
- 5) L6A - No development shall take place until an Arboricultural Method Statement and Tree Protection Plan has been submitted and approved.
- 6) Retain the internal floorspace as on the approved plan
- 7) Submission and approval of an End User Employment, Skills and Training Plan

#### INFORMATIVES TO INCLUDE:

1. Terms and conditions.
2. Building control approval.
3. Pre-Commencement conditions.
4. CIL- not chargeable
5. Positive and proactive.

## 1. INTRODUCTION

1.1 The 1.6ha site is occupied by a large B1a office building of three floors ca 8,000sqm of floorspace. It is located on the corner of the A33 Relief Road and Imperial Way. The surrounding area is largely commercial and industrial development, although it is opposite the former Worton Grange site which is now a mixed use scheme including commercial, retail and residential uses.

1.2 The building is offered on a multi-let basis and has a number of occupiers at present, however, the vacancy rate is at about 50% with parts of the building having been unoccupied for long periods of time. The application site is the second floor of this building (2658sqm) and has been vacant for around three years.

- 1.3 The overall site has 405 car parking spaces and 26 cycle spaces, with 130 specifically for the second floor unit.



**Location Plan**

- 1.4 The site is located within the Core Employment Area (SA12c: South of Basingstoke Road) as defined within the Sites and Detailed Policies Document Policy SA12, and is within an Air Quality Management Area (Policy DM19). The site is covered by TPO 37/13, which covers all the trees, of any species, around the perimeter of the site.
- 1.5 Pre-application advice was sought and the applicant was advised that the principle would be acceptable subject to further detail on transport and employment, skills and training provision.
- 1.6 As the proposal is a development comprising a material change of use of floor area in excess of 1000sq.m it is a Major application, as defined by the General Development Management Order (2015).

## **2.0 PROPOSAL AND SUPPORTING INFORMATION**

- 2.1 The applicant explains that EEF is a leading organisation offering business support and training consultancy for the manufacturing and engineering sector. EEF Venues (part of the overall EEF company) provide a collection of venues giving organisations access to conference facilities and meeting rooms in prime locations across the UK. The company provide training and support on a range of subject matters. Companies can become members of EEF through subscription and can access its wide range of member support services including conferencing and training events at Reading and other regional locations.



- 2.2 The proposal is for the change of use of the B1(a) premises to a flexible use either a mix of B1(a) office and training and conference facilities (sui generis) or B1 (a) office.
- 2.3 To facilitate this change there would be modifications to the elevations of the building summarised as follows:
- Replacement of high level windows with louvre panels on the East (Worton Drive) and West (A33) elevations.
  - Installation of M&E plant to the roof, described as 5mx5m space allocated for new heat pump condensers and fans to a maximum height of 2.5m.
- 2.4 The Planning Statement sets out that the proposed floor area would consist of small, medium and large meeting/training rooms, meeting rooms, conference rooms, breakout and refreshment facilities to host training courses provided by EEF and third party providers from 8/10 people up to 150. Additionally the proposed floor plan would include office floor space that supports the core function of the running of the EEF business, and ancillary space. It is currently envisaged that there would be employment for 30 staff and that the location could have up to 420 delegates on site at one time.
- 2.5 The following plans and supporting information have been considered:

*Received 29<sup>th</sup> August 2018:*

- Location Plan
- Block Plan
- Site Plans, Existing & Proposed Plans - Drawing no: EFV-ONE-ZZ-XX-DR-A-0001 (P02)

*Received 18<sup>th</sup> September 2018:*

- Concept Floor Plans- Drawing no: EFV-ONE-ZZ-ZZ-DR-A-0002 (P01)

*Other documentation:*

- Planning Statement, document ref: P0654-EFV-ONE-XX-XX-RP-A-001 (P01), prepared by One Creative Environments, received 29<sup>th</sup> August 2018
- Transport Statement, document ref: VN81106, dated August 2018, prepared by Vectos, received 29<sup>th</sup> August 2018
- CIL Additional Information Requirement Form, received 29<sup>th</sup> August 2018

### 3. PLANNING HISTORY

Relevant history as follows:

- 88/TP/217 - Erection of B1 use with associated parking - Approved 30/9/1988
- 88/TP/218 - Erection of B1 use with associated parking - Approved 30/9/1988
  - 07/01632/FUL - New Sliding Door to main entrance, alterations to car park and landscaping - Approved 7/3/2008
  - 08/01340/NMA - Minor amendment to planning consent 07/01632 - Approved 21/11/2008
  - 151889/FUL - Existing building refurbishment comprising new hard and soft landscaping, new external entrance and signage - Approved 12/1/2016
  - 180792/PREAPP - Pre-app advice for proposed change of use of 2658sqm (second floor) to office (B1(a)) OR a mixed use including office and training/commercial conference centre (sui generis). - Observations sent 21<sup>st</sup> June 2018

#### 4. CONSULTATIONS

##### (i) Statutory

4.1 None

##### (ii) Non-Statutory

###### *Environmental Protection and Nuisance*

4.2 The Planning officer has reviewed the standing advice which sets out the requirement for a noise assessment for mechanical plant where there are nearby noise sensitive receptors. The nearest residential development is some distance from the application site, and the area is largely dominated by commercial premises, and is adjacent to the A33 and Imperial Way. No assessment has been requested in this instance.

###### *Natural Environment*

4.3 The site is subject to Area TPO 37/13, which includes all species. I note the application is for a change of use but includes replacement of high level glazing and installation of a roof plant. Works will require materials to be brought onto site and working on the outside of the building.

4.4 There is no mention of the TPO or tree related policies in the Planning Statement hence I do have some concern that the trees have not been considered and hence may not be protected from any external works or related activity, e.g. storage of materials. The north and east of the building is hard surfacing so storage of materials etc and access over this would not impact trees. The trees within the car park are relatively small, so there should be adequate space for works. However, given the protected status of the trees on site, it is reasonable to ask for a brief Arboricultural Method Statement (AMS) to confirm how external works will be carried out whilst protecting adjacent trees and confirmation of areas allocated for storage, site welfare etc (if required externally). It would be preferable to seek this information during the application process, rather than via condition.

4.5 *Planning Officer note:* As the contractor has not yet been selected, and therefore the detailed set up for the works area on site has not yet been determined, the applicant has requested that the submission and approval of an AMS be attached as a pre-commencement condition. This is included within the recommendation above.

###### *Reading UK CIC*

4.6 Reading UK CIC, the Economic Development company for Reading, notes the proposal for the change of existing office space on Imperial Way into a training and conference venue, with EEF providing services to a broad range of local companies. We welcome the provision of training programmes, which we understand will provide upskilling opportunities across a broad range of sectors, and will include apprenticeship development.

We also welcome the opportunity to work with EEF on an employment and skills plan which will ensure all opportunities for local training and recruitment are maximised.

###### *Transport -RBC*

4.7 Imperium is a large office building (Class B1(a)) located on the corner of the A33 Relief Road and Imperial Way. The existing use of the site is restricted to Office (B1(a)) only. The ground floor and first floor will remain unchanged by the proposed

change of use. The proposals consist of a change of use of the second floor to either B1a office use or a mixed use consisting of office and training and conference facilities (sui generis).

- 4.8 The proposed facility at the application site would include the following functions:
- Office floor space that supports the core function of the running the EEF business, which is expected to employ around 30 staff;
  - Small, medium and large meeting/training rooms to be used to host EEF and third-party courses, conferences, etc
- 4.9 Vehicular access is taken from Worton Drive which is immediately to the east of the site and forms a priority junction with Imperial Way. The existing car parking at the site provides for a total of 405 spaces in a surface level car park and also an undercroft parking level. These spaces are allocated to individual occupiers (within the building) and the allocation is based on a ratio of 1 space per 219sqft (1 space per 20 sqm) of net office space. A total of 130 spaces are to be allocated to the proposed occupier of the second floor of the building. It is proposed that 20 spaces will be available for EEF staff with the remainder being available for visitors (attendees of training and conference events).
- 4.10 It is stated that the proposed operator is content that 130 spaces will satisfactorily meet their overall requirements for car parking at the site. However, no information has been submitted regarding the maximum capacity of the conference/meeting facilities or the potential number of attendees if the site was fully occupied.
- 4.11 The application is supported by a Transport Statement and the proposed car parking provision has been assessed using TRICS data for the Exhibition Centre category of use. TRICS is the national standard system of trip generation and analysis in the UK and Ireland, and is used as an integral and essential part of the Transport Assessment process. Three sites have been selected from this use category and a parking accumulation exercise has been carried out using the arrival and departure rates from the three selected sites. This forecasts that the car park will have a maximum occupation of 77 cars on a weekday which represents around 59% of the car park capacity.
- 4.12 However, I have reviewed the sites selected and I am concerned that only one of the site is comparable to the proposed development in terms of location, size and on-site parking provision. The TRICS best practice guide states that the general rule for obtaining a representative sample of data is to include as many sites as possible, however, it is better practice to have a lower but practical number of sites acceptable to the selection criteria. Site references GM-07-S-01 (Oldham) and HE-07-S-01 (Hereford) have a very low parking provision for the size of the developments whereas the conference centre located near Caerphilly site reference RC-07-S-01 is comparable in terms of size and parking provision to the proposed development. Looking at the parking accumulation survey for the Caerphilly site within TRICS, it is evident that the demand for parking spaces exceeded the provision within the site. Further, on the day of the survey, the occupancy of the site was at approximately 53-54% of maximum occupancy levels, meaning that the parking demand would exceed the survey levels if the site was fully occupied. It was noted that the maximum parking accumulation exceeded the number of parking spaces at the site as additional off-site parking was also included during the surveys.
- 4.13 In view of the above, I am not satisfied that the parking assessment undertaken within the Transport Statement for the proposed training and conference facilities provides an accurate parking assessment. Therefore, further information is

requested regarding the floor area of the conference space (excluding office areas and ancillary spaces), and the maximum capacity for each of the conference rooms and meeting/training rooms facilities.

- 4.14 It should be noted that the Council's adopted Parking Standards and Design SPD, requires a parking provision of 1 space per 50sqm of B1(a) office use and 1 space per 7.5 seats for conference facilities.
- 4.15 The existing servicing and refuse collection arrangements will be retained for the site. The undercroft parking area also provides for 36 cycle parking spaces which is in line with the Council's parking standards for B1(a) office use.
- 4.16 The applicant is requested to submit additional information to ensure the development provides parking in line with the Council's adopted parking standards.

(iii) Public Consultation

- 4.17 Unit 30 Worton Drive, Thames Valley Chamber of Commerce, Imperial Way were consulted. No comments were received. A site notice was displayed.

## 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:

**Relevant Policies:**

**National Planning Policy Guidance**

National Planning Policy Framework (NPPF)

**Reading Borough Local Development Framework Core Strategy Document (2008, altered 2015).**

Policy CS1 (Sustainable Construction and Design)

Policy CS2 (Waste Minimisation)

Policy CS5 (Inclusive access)

Policy CS7 (Design and the Public Realm)

Policy CS9 (Infrastructure, Services, Resources and Amenities)

Policy CS10 (Location of Employment Development)

Policy CS11 (Use of Employment Land for Alternative Uses)

Policy CS12 (Maintaining a Variety of Premises)

Policy CS20 (Implementation of Reading's Transport Strategy)

Policy CS22 (Transport Assessments)

Policy CS23 (Sustainable Travel and Travel Plans)

Policy CS24 (Car/Cycle Parking)

Policy CS34 (Pollution and Water Resources)

Policy CS38 (Trees, Hedges and Woodland)

**Reading Borough Local Development Framework: Sites and Detailed Policies Document (2012, altered 2015)**

Policy DM1 (Adaptation to Climate Change)

Policy DM3 (Infrastructure)

Policy DM4 (Safeguarding Amenity)  
Policy DM12 (Access, Traffic and Highway-Related Matters)  
Policy DM19 (Air Quality)  
Policy SA12 (Core Employment Areas)

**Supplementary Planning Guidance/Documents**

Revised Parking Standards and Design (2011)  
Employment, Skills and Training (2013)  
Planning Obligations Under S106, April 2015

**Emerging Local Plan - Submission Draft Reading Borough Local Plan (March 2018)**

Policy EM3 (Loss of Employment Land)  
Policy EM4 (Maintaining a Variety of Premises)  
Policy TR5 (Car and Cycle Parking and Electric Vehicle Charging)

**6. APPRAISAL**

6.1 The main issues to be considered are:

- (i) Principle of Development
- (ii) Transport and Accessibility
- (iii) Design & Appearance
- (iv) Sustainability
- (v) Environmental Matters
- (vi) Infrastructure Provision (S106 and Community Infrastructure Levy)

**(i) Principle of Development**

6.2 The site is within the Core Employment Area under Sites and Detailed Policies Document Policy SA12 (SA12c: South of Basingstoke Road). Core Strategy Policy CS11 explicitly states that within the Core Employment Area, the overall level of employment land should be maintained. Policy SA12 states that these will be the main location for industrial and warehouse uses. Para 15.2.6 of Policy SA12 states that "where policies in this document and the Core Strategy refer to the need to maintain the overall supply of employment land (e.g. CS11) in addition to offices, industry and storage and distribution (use classes B1, B2 and N8) it includes any use that can only reasonably be accommodated on industrial land, which may include some sui generis uses".

6.3 The proposed mix of uses would include the regional office of EEF (currently in Atlantic House, Reading), commercial events including conference, training courses, recruitment drives and meetings, and would complement the employment use of the area. This would also be compatible with the existing approved use of the building as offices. The events would be organised by EEF and would accommodate directly run EEF training and conference events and requests from EEF's membership who are offered discounted rates as part of their membership package. EEF training courses would also be available to third party, non-member companies. In addition facilities could also be booked by other companies wishing to run their own courses and training events. The applicant has advised that such bookings tend to come from a number of professional service bodies including, Banking, and Property Services and are therefore related to commercial support and training activities of the proposed occupier.

6.4 Reading (UK) CIC, the Council's economic development company, is supportive of the proposed user who provides training programmes and upskilling opportunities across a broad range of sectors, and including apprenticeship development.

6.5 Including the alternative B1(a) use would allow the use to revert to office use under permitted development rights (as they currently exist), which would ensure a continued employment use should the sui generis use cease.

6.6 It is considered that the proposed scheme would comply with Policies CS10, CS11 and SA12.

(ii) Transport and Accessibility

6.7 A Transport Statement (TS) has been submitted and this identifies that the overall building has an existing car park with a total of 405 spaces in a surface level and undercoft car park, including 11 disabled spaces. There are three spaces for electric vehicles, with a further three identified for future growth, which would exceed standards for electric vehicle charging spaces in the emerging policy. There are 26 cycle spaces.

6.8 Car parking is allocated to individual occupiers at a ratio of 1 space per 219 sqft (20sqm) of net office space. The proposal site therefore has an allocation of 130 spaces. It is proposed that 20 will be available for EEF staff and the remainder for visitors, i.e. the attendees of the training and conference events.

6.9 The conclusion of the TS is that there will be a lower level of trips compared to the existing B1(a) use, that parking would continue to operate with spare capacity and that delivery and servicing would take place as existing.

6.10 By applying our parking standards to the delegate number the applicant has provided, demonstrates that there would be sufficient car parking to serve the proposed development, However Transport officers have requested further information/ clarification on capacity of rooms/ delegate numbers, so that this can be confirmed.

6.11 However, based on the submitted Transport Statement it is considered that the scheme would not raise significant transport issues and would accord with the relevant policies CS23, CS24 and DM12, Parking Standards SPD, and emerging policy TR5. A recommended condition is included ensuring that the provision of parking spaces is retained. Further details will be reported in an update report including any additional conditions.

(iii) Design & Appearance

6.12 The proposals include very limited changes to the external appearance of the existing building. These would include the replacement of some of the existing windows at 2<sup>nd</sup> floor with aluminium coloured louvres to match existing cladding colour.

6.13 The additional roof plant would not be visible to the public and therefore would be acceptable.

6.14 The proposed changes to appearance would be acceptable, would be appropriate within the office/ employment context and would accord with Policy CS7.

(iv) Sustainability

6.15 In line with Policy CS1, the proposal should seek to incorporate sustainable construction and design features and in accordance with DM1 all developments will

need to demonstrate that they have been designed to incorporate measure to adapt to climate change.

- 6.16 The agent has confirmed that the planned refurbishment of the 2<sup>nd</sup> floor area would incorporate new M&E services using energy efficient products and controls were possible, these would include LED lighting with occupancy controls, high performance VRF air conditioning units, heat recovery units and energy controls that are both simple and energy efficient.
- 6.17 Such works are considered to meet policy requirements.

(v) **Environmental Matters**

- 6.18 The proposal includes for new plant on the roof. The context of the application site is that there is existing roof mounted air handling units and heat pump condensers, the area is dominated by commercial premises, and is adjacent to the A33 and Imperial Way. It is not considered that the modest additional roof plant, to provide for new heat pump condensers and fans, would have a significant detrimental effect on the surrounding area.
- 6.19 The application site is in an Air Quality Management Area. The change of use would not cause a significant change to the existing air quality.

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

- 6.20 The applicant EEF is a provider of training and business support and they have their own apprentice training centre in Birmingham and manage apprentice placements throughout the UK. They would train new staff for the application site and would have specific training/ apprentice opportunities for kitchen staff, and they have work experience days as part of their normal activities. In this context Reading UK CIC has confirmed that they would engage with EEF to monitor local recruitment and training and offer support as a training space provider. The applicant has agreed to prepare an End User Employment, Skills and Training Plan, which would meet policy requirements of CS9, DM3 and the SPD. However, the level of monitoring required would be relatively minimal as the types of outputs would be part of the 'day-to-day' business of EEF. Therefore, a condition rather than a S106 legal obligation, is recommended in this case.
- 6.21 The development would involve the creation of additional floorspace, which would be liable for Community Infrastructure Levy (CIL). However, there is no charge for B1(a) use within this location, nor for "all other chargeable developments", therefore the scheme would not be chargeable.

(vii) **Equality**

- 6.22 In determining this application the Council is required to have regard to its obligations under the Equality Act 2010. The key equalities protected characteristics include age, disability, gender, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sexual orientation. There is no indication or evidence (including from consultation on the current application) that the protected groups have or will have different needs, experiences, issues and priorities in relation to this particular planning application.
- 6.23 In terms of the key equalities protected characteristics it is considered there would be no significant adverse impacts as a result of the development, and indeed the proposal includes for community outreach projects which specifically benefit the

key equality protected characteristics including age and disability. Appropriate consideration has been given to those with disabilities using the proposed facilities.

## 7. CONCLUSION

- 7.1 The proposed uses would be consistent with policy aims within a Core Employment Area and an end user training, employment, and skills plan would be secured through condition. The application is therefore recommended for approval as set out in the recommendation above.

Case Officer: Alison Amoah



# APPENDIX 1 - PLANS

